

Multi-country evaluation of UNICEF's response to the Venezuela outflow crisis (2019-2021)



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Peru Country Case Study

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The views presented in this document are authors' and do not necessarily represent the views of UNICEF.

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Abbreviations & Acronyms

AAP	Accountability to Affected Populations
BPRM	Bureau of Population, Refugees, and Migration
C4D	Communication for Development
CBIs	Cash Based Interventions
CCCs	Core Commitments for Children
CEAP	Corporate Emergency Activation Procedure
CEBAF	Centro Binacional de Atención en Frontera
CEPR	Comisión Especial para los Refugiados)
CERF	UN Central Emergency Response Fund
CP	Child Protection
CPD	Country Programme Document
CwC	Communication with Communities
DIRESA	Dirección Regional de Salud (Regional Health Directorate)
DTM	Displacement Tracking Matrix
ENPOVE	Encuesta dirigida a la población venezolana que reside en el Perú
EPP	Emergency Preparedness Platform
ET	Evaluation Team
EQ	Evaluation Question
FGD	Focus Group Discussion
FO	Field Office
GIFMM	El Grupo Interagencial sobre Flujos Migratorios Mixtos (the Interagency Group on Mixed Migratory Flows)
GoP	Government of Peru
GTRM	Grupo de Trabajo para Refugiados y Migrantes (Refugee and Migrant Working Group)
HAC	Humanitarian Action for Children
HPD	Humanitarian Programme Document
HPM	Humanitarian Performance Monitoring
IR	Inception Report
INEI	Instituto Nacional de Estadística e Informática
IOM	International Organization for Migration
IOP PUCP	Instituto de Opinión Pública of the Pontificia Universidad Católica del Peru
IP	Implementing Partner
IYCF	Infant and Young Child Feeding
KI	Key Informant
KII	Key Informant Interview
LACRO	UNICEF Latin America and Caribbean Regional Office
MIMP	Ministerio de la Mujer y Poblaciones Vulnerables
MINEDU	Ministerio de la Educación
NNA	Niños, niñas y adolescentes
OCHA	UN Office for the Coordination of Humanitarian Affairs (UNOCHA)
OECD/DAC	Organisation for Economic Cooperation and Development, Development Assistance Committee
OSC	Organizaciones de sociedad civil
PCA	Project Cooperation Agreement
PCO	Peru Country Office
PTP	Permiso Temporal de Permanencia (Temporary Permanence Permit)

R4V	Response for Venezuelans
RAM	Results Assessment Module
RCCE	Risk Communication and Community Engagement
RMRP	Regional Migration Response Plan
RUSF	Ready-to-use Supplementary Food
SNM	Superintendencia Nacional de Migraciones
TA	Temporary Appointment
ToC	Theory of Change
UASC	Unaccompanied and Separated Children
UGEL	Unidad de Gestion Educativa Local
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHCR	Office of the UN High Commissioner for Refugees
UNV	United Nations Volunteer
UPE	Unidad de Protección Especial (Special Protection Unit)
VMC	Venezuelan Migration Crisis
WASH	Water Sanitation and Hygiene

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Executive summary

Overview of the context

By the end of 2021 Peru, with an estimated 1,286,000 Venezuelan refugees and migrants living in the country, had become, after Colombia, the second largest host country for those impacted by the Venezuelan Migrant Crisis (VMC).¹ An already complex political, economic and social context was made worse by the devastating impact of the COVID-19 pandemic – Peru has had the highest per capita COVID-19 death rate in the world.² Peru continues to be the final destination for many Venezuelans, largely concentrated in the capital, Lima, especially Lima Norte. As an initial response to the Venezuelan influx the Government of Peru (GoP) established the Permiso Temporal de Permanencia (Temporary Permanence Permit, PTP) and the humanitarian residency permit to regularise the situation of refugees and migrants. However, in June 2019, the GoP modified its requirements, introducing a humanitarian visa, making it almost impossible for migrants to enter the country. The response to VMC in Peru was greatly complicated by a stringent national government border control and asylum policies which reduced humanitarian space, constraining UNICEF response capacity.

The pandemic has severely affected Peru's governance, economy and provision of basic services. In a country with an already high rate of informal employment, social and economic inequities have deepened during the pandemic. The most vulnerable groups, which include Venezuelan migrants and refugees as well as many people living in host communities, have been disproportionately affected by the pandemic. In response to the pandemic, Peru closed its borders in March 2020 and began progressively reopening them in December 2021.

UNICEF response

Since 2018, the UNICEF Peru Country Office (PCO), responding to discrimination against migrant children on the move, has provided support and technical assistance to national government initiatives. This has included direct interventions in:

- health: especially to maintain health care for children and women
- water, sanitation and hygiene (WASH): provision of critical hygiene kits and handwashing points in schools
- education: support to remote learning, school reopening, school enrolment and dropout prevention
- child protection (psychosocial activities, support for unaccompanied and separated children, alternative care and child protection system strengthening)
- social policy: cash transfer programmes for migrant families, evidence generation for better policy formulation and decision-making)
- local level support to some of the most affected geographical areas through capacity-building, provision of necessary equipment, risk communication and community engagement initiatives.

Evaluation purpose, objective and intended audience

This country case study reports on UNICEF's response to the L2 Emergency activation from January 2019 to December 2021 and draw lessons learned and recommendations to guide UNICEF future strategic and programmatic priorities for children on the move in Peru. The primary objective is to provide evidence on whether the PCO's response to the VMC has been appropriate, effective, coherent, adequately coordinated, efficient and connected and to understand what the enabling and constraining factors and lessons learned have been. The primary users of this evaluation are the PCO, UNICEF staff supporting the response in the Latin America and Caribbean Regional Office (LACRO) in Panama and in Headquarters as well as key partners: GoP, UNICEF implementing partners (IPs) and, above all, the affected populations.

¹ R4V Platform, January 2022

² <https://coronavirus.jhu.edu/data/mortality>

Evaluation methodology

The analytical framework of the evaluation was constructed combining the criteria developed by the Organisation for Economic Cooperation and Development's Development Assistance Committee (OECD-DAC)³ with the international human rights framework. The evaluation is informed by UNICEF's 2020 *Core Commitments for Children*⁴ as well its *Six-Point Agenda for Children on the Move*.⁵ It is utilisation-focused, participatory and forward-looking with a view to shedding light on results achieved so far and approaches to enhance UNICEF's strategic and programmatic effectiveness for children on the move. The methodology consists of mixed methods including document and literature review, semi-structured interviews with key informants (KIs) at national and local level, and field visits to consult with UNICEF field teams, partners and representatives of both migrant and host communities. A country visit was carried out from 6-9 December 2021, allowing the evaluation team (ET) to visit service centres in Lima Norte and UNICEF offices for in-person interviews. For those stakeholders who could not be interviewed in the field, remote interviews were organised using a hybrid research approach. A total of 31 interviews, with 20 females and 12 males, were carried out.

Key findings

Appropriateness

The objectives and design of UNICEF interventions to a large extent responded to Venezuelan migrant and refugee needs. The emergency response for Venezuelans started in 2018, when an operation was set in the northwestern Tumbes region on the Ecuadorian border together with the GoP's local migration centre, the Centro Binacional de Atención en Frontera (CEBAF). Here there was a humanitarian focus aimed at addressing emergency needs. In Lima Norte there was a development focus, aimed at promotion of integration of Venezuelan children and adolescents. The evaluation team (ET) judges UNICEF's response to have been appropriate and timely. However, the PCO has not managed to demonstrate an appropriate advocacy strategy or response to address the risks identified by LACRO for children on the move, those who in Peru became 'invisible' by virtue of their lack of regular migratory status.

Rising to the challenges, UNICEF Peru revised its Country Programme Document (CPD) in 2018 to reorient core programmatic interventions to VMC. Of the five country case studies, UNICEF Peru is the only one to have responded in such a timely manner to pivot towards a strong alignment between its existing Country Programme and the new realities presented by the VMC. By 2020, UNICEF together with its IPs worked on adapting education programmes, including gender-sensitive and transformative programming, to online modalities. However, the saturated national services and lockdown due to COVID, made it difficult to full respond to the needs of the most vulnerable populations.

In terms of UNICEF's policy on *Accountability to Affected Populations*⁶ (AAP), UNICEF incorporated such policies and procedures in all PCAS with IPs. Yet, the evaluation found limited opportunities for affected populations to participate in programmes which affect their lives, and limited opportunities for UNICEF staff to validate the needs and priorities of affected populations that has not been mediated by its partners. UNICEF Peru included migration in its current CPD. UNICEF's internal arrangement, including staffing, training, contracting, fundraising and managerial capacity could be strengthened with a view to better reflect the scale and complexity of the VMC. From a regional perspective, The Quito Process⁷ (the name given to the meetings and commitments established between Latin American countries to coordinate the VMC response) and the idea of *Regional Protocol for Children on the Move* was a good and powerful one, and would have set a strong precedent for future migration flows like the VMC. However, it required both internal and external commitment, dedicated resources, coordination and high-level influence for UNICEF to realise, which was lacking.

Effectiveness

Although the pandemic significantly affected UNICEF's ability to deliver results in the short term the agency was, nevertheless, able to provide technical assistance to develop an online portal and adapt

³ <https://www.oecd.org/development/evaluation/2755284.pdf>

⁴ <https://www.unicef.org/emergencies/core-commitments-children>

⁵ <https://www.unicef.org/documents/global-programme-framework-children-move>

⁶ <https://www.corecommitments.unicef.org/aap>

⁷ <https://www.procesodequito.org/en/what-we-do>

educational programming to virtual modalities. Regarding child protection, in Tumbes UNICEF has developed a new model of capacity building, working with the Unidad de Protección Especial (Special Protection Unit, UPE) – an institution reporting to the Ministerio de Mujer y Poblaciones Vulnerables (MIMP) – to strengthen protection mechanisms for Unaccompanied and Separated Children (UASC). A lasting legacy of this cooperation has been development of training packages that will continue to be used as staff members rotate. Water, Sanitation and Hygiene (WASH) was most visible in 2019 in the CEBAF. During the pandemic, UNICEF developed an integrated COVID-19 health response, distributing kits, and building national and local capacity to better respond.

To promote social inclusion, UNICEF worked on cash Based Interventions (CBI) for vulnerable migrant families with lactating mothers, pregnant women, and/or children and adolescents. Although this was a positive experience, it was limited in scale in relation to the needs. The Communication for Development (C4D) developed communication products on preventing discrimination and xenophobia, and shifted its attention to health and risk reduction messaging during the pandemic. The PCO additionally mobilised resources for gender equality and gender-transformative programming for Venezuelan migrant children and adolescents.

At the output level, UNICEF Peru achieved many of its intended targets and in 2020 was able to exceed expectations in some areas. However, UNICEF staff were too few and were not provided with sufficient training and support to carry out needed situation monitoring or to take a route-based approach. For example, they were not provided with adequate information and sensitisation on such key international humanitarian standards as the *Core Commitments for Children (CCCs)*.⁸

Overall, UNICEF Peru's response to the VMC has been on a relatively small scale. UNICEF was however able to effectively adapt its interventions during COVID, focusing on remote trainings educational material, hygiene and toy kits. However, as shown above, knowledge is often lost with high staff turnover (both in government institutions, IPs and UNICEF).

After the closure of borders in 2020, and without proper field presence, the absence of reliable data became an issue. There is growing concern about the high level of irregular population movements. Trafficking and sexual exploitation is reported to be extensive. UNICEF has little to no presence in border areas where most Venezuelan migrants and refugees entered the country. It has thus reduced capacity to advocate for the rights and protection of UASC and children on the move. UNICEF was able to work closely with the International Organization for Migration (IOM) to obtain data as well as coordinate with different humanitarian actors to avoid overlaps and provide data on the migration flow.

It should be noted that the VMC policies adopted by the GoP on limited UNICEF the PCO's ability to declare an emergency. Despite previous good relationships and working frameworks, international organisations, including UNICEF, IOM and the Office of the UN High Commissioner for Refugees (UNHCR), did not manage to convince the GoP to set up an early and consistent response.

Coverage

In general, UNICEF Peru did not manage to reach major vulnerable populations. This was mainly due to the country's political context as well as COVID-19.

The evaluation explored the internal and external factors that enabled or constrained UNICEF's ability to provide the most vulnerable Venezuelan migrants and refugee children, their families and host communities with protection and assistance according to their needs. A key challenge facing UNICEF Peru has been the lack of data and evidence as basis for appropriately targeting programmes. The approach of UNICEF Peru has been extremely small-scale and localised. Evidence suggests that there were needs at the border crossing with Tumbes which were overlooked, as well as needs in districts of Lima Norte that were not considered. UNICEF Peru did not take a route-based approach and has had no presence at the southern border with Chile. The scale and wide geographic dispersion of the VMC in Peru appears not to have been considered relevant by the PCO. Mass migration is a specific phenomenon whose characteristics need to be taken into account by UNICEF at all levels to improve future responses. It needs to be realised that migration flows are dynamic, not localised like floods, earthquakes or other natural hazards. It ebbs and flows according to specific social, economic, and

⁸ <https://www.unicef.org/emergencies/core-commitments-children>

political factors (human generated) rather than those of the natural world. In this sense, it should be something that UNICEF and other actors can better model and plan for. The push and pull factors can be monitored and analysed and likely consequences for human population movements modelled.

Coherence and coordination

UNICEF Peru has had an important role in coordination in several sectors, in particular in 2020 and 2021 in education, protection and WASH, leading/co-leading the Working Groups within the National Humanitarian Network (with the GoP, civil society and the UN). UNICEF has also co-led along with UNESCO the Global Coalition for Education chapter in relation to the implementation of the Ministerio de la Educación (MINEDU) COVID-19 response mechanisms, prioritising Venezuelan children as a group in particular vulnerability. UNICEF was also active in the Child Protection, Health and Nutrition working groups and has actively participated in the Grupo de Trabajo para Refugiados y Migrantes (Refugee and Migrant Working Group, GTRM).

The political situation along the northern border exacerbated the divide between local needs and national priorities. UN agencies including UNICEF were forced to close operations in the CEBAF and reduce capacity in Tumbes in late 2019/ early 2020, following introduction of visa requirements and subsequent border closures in response to the pandemic. Focus shifted towards integration activities in Lima Norte. This shift did not consider what was actually going on at the borders, which was an undetermined flux of migrants entering Peru through irregular paths. Monitoring exercises and reports did not reflect the actual situation, even though UNICEF and GTRM partners instituted mobile teams and provided temporary shelter to move migrants from the CEBAF.

UNICEF co-led fundamental sub-clusters of the emergency response in the Tumbes area, such as WASH, Child Protection and Nutrition, and deployed its specialists. UNICEF proved to be necessary both for coordination and logistical support in the Tumbes area and in the CEBAF, and its absence is felt by many local actors. Having pre-existing and good relationships with governmental institutions, UNICEF was a key facilitator between local actors and central government. The PCO participated in a survey to quantify the Venezuelan population in Peru – the *encuesta dirigida a la población venezolana que reside en el Perú* ENPOVE), collaborating with other agencies to generate data needed by national actors involved in the VMC response. UNICEF was the only agency with an experienced focus on children and adolescents, and the only agency with WASH capacity and experts in a country already infamous for lack of sanitary facilities. Additionally, UNICEF already had working agreements with GoP entities and several of its IPs, factors which helped it to work effectively in a volatile and unstable political context.

Efficiency

On the question of efficiency, the ET also considered the question of timeliness of the L2 Regional Response in relation to needs. From the reconstructed timeline, the ET concludes that the L2 should normally have been activated in 2018. For the most part, UNICEF Peru's interventions have been found to be relatively efficient, by streamlining its VMC response in its current CPD and specific districts in Lima Norte where it was already working. UNICEF was able to use resources efficiently and avoid duplication through partnerships with UN agencies, civil society organisations and its IPs. The ET notes that the PCO could work on CBI in tandem with such partners as UNHCR in order to enhance efficiencies and avoid duplication.

Connectedness

The VMC has clearly put migration front and centre of UNICEF's agenda. At the outset of the emergency, Peru did not see itself as a destination for refugee/migration movements, but this has now changed. Despite complex political and health contexts, UNICEF Peru has, in an apt and timely manner, seized the opportunity to integrate this shift in paradigm into its existing CPD, but this could be considered on a wider scale. UNICEF has been working on strengthening national and local functions, through capacity-building, technical support, empowerment with migrant and host communities, and strengthening education programmes and systems.

Recommendations

Strategic Recommendation 1 (Global Level and LACRO): Need to establish a regional strategy for migrant children in LACRO. The *Global Programme Framework on Children on the Move* needs to be adapted to the region.

Strategic Recommendation 2 (UNICEF Peru): Consolidate UNICEF Peru's strategy for the response to migrant children and invest in internal and external training activities on appropriate sectoral responses for children on the move in line with the CCCs, as well as innovative solutions.

Strategic Recommendation 3 (UNICEF Peru, LACRO and HQ): Continue to invest in the generation and analysis of data that allow programmatic strengthening by i) mapping the key gaps in terms of territorial coverage and performance measurement and ii) understanding what evidence decision makers need and when.

1. Background and context of UNICEF Peru's response to the Venezuela Migration Crisis

1.1 Context

Peru is extremely diverse, demographically, geographically and culturally. There are 60 ethnic groups and 47 indigenous languages spoken by around four million people. Over three fourths of the population is concentrated in urban areas, and major lines of inequality are drawn along regional lines, indigenous and non-indigenous and the urban/rural divide. In 2021, 39.7 per cent of the population in rural areas were in conditions of poverty, compared to 22.3 per cent of the urban population.⁹ In Peru, access to education is free and universal from the age of six guaranteed by the 1993 Constitution.¹⁰ Place of birth affects access to education, with significantly lower educational possibilities for the rural population. In 2021, 56 per cent of students at the age of ten were unable to fully comprehend a simple text.¹¹

Peru has suffered from decades of extreme political instability and polarisation.¹² The 2016 presidential election was followed by continuous power struggles between the winner, Pedro Pablo Kuczynski, and the opposition leader Keiko Fujimori, daughter of the former dictator Alberto Fujimori. A corruption scandal led to the resignation of Kuczynski in 2018. His successor, Martín Vizcarra closed Congress. As Peru was overwhelmed by the COVID-19 pandemic Vizcarra was impeached, leaving Peru in turmoil. His successor, Manuel Merino, was ousted by popular protest after only five days in office.¹³ Presidential elections in June 2021 which led to the election of Peru's first indigenous leader, Pedro Castillo, failed to bring stability. Amidst constant turmoil 59 ministers (including four Prime Ministers) resigned during the first year of Castillo's presidency.

VMC

The protracted economic, social, and political crisis in Venezuela has caused the greatest exodus in the history of Latin America with more than five million Venezuelan migrants and refugees crossing its borders by January 2022.¹⁴ In 2017, Peru created a temporary stay permit – Permiso Temporal de Permanencia (PTP), a relatively accessible permit for Venezuelans, which annually regularised the status of migrants, permitting work and study. This option was initially only open to Venezuelans who had legally entered the country before April 2017.

The Government of Peru (GoP) subsequently extended the eligibility timeframe several times, but in August 2018 it announced that only those who had entered Peru by the end of October 2018 would be eligible for the permit.¹⁵ Those who had entered before the cut-off date had until the end of December 2018 to apply. In 2018 Peru registered an increase of Venezuelan migrants. According to UNICEF estimates, on October 31, 2018 there were approximately 600,000 Venezuelan migrants in Peru, with an estimated average of 2,000 new people crossing the border every day.¹⁶ From 25 August 2018, Peru began to require a passport (instead of just an ID) at the border, justifying the policy as a consequence of Venezuela's suspension from the Mercado Común del Sur (MERCOSUR).¹⁷ Exceptions were made for children and adolescents with legal guardians. Due to the difficulty of getting a passport in Venezuela, the regular flow to and through Peru diminished.

⁹ Instituto Nacional de Estadística e Informática, Informe Técnico: Evolución de la Pobreza Monetaria 2010-2021, Mayo 2022

¹⁰ Constitución del Perú, 1993: https://www.oas.org/juridico/spanish/per_res17.pdf

¹¹ For more detail, see *ITA; Peru Country Commercial Guide, 2022*. <https://www.trade.gov/country-commercial-guides/peru-education#:~:text=years%20of%20age-,OVERVIEW,total%20K%2D12%20age%20population.>

¹² <https://acledata.com/2021/04/09/political-instability-and-demonstration-trends-in-peru/>

¹³ See Anthony Medina Rivas Plata "Is political crisis the "New Normal" in Peru?", *Australian Institute of International Affairs*, January 2021. <https://www.internationalaffairs.org.au/australianoutlook/is-political-crisis-the-new-normal-in-peru/>

¹⁴ R4V Platform, January 2022

¹⁵ Chapter II, Article 6, Lineamientos para el otorgamiento del permiso temporal de permanencia para las personas extranjeras, madres o padres de hijo/as de nacionalidad peruana, menores de edad e hijos/as mayores de edad

¹⁶ El Peruano, Normas Legales, Decreto Supremo No 091-2018-IN, Modifica Lineamientos para el otorgamiento del Permiso Temporal de Permanencia para las personas de nacionalidad venezolana, aprobados por Decreto Supremo No 091-2018.

¹⁷ Summary Response Overview, PLAN DE ACCIÓN DE CRISIS MIGRATORIA DE UNICEF 2019 PAIS: PERU

¹⁷ "Peru: In Search of Safety. Peru Turns Its Back on People Fleeing Venezuela", Amnesty International Report, 2020 <https://www.amnesty.org/en/documents/amr46/1675/2020/en/>

In May 2019, an average of 1.800 people were crossing the border each day, according to CEBAF¹⁸ daily, with an average of 3,000 in early June.¹⁹ The peak was reached on the 14th of June, with 8,000 people trying to enter Peru.²⁰ Since 15 June 2019, Venezuelan nationals seeking to enter Peru have been required to apply for a Humanitarian Visa at Peruvian consulates in Venezuela, Colombia or Ecuador. Exempted from this requirement are cases of family reunification, pregnancy and being older than 60. In practice policies of neighbouring states have continued to make it hard for those in these categories to enter Peru. Venezuelan migrants with a Humanitarian Visa wishing to cross Ecuador to enter Peru have had to prove that they had entered Ecuador legally, and show an entry and exit stamp on their passport. Between September and December 2019, 8.8 per cent of Venezuelans rejected at Peru's border had a Humanitarian Visa but were rejected due to having irregularly transited via Ecuador.²¹

This caused a significant decrease in the influx through the CEBAF in the second half of 2019, with an average of 400 people per day trying to enter Peru.²² On June 26th 2019 Chile imposed an entry requirement for Venezuelans, obliging them to obtain a tourist visa from a Chilean embassy prior to crossing the border. Soon after, Ecuador announced it was implementing the requirement of a humanitarian visa by August, increasing the flow of Venezuelan migrants entering Peru prior to the start of the new requirement.²³ The ebbs and flows of the VMC continue to be shaped by policies and regulations of countries in the region.

In 2019, President Vizcarra announced the start of Migración Segura 2019,²⁴ a move which tightened document controls and led to the expulsions of migrants with a criminal history or in an irregular situation.²⁵ In recent years, the requirements for Peru's humanitarian visa are so onerous and expensive that they are virtually impossible for Venezuelans on the move to meet.²⁶

In June 2019, Peru changed its asylum procedure.²⁷ Terminating the possibility for Venezuelans to register for asylum at the border and then to continue the asylum application process in specialised centres across Peru, Venezuelans were no longer permitted to enter the country to request asylum, but required to remain at the border while they claimed asylum and were subjected to status determination eligibility interviews. Venezuelans seeking asylum are forbidden to enter Peru while their claims are pending, forcing them to wait at the border, in inadequate conditions, for extended periods of time.

This caused another significant decrease in the influx through the CEBAF in the first months of 2020. However, while regular movements decreased, irregular ones steadily rose, driven by border closures, mobility restrictions and the declaration of a state of emergency on 15 March 2020 due to the pandemic.²⁸ At the end of January 2021, the Peruvian Army deployed more than 50 military vehicles and 1,200 armed personnel to the northern border with Ecuador²⁹ to enforce border closure and stop entry of irregular migrants. Articles 165 and 137³⁰ of the Peruvian Constitution and Supreme Decrees N° 044-2020-PCM, N° 184-2020-PCM were cited as legal justifications.³¹ In January 2021, the Instituto

¹⁸ "A set of facilities that are located in a portion of the territory of a Member Country or of two adjoining Member Countries of the Andean Community close to a border crossing, used for integrated control of people's flow, luggage, goods and vehicles, and where complementary services of facilitation and user assistance are provided".

¹⁹ Levantamiento de Información en espacio transfronterizo, IOP PUCP, October 2019.

²⁰ Ibid.

²¹ IOM and UNICEF, "DMT Reporte 7: Monitoreo del Flujo de la Población Venezolana en Peru," September 10–December 9, 2019, <https://r4v.info/es/documents/download/74086>.

²² Levantamiento de Información en espacio transfronterizo, IOP-PUCP, October 2019.

²³ Current Situation of Refugees and Migrants coming from Venezuela, to Colombia, Ecuador and Peru. Situation Report, R4V, August 2019.

²⁴ <https://www.gob.pe/institucion/mininter/noticias/51863-cerca-de-mil-venezolanos-que-ingresaron-de-forma-clandestina-fueron-sacados-del-pais>

²⁵ Superintendencia Nacional de Migraciones, "Actualidad Migratoria", Julio 2019

²⁶ Consulado General del Peru en Caracas, "Visa Humanitaria para Venezolanos," <http://www.consulado.pe/es/Caracas/tramite/Paginas/Visas/Visa-Humanitaria-para-Venezolanos.aspx>. Amnesty International, "Buscando Refugio, Peru da la Espalda a Quienes Huyen de Venezuela," February 2020, <https://www.amnesty.org/download/Documents/AMR4616752020SPANISH.PDF>. Center for global development, "From Displacement to Development", December 2020

²⁷ Ibid.

²⁸ Supreme Decree No. 044-2020-PCM. 15 March 2020

²⁹ Centro de Investigación de la Universidad del Pacifico, Marzo 2021.

³⁰ Articles 165 and 137 of the Peruvian Constitution give authority to the National Armed Forces to take control of "national internal security" in case of a state of emergency. Comando Conjunto de las Fuerzas Armadas, 26 January 2021.

³¹ Ibid.

de Opinión Pública of the Pontificia Universidad Católica del Peru (IOP PUCP)³² reported that an estimated 200-500 people were trying to enter daily through irregular border crossings.³³

Significant advocacy efforts were made by UNICEF, GTRM partners and the Defensoria del Pueblo, a state body charged with defending constitutional rights³⁴, to stop militarisation of the border. UN inter-agency teams still managed to remain in the CEBAF area and to provide help even outside the designated areas. In March 2021, the Peruvian armed forces significantly reduced their presence in Tumbes and lifted the blockade of the Pan-American Highway.³⁵ Responsibility for border controls was taken over by the Superintendencia Nacional de Migraciones (SNM), the authority charged with immigration control.³⁶ At the same time the SNM extended the pre-registration process for the PTT which would grant the *carné de extranjería*³⁷ (issued by the Ministry of Foreign Affairs) to over 500,000 asylum-seekers in the country.³⁸

According to the Response for Venezuelans (R4V) Tumbes report, in March 2021 there were an average of 100 *caminantes* (people on foot) per day trying to enter Peru. The report notes that the reported numbers do not include refugees and migrants who enter Peru irregularly.

In 2021, Peru continued to be the second major host country for refugees and migrants from Venezuela with some 1.32 million Venezuelans residing in the country in December 2021.³⁹ Although visa requirements, border closure and militarisation have halted the intensity of the regular migration flow, the issue of irregular entries is still present. In January 2022, IOM identified up to 1,946 migrants entering Peru daily.⁴⁰ Additionally, in March 2022, UNICEF reported that around 350 migrants and refugees per day were entering Bolivia through Desaguadero- Puno, trying to reach Chile through alternative routes.⁴¹ The journey is particularly hard, since migrants and refugees are mostly unprepared for the cold and high altitude of the Atacama desert. Children have suffered from dehydration and malnutrition.⁴²

COVID-19

Since 2020, Peru has had the highest per capita COVID-19 death rate in the world.⁴³ With a population of 32 million and less than 1,500 Intensive Care Unit beds nationwide (29 beds per million people⁴⁴), the health system struggled to cope. In March 2020, the GoP declared a national state of emergency, closed borders, and imposed a mandatory national quarantine. Despite some of the strictest measures in the region, contagion spread beyond control. The national political crisis in November 2020, which saw Peru having three presidents in a single week, contributed to instability, preventing systematic government coordination of pandemic response, including negotiations to secure vaccines. In 2020, around 65 per cent of Peruvians were covered by the national health scheme, Seguro Integral de Salud (SIS).⁴⁵ All under-fives, regardless of migration status⁴⁶ were included in the SIS. However, on the ground many health services are not available, especially at the primary care level and in border areas such as Tumbes.

Twenty-five per cent of the Peruvian population is covered by the Ministry of Labour's social security programme, EsSalud, which provides healthcare to those in the formal economy, a fraction of the actual Peruvian work force.⁴⁷ Around ten per cent of the population received healthcare from the Armed Forces and the private sector.⁴⁸

³² <https://descubre.pucp.edu.pe/poi/ins009>

³³ <https://diariocorreio.pe/edicion/piura/piura-venezolanos-toman-la-frontera-con-lancones-noticia/> - reports

³⁴ <https://www.defensoria.gob.pe/pronunciamento-conjunto-de-las-defensorias-del-pueblo-de-ecuador-colombia-y-peru-a-sus-gobiernos-y-a-la-sociedad-de-sus-naciones/>

³⁵ R4V Peru Situation Report, March 2021.

³⁶ <https://www.facebook.com/MigracionesDePeru/>

³⁷ Peru's ID for foreigners. It is important to notice that even with the carnet, Venezuelans could not access all services.

³⁸ Ibid.

³⁹ UNICEF Peru Country Programme 2022-2026. Update Venezuela Migration, March 2022

⁴⁰ Ibid.

⁴¹ Ibid.

⁴² Ibid.

⁴³ John Hopkins University, <https://coronavirus.jhu.edu/data/mortality>

⁴⁴ <https://theconversation.com/how-peru-became-the-country-with-the-highest-covid-death-rate-in-the-world-169779>

⁴⁵ Peru-Progress in Health and Science in 200 years of Independence.

⁴⁷ INEI, *Produccion y Empleo Informal en el Peru, 2021*

⁴⁸ ITA, Peru Country guide: <https://www.trade.gov/healthcare-resource-guide-peru>

The prevalence of informal work has been a significant factor in Peru's tragic pandemic experience. In 2020, the Gross Domestic Product (GDP) fell by 11.1 per cent.⁴⁹ There was slight economic improvement in 2021 but inflation was the highest in 13 years, at 6.43 per cent. As food prices shot up poor Peruvians were forced to pay over a third of family income on food.⁵⁰ In 2021, 25.9 per cent of the Peruvian population was below the official poverty line, significantly more than the 20.2 per cent reported in 2019. Most affected were children and adolescents, of whom 35.4 per cent suffered from multidimensional poverty.⁵¹ Although the GoP established economic relief measures for the poorest paid fewer than 15.7 per cent received them. Of the targeted population 59.8 per cent of them lacked a bank account, a prerequisite for assistance.⁵² Even those Venezuelans with a regular migration status could not access social protection programmes, such as cash assistance during COVID. Many lost their jobs due to the pandemic. Venezuelan migrants have been further pushed into the vulnerability of the informal labour market, which in 2021 employed 76.8 per cent of all workers in Peru.⁵³

1.2 Object of the evaluation and country case studies

UNICEF's response to the VMC, both at country and regional levels, constitutes the object of the evaluation. Through a regional lens and five country case studies in Ecuador, Brazil, Colombia, Peru and Trinidad and Tobago, the overall evaluation has reviewed the diverse ways that UNICEF has responded to the VMC. The five country case studies will shed light on good practices and lessons learned from the different experiences of how UNICEF country offices (COs) have responded to this now protracted humanitarian crisis, and how UNICEF LACRO and HQ can better support COs in their response efforts.

Overview of UNICEF's response to the VMC in Peru

The aim of UNICEF Peru's VMC response has been to ensure that migrant children's rights were guaranteed. Interventions were centred in the northern border with Ecuador and in two districts of Lima Norte, San Martin de Porres and Carabayllo.

Since 2018, UNICEF Peru's strategy has focused on minimising negative effects of migration and discrimination for children on the move by providing technical assistance to national government initiatives. These have included direct interventions in:

- Health: support to continuity of health care for children and women
- WASH: provision of critical hygiene kits and handwashing points in schools Education: support of remote learning, school reopening, school enrolling and dropout prevention
- Child protection; psychosocial activities, support for UASC, alternative care and child protection system strengthening
- Social Policy: cash transfer programmes for migrant families, evidence generation for better policy- and decision-making)
- Local level support to some of the most affected geographical areas through capacity-building, provision of necessary equipment, risk communication and community engagement initiatives.

Targets, indicators and results will be discussed in more detail in the section on effectiveness.

In 2018 the UN Secretary-General directed UN agencies not to set up classic cluster coordination mechanisms for the VMC. El Grupo Interagencial sobre Flujos Migratorios Mixtos (the Interagency Group on Mixed Migratory Flows, (GIFMM)⁵⁴ was established in September 2018, with coordination provided by UNHCR-IOM in the newly created GIFMM-R4V coordination platform. The Regional

⁴⁹ A fall of such magnitude was not seen in the country since 1989. For more details, see: <https://gestion.pe/economia/pbi-crecio-05-en-diciembre-pero-primer-trimestre-ahora-sera-mas-debilnoticia/#:~:text=El%20INEI%20inform%C3%B3%20que%20la,de%20esa%20magnitud%20desde%201989>

⁵⁰ <https://www.ipe.org.pe/portal/la-inflacion-para-los-hogares-mas-pobres-supera-el-9/>

⁵¹ Instituto Nacional de Estadística e Informática, Informe Técnico: Evolución de la Pobreza Monetaria 2010-2021, Mayo 2022.

⁵² Cañari-Casaño, J.L.; Elorreaga, O.A.; Cochachin-Henostroza, O.; Huaman-Gil, S.; Dolores-Maldonado, G.; Aquino-Ramirez, A.; Giribaldi-Sierralta, J.P.; Aparco, J.P.; Antiporta, D.A.; Penny, M. Social predictors of food insecurity during the stay-at-home order due to the COVID-19 pandemic in Peru. Results from a cross-sectional web-based survey. *medRxiv* 2021

⁵³ INEI, Produccion y Empleo Informal en el Peru, 2021

⁵⁴ Originally the GIFMM which was within the Emergency Humanitarian Platform structure and then changed to the R4V platform.

Migrant Response Plan is the strategic plan and advocacy tool to support country and sub-regional operations.

In Peru, UNICEF was an active participant in El Grupo de Trabajo para Refugiados y Migrantes (the Refugee and Migrant Working Group, GTRM)⁵⁵, the national platform. The PCO led the Education Child Protection sub-group, focusing on UASC and promotion of alternative care measures to avoid institutionalisation.

LACRO activated the Level 2 (L2) Emergency in response to the VMC in February 2019. In May 2022, LACRO shared a draft regional strategy with the ET. The draft version, dated September 2018, establishes a regional strategy around three pillars: comprehensive child protection, humanitarian action, and development and social policy. However, no final version was shared. It is our understanding that UNICEF is drafting a new regional strategy (May 2022).

Venezuelan migrant children, adolescents and their caregivers face various challenges at their destinations in Peru. These limit them from realising their rights to protection, education and health and accessing opportunities. The ENPOVE survey found that only 18 per cent of Venezuelan children and adolescents had health insurance and that 2.5 per cent of Venezuelan adolescents were pregnant.⁵⁶

From a gender perspective, UNICEF identified three major gender barriers: I) violence and discrimination against women and adolescent girls, II) lack of access of adolescents to quality education, and III) lack of access to quality health services and reproductive health, especially for adolescents. To contribute to strengthening the government's capacity to address these barriers, UNICEF Peru initiated in 2019 a two-year Integration programme. It has focused on preventing violence and discrimination and improving the gender sensitivity and inclusiveness of services for children and adolescents. The programme has sought to offer services which:

- consider and address the specific needs of girls and boys, and migrant and non-migrant children and adolescents
- are non-discriminatory
- challenge conventional gender norms
- promote empowerment of girls; and
- promote Peruvian-Venezuelan social integration.

With the Level 3 emergency activation due to the pandemic, the PCO designed a Response Plan for the COVID-19 emergency. As migrants' vulnerabilities were particularly exacerbated during the pandemic, so the plan was adapted to better respond also to migrants' needs. For example, due to the impossibility of their accessing the GoP's social protection programmes, the PCO implemented its first cash-based intervention for Venezuelans. This was combined with delivery of messages on access to different services – such as, health, child protection, regularisation of migratory status and COVID prevention. Additionally, the PCO reviewed and reprogrammed the 2021 CPD to take account of pandemic needs. Funds were redirected and activities tailored to activities already put in place during the COVID-19 response.

Key partnerships

The GoP was involved in the response through the Comisión Especial para los Refugiados (CEPR)⁵⁷ of the Ministry of Foreign Affairs. CEPR processed asylum cases while the National Migration Office processed migrant cases. Throughout the course of the VMC, PCO's partnership with GoP institutions has been of critical importance, at both national and regional level. Institutions such as the Ministerio de Mujer y Poblaciones Vulnerables (MIMP), the Defensoría del Pueblo and the UPE Tumbes coordinated with UNICEF to respond to the crisis in an efficient and co-operative fashion.

Over the course of the L2 UNICEF has also developed a number of partnerships with IPs that have played a key role in supporting the response. These include the NGOs COOPI⁵⁸ on WASH, PRISMA⁵⁹ on

⁵⁵ <https://reliefweb.int/report/peru/grupo-de-trabajo-para-refugiados-y-migrantes-gtrm-peru-terminos-de-referencia-lima-marzo-2022>

⁵⁶ Summary Response Overview, PLAN DE ACCIÓN DE CRISIS MIGRATORIA DE UNICEF 2019. PAIS: PERU

⁵⁷ <http://portal.rree.gob.pe/refugiados/SitePages/Home.aspx>

⁵⁸ <https://www.cooi.org/en/country/peru.html?ln=3>

⁵⁹ <https://www.prisma.org.pe/>

nutrition and health and Aldeas Infantiles SOS Peru⁶⁰ and Plan International⁶¹ on child protection on the humanitarian response in Tumbes. The NGOs Alternativa, PRISMA, Plan International, Warmi Wasi⁶², Manuela Ramos⁶³, HIAS⁶⁴ and Promundo have supported the integration/development component in Lima Norte.

VMC funding requirement and gaps by year⁶⁵

The tables below provide an overview of funding requirements for the VMC as set out in Humanitarian Action for Children (HAC) documents, the funds received and funding gaps. For a detailed graph of sectoral funding requirements and gaps, see Annex 1. As can be seen, the VMC is one of the most under-funded crises in recent years.⁶⁶ Funding gap became bigger over the years, with a funding gap of 46 per cent in 2019 and of 73 per cent in 2020.

Table 1. Peru Humanitarian Funding Needs and Gaps – 2019 (\$US)

Sector	Requirements	Funds available			Funding gap	
		Humanitarian resources received in 2019	Other resources used in 2019	Resources available from 2018 (Carry- Over)	US\$	per cent
Advocacy / Communications			29,656			
C4D	655,500		182,073		473,427	72 %
Child Protection	787,750	548,120	468,691	12,297		
Cross-sectoral support		872,357	287,382	501,255		
Education	1,909,000	33,480	1,434,201	12,500	428,819	22 %
Health	885,500		819,085	25,731	40,684	5 %
Nutrition	385,250	153,519		13,279	218,452	57 %
Social Inclusion	195,000		552,569			
WASH	2,104,500	457,462		72,595	1,574,443	75 %
Total Peru	6,922,500	2,064,938	3,773,657	637,657	2,735,825	46 %

Table 2. Peru Humanitarian Funding Needs and Gaps – 2020 (\$US)

Sector	Requirements	Funds available			Funding gap	
		Humanitarian resources received in 2020	Other resources used in 2020	Resources available from 2019 (Carry- Over)	US\$	%
Advocacy / Communications	164,500				164,500	100 %
C4D	167,216				167,216	100 %
Child Protection	1,663,077	321,662	615,250	301,048	425,117	26 %
Cross-sectoral support	901,736	388,813		119,056	393,867	44 %
Education	1,267,555	250,000	49,532	320,690	647,333	51 %
Health	613,316			69,559	543,757	89 %
Social Inclusion	518,076				518,076	100 %
Total Peru	5,295,476	960,475	664,782	810,353	2,859,866	73 %

⁶⁰ <https://www.aldeasinfantiles.org.pe/>

⁶¹ <https://plan-international.org/peru/>

⁶² <https://warmihuasi.org/>

⁶³ <https://www.manuela.org.pe/>

⁶⁴ <https://www.hias.org/where/peru>

⁶⁵ From LACRO Humanitarian Appeal for Children (Migration) for 2019, 2020 and 2021.

⁶⁶ <https://www.brookings.edu/blog/up-front/2019/12/09/venezuela-refugee-crisis-to-become-the-largest-and-most-underfunded-in-modern-history/>

Table 3. Peru Humanitarian Funding Needs and Gaps – 2021 (\$US)

Sector	Requirements	Funds available (Jan-March 2021)			Funding gap (Jan- March 2021)	
		Humanitarian resources received (Jan-March 2021)	Other resources used (Jan-March 2021)	Resources available from 2020 (Carry- Over)	US\$	%
C4D, community engagement and AAP	117,720				117,720	100 %
Child protection, Gender Based Violence in Emergencies (GBViE) and PSEA	4,532,911	149,668		19,915	4,363,328	96 %
Education	5,840,340	125,089		615,854	5,099,397	87 %
Health	4,271,617			480,438	3,791,179	89 %
Social protection and cash transfers	3,128,112			88,412	3,039,700	97 %
WASH	2,573,717	143,325		10,343	2,420,048	94 %
Total Peru	20,464,417	418,082		1,214,962	18,831,372	94 %

2. Purpose, objectives, and scope of the Peru country case study

2.1 Purpose

The purpose of the evaluation of the Venezuelan migration outflows to account for the results achieved between January 2019 and December 2021 and draw lessons learned and recommendations that will guide UNICEF future strategic and programmatic priorities in the region and as well as in Peru. This includes the Regional Office Management Plan and relevant PCO documents and strategies. The primary users of this evaluation are the UNICEF Offices in each of the countries, UNICEF LACRO staff in HQ supporting the response, Government counterparts and targeted beneficiaries including children, adolescents and their families. Secondary users include UN agencies, civil society and IPs, including other national and international organisations, donors, the private sector, host communities, and research agencies with interest in the evaluation findings.

For the purposes of the overall evaluation, this case study focuses on the following points to feed into the overall regional evaluation:

- The evolution of the Peru response from the activation of the L2 Emergency in February 2019 to its deactivation in June 2020, as well as further adjustments made to December 2021. The case study has allowed the ET to assess the challenges and opportunities encountered in the PCO's approach to programming, including its humanitarian response and the development of its programming along the humanitarian-development nexus.
- CO Peru's efforts to ensure access to basic WASH, health, and education services, as well as child protection and GBV services at key border crossing points - which include capacity building and reinforcement of local structures.
- CO Peru's efforts to integrate migration and the needs of Venezuelan children on the move and their families into pre-existing programming, based on its Country Development Programme, that was already established in Lima Norte and nationally.
- UNICEF Peru has avoided duplicating existing systems; hence it is valuable to assess the challenges addressed, in terms of capacity building, linking emergency humanitarian and development actions and integrating them in long-term planning.
- Also of relevance for the evaluation are the relationship between PCO's response and key UNICEF humanitarian standards – including the CCCs and the application of the Children on the Move frameworks, the challenges and opportunities experienced and how they are factored into UNICEF's capacity to take action for children on the move
- Explore upstream and downstream advocacy and capacity building, route-based approach, key transit areas and border crossings services and protection, services and assistance in urban settlements, and measures to address social cohesion/tensions with local host communities.

The evaluation has a strong gender and equity focus component, exploring how and to what degree UNICEF has based programming on a gender and equity lens. It has considered gender dynamics, such as socio-economic status, ethnicity, and other relevant variables in its design, planning and implementation.

2.2 Objectives

As per the evaluation Terms of Reference (ToR, see Annex 2), the primary objective of this case study is to evaluate the extent to which UNICEF is providing adequate, effective, and timely response to the crises generated by the outflow of migrants from Venezuela since February 2019, and to understand what the enabling and constraining factors and lessons learned are in each context.

Besides assessing the emergency response, this case study also investigates UNICEF's actions to open opportunities to establish localised solutions, as well as more long-term solutions to the integration of children on the move through institutions and systems of duty bearers.

It also seeks to analyse the extent to which changes in social norms, including those related to gender and xenophobia, are envisioned, what strategies are in place and whether they are measurable.

The evaluation identifies good practices, innovative approaches and lessons learned and has sought to develop, in a participatory manner, forward-looking recommendations to strengthen UNICEF's results, with a special focus on reaching the most vulnerable groups. The evaluation provides evidence on whether UNICEF's regional VMC response has been and continues to be appropriate, effective, efficient, coherent, coordinated and connected.

2.3 Scope

Timeframe: This evaluation covers UNICEF's response to the Venezuela outflow crises in Peru, from the time the Level 2 Corporate Emergency Activation Procedure (CEAP) was triggered in February 2019 to its deactivation in June 2020, as well as the overlapping period with the Global L3 CEAP activated in March 2020 following the COVID-19 outbreak. As most field missions were carried out during the last quarter of 2021, it was agreed with LACRO to extend the timeframe beyond the deactivation of the L2 VMC Emergency until December 2021.

Criteria scope: The evaluation covers the five OECD-DAC evaluation criteria identified in the ToRs, adding coordination at the request of evaluation users: namely: appropriateness, effectiveness, efficiency, coherence (including a special focus on coordination) and connectedness.

Geographic scope: The Venezuelan migration outflow evaluation has as its geographic scope the LACRO regional response, including five country cases studies of which Peru is one. The ET has considered information and documentation from both national level (Lima) and subnational levels (Tumbes in the northern border with Ecuador, and Carabayllo and San Martín de Porres districts in Lima Norte). A member of the ET was able to visit UNICEF CO Peru in Lima, and also various sites and partners in Lima Norte.

COVID-19: the evaluation includes an assessment of UNICEF's COVID-19 adaptations to the migration crisis response.

2.4 Stakeholders

As part of the Inception Phase, a stakeholder analysis was carried out by the ET (see IR report link). As primary stakeholders, we include affected populations as well as UNICEF staff, IPs and GoP partners engaged in the response. In addition, secondary stakeholders have been identified as a range of additional partners with which UNICEF coordinates and engages in the VMC response. The table below identifies both UNICEF internal and external stakeholders of this evaluation.

Table 4. List of stakeholders

Level	Internal to UNICEF	External to UNICEF
Headquarters Level	- Sr. Management, Office of Emergency Programmes (EMOPS,) Children on the Move (Geneva)	-UNHCR, IOM, UN Population _Fund (UNFPA), UN Women - Donors (including United States Bureau of Population, Refugees, and Migration BPRM), ECHO, the Government of Canada and other donors)
Regional Level	- UNICEF Sr. Management, Emergency and Technical Advisors	-UN Partners: UNHCR, IOM, UNFPA, UN Women, UN Office for the Coordination of Humanitarian Affairs (OCHA)- Regional R4V Platform members - Donor representatives
National Level	-UNICEF Sr. Management and Section chiefs, sector specialists, Emergency and Technical teams (Migration technical team)	-UN Partners: UNHCR, IOM, UNFPA, UN Women - National government partners in key ministries and government agencies - R4V Coordination members - IPs - Donor representatives - Partners in media and other opinion influencers
Sub-national level	- UNICEF Field-Office and satellite teams in including different sectors specialists	-Municipalities -IPs- Beneficiaries of UNICEF-funded - programmes -Representatives of communities, including by gender and ethnicity (women, men, indigenous) - R4V Coordination members under WASH, Education, CP AoR, C4D - local media/influencers

2. Evaluation criteria and questions

Criteria scope: The evaluation covers the OECD-DAC evaluation criteria⁶⁷ adapted to humanitarian interventions in line with guidelines of the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP)⁶⁸ – appropriateness, effectiveness, efficiency, coherence and coordination, coverage and connectedness.

The evaluation questions have been validated by the evaluation reference group and arranged in an evaluation matrix – see Inception Report (IR) and Annex 3 for a complete list of the Evaluation Questions (EQs). The ET maintains the same questions for all the case studies to ensure harmonisation of the enquiry process.

3. Methodology of the Peru country case study

The methodology applied for this study is the one approved in the IR for all the evaluation process. The evaluation has defined an analytical framework with all applicable standards of reference to the case of children on the move, which is the core of the response to be evaluated. The analytical framework has been constructed combining OECD DAC criteria with the international human rights framework: *Minimum Standards for Child Protection in Humanitarian Action*; *Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action*; *Global Compact on Migration*; *UNICEF Guidelines on the Protection of 19 Child Victims of Trafficking*; UNICEF’s Gender Action Plan, Inter-Agency Network for Education in Emergencies (INEE); *UNHCR Framework for the Protection of Children*, and UNICEF’s *Six-Point Agenda for Children on the Move*. Particularly relevant are the CCCs and the Global Humanitarian Standards (GHD).

The evaluation is utilisation focused and participatory, with a focus on learning. The evaluation is also forward-looking with a view to shedding light on the results achieved so far and the possible strategic

⁶⁷ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

⁶⁸ ALNAP (2016), Evaluation of Humanitarian Action Guide

and programmatic priorities in the region towards durable solutions for the beneficiaries and communities.

The team was asked to provide a set of nested Theories of Change (ToCs) for each CO response to the Venezuelan outflow, which span both humanitarian and development modalities. It is in the process of being validated with the PCO and this is part of the overall validation of this report (see Annex 4). The ToC has been used to explore the underlying theoretical aspects of the linkages between humanitarian and development aspects of the response in each of the country cases.

Due to the COVID-19 restrictions in Peru at the time of the evaluation, which saw many UNICEF staff and partners working from home and public meeting places avoided, it was deemed not to be cost effective to mobilise a large team to carry out field visits. (See section on Field Visits below)

This report has been shared with PCO and LACRO staff and conclusions and recommendations were validated in a workshop in summer 2022. The methodology applied, including the sampling strategy, for this Country Case Study is the one approved in the IR for all the evaluation process (See IR). It consists of mixing various methods as presented below.

3.1 Document and Literature Review

In the data collection phase, the ET conducted an extensive review of country-level, LACRO and other documentation on the coverage and quality of humanitarian assistance relevant for each country case study. The desk review included the information provided by LACRO and the PCO, available in shared folders, sometimes internal and non-public documents, monitoring data, operational contracts and reports of IPs, contextual data of the RRMP, R4V platform, academia, GoP and other sources (See Annex 5 for bibliographic references).

This in-depth analysis allowed the ET to create a framework to measure progress on collective (regional or cross-border) and individual (country-level) efforts and capture lessons learned and good practices. The ET also reviewed, quantitative data sources, to assess the effectiveness of the response and to determine the magnitude of protection and other challenges facing children on the move and their families. In this context, the CCSs and the Global Programme Framework on Children on the Move provide benchmarks against which the effectiveness and appropriateness of the response have been assessed.

3.2 Context analysis and timeline

During the data collection phase, the ET conducted individual country-level context analyses as part of each country case study, to identify and analyse the different contextual factors, including the political response to the migration influx and the pandemic response among other factors under which each country operation has been working. This includes the identification of challenges and adaptations, such as qualitative or quantitative description and analysis of the local economic, political, institutional, and socio-cultural context, to understand how local factors might affect outcomes across the countries where UNICEF implements its activities.

3.3 Country visit

A brief country visit was carried out from November 29 to December 10, 2021, by one member of the ET, allowing face-to-face interviews and direct observations of PCO in Lima as well as interviews with UNICEF field teams, partners and beneficiaries in Lima Norte and Tumbes. This visit was combined with a number of virtual interviews and focus groups carried out jointly by the ET member in Peru and the team leader remotely. The evaluation adapted a purposive sampling strategy, selecting field locations that allowed the evaluation to capture key facets and maximise learning from the response. As per the ToRs, the ET took a route-based approach, which examines how UNICEF has responded at transit and border points as well at destination areas (see IR). The agenda of the hybrid field-virtual visits is found in Annex 6.

3.4 Semi-structured key informant interviews (KIIs)

A series of semi-structured interviews were carried out (on-site and remotely) with key in-country informants (both at national and field level) based on the stakeholder analysis in the IR and adapted during the data collection phase in Peru. Interviews were undertaken with PCO staff in Lima and FO staff in Tumbes, IPs, government counterparts, multilateral agencies, bilateral donors and civil society organisations (see Annex 6 for list of interviewees). Group discussions with representatives of both

migrant and host communities were carried out. A generic interview guide guided the study and can be found in Annex 7. Interview guides were kept as simple and as brief as possible without compromising quality, giving the highest levels of sensitivity and respect for beneficiaries and communities, and staff, including Age, Gender and Diversity (AGD) approach.⁶⁹ Qualitative evidence from these interviews was analysed according to emergent categories of analysis. For example, similar themes or issues were raised by multiple respondents and through an initial qualitative analysis.

3.5 Engagement with families of children on the move and host communities

Focus group and informal discussions with representatives of both migrant and host communities involved in UNICEF-funded programmes and activities at sub-national level, including both female and male migrants and refugees, and adolescent girls and boys on the move, were carried out in all field locations visited. During the field/virtual visit, the ET was able to conduct approximately ten interviews and small group discussions with a total of some 35 participants, including children and adolescents. The ET conducted age-disaggregated interviews, based on International Review Board (IRB) approved research protocols and interview guides (see Annex 8 and 9 for IRB approval and interview guides). Annex 6 contains the list of interviews and focus groups from among the Venezuelan migrant population and the host community. These were carried out virtually in order to ensure compliance with the GoP's public health restrictions in force at the time.

3.6 Data analysis

Qualitative evidence from the interviews was analysed according to emergent categories of analysis. Similar themes or issues were raised by multiple respondents, and through an initial qualitative analysis. The data analysis was used to support comparisons within and between FOs and across sectors on variables that can be accurately quantified. This data includes the number and types of beneficiaries, financial data and the relationship between targets set and targets achieved across UNICEF interventions and sectors. Quantitative methods were used to compare responses between groups on evaluation questions (EQs) so as to gauge the extent to which different respondents may agree or diverge. Triangulation was used to ensure that evidence generation is robust by mitigating the bias generated by any single information source alone in order to achieve a reasonable level of convergence across different types of evidence at different points in time, thus enabling demonstrable findings and reasoned conclusions.

Data collected was triangulated via:

- Source triangulation: comparing information from different sources such as perspectives of different stakeholder groups defined through the stakeholder analysis.
- Method triangulation: comparing information collected by different methods, including interviews, document reviews, observation and groups discussions.
- Geographic triangulation: comparing information collected from different FOs to ensure that emerging findings can be generalised and are not confined to a particular context.

3.7 Feedback loops and case study validation process

This report was submitted to LACRO and the CO, and went through a validation process:

- 1) Two weeks to allow written feedback to this report, addressing inaccuracies and pointing out possible gaps in information or misinterpretations.
- 2) Validation workshop: the ET organised with CO and LACRO staff a workshop on September 21st 2022 to further refine findings, conclusions, and recommendations and to address any remaining gaps in information. This workshop will allow for recommendations and action plans to be validated, to encourage learning and promote ownership of the evaluation results.

⁶⁹ In accordance with this approach, the ET team included a diversity of participants, including more than six FGDs with beneficiaries from host and migrant communities, including a balance of both men and women, as well as children and adolescents in a range of settings along the migration route. See Annex 6 for details of focus group and informal interviews.

4. Limitations of the case study

Limitation	Action to minimise
Lack of a referenced ToC for the response to the VMC	The ET has outlined a provisional ToC to be validated through the evaluation process.
Lack of a formulated strategic plan for the VMC in Peru or at LACRO level including objectives, longer-term intended outcomes and outputs with related activities and progress indicators. ⁷⁰ The fact there is no clearly identified gender strategy for the response makes it difficult to render visible UNICEF's approach to gender equality as a cross-cutting issue.	The response is articulated as part of R4V platform and in the RRMP, and also in the UNICEF regional HAC, and shares objectives and M&E arrangements. The ET has reconstructed a working framework to assess progress to outcomes, based on the HAC and makes reference to the CCCs and UNICEF's Gender Action Plan ⁷¹ as overarching frameworks.
Limited opportunities for field observations: due to the pandemic only one ET member could be sent to the field and had limited access to beneficiaries, partners and direct field observations.	To mitigate this, the ET carried out more interviews than would normally have been the case, in order to ensure that a diversity of perspectives could be included. By combining both remote and in-person interviews, the ET was able to increase coverage.
Short field mission: the mission was limited to three days in Peru by one team member.	To mitigate this risk, the team leader participated in several virtual interviews. A remote data collection process was prolonged to ensure a majority of key informants were interviewed.
Lack of quantitative data on the prevalence of key protection problems facing migrant and refugee children together with lack of comprehensive vulnerability analysis and assessments to determine the number of children most at risk of different phenomena at a national level.	The ET has relied on other secondary data from government, R4V and other sources in an effort to gauge the magnitude of needs relative to programmatic responses and coverage of UNICEF programmes.
Limited government counterparts and donors were interviewed	The evaluator was unable to speak to government officials at national level. Data was triangulated through desk review and secondary studies. The team requested a survey be shared with government officials. ⁷² Information from other sources was gathered.

5. Ethical and gender considerations

The case study design and implementation follows standards set out in the *UNEG Ethical Guidelines for Evaluation*⁷³ (United Nations Evaluation Group, UNEG, 2020) and the *UNICEF Procedure on Ethical Standards and Research, Evaluation, Data Collection and Analysis*.⁷⁴ In particular, the ET has sought through its interviews, document review, focus group discussions (FGDs) and analytical frameworks to fully operationalise its obligations to demonstrate independence, impartiality, credibility, and accountability in accordance with UNEG ethical standards. The ET confirms that no team members have any conflict of interest.

The ET made all efforts to assure that all participants were informed as well as assure and voluntary participation, privacy, confidentiality and wellbeing during this process. The evaluation has also taken all steps to ensure those girls, boys, women and men were allowed equal opportunity to participate in the assessment. In practice the evaluation had good participation from mothers and single mothers,

⁷⁰ While the HAC contains many elements of an action plan, UNICEF LACRO considers it to be an appeal, rather than an approved strategic plan.

⁷¹ <https://www.unicef.org/gender-equality/gender-action-plan-2022-2025>

⁷² As part of the data collection methods a short survey was distributed. However, given low response rate at country level the survey data have not been used for the country-level analysis. They will be used on the cross-country analysis and synthesis.

⁷³ https://www.alnap.org/system/files/content/resource/files/summary/UNEG_Ethical_Guidelines_for_Evaluation_2020.pdf

⁷⁴ <https://www.unicef.org/evaluation/documents/unicef-procedure-ethical-standards-research-evaluation-data-collection-and-analysis>

with more limited participation from fathers of migrant and refugee children. Overall, as shown in Annex 6, more women and girls participated in FGDs than boys and men.

With respect to ethical approaches to managing evaluation participant data (applying to the content of interviews, focus group discussions, etc.), the evaluation methodology meets all ethical and UNICEF standards while collecting data with vulnerable groups. All research steps, processes and tools received approval from an external IRB review (See approval in Annex 10) and are aligned with the recommendations of the initiative on *Ethical Research Involving Children* (ERIC).⁷⁵ This case study has ensured:

- Respect for dignity and diversity: respecting the differences in culture, local customs, religious beliefs, gender, disability, age and ethnicity and the potential implications of these when carrying out our research. We took steps to minimise any risk of disruption to the respondents, provided ample notice and respected their privacy.
- Rights: We ensured that participants were treated as autonomous agents and were given the time and information to decide whether they wished to participate, and not pressured into doing so. The participants were selected as per the defined sampling methodology (See IR for further detail).
- Redress: Participants were provided sufficient information on how to seek redress and register a complaint.
- Confidentiality: We respected the respondent's right to provide information in confidence and made them aware of the scope and limits of confidentiality. Names and any other sensitive information have been anonymised.
- Data security: Data has been stored systematically and securely and in line with DARA's data protection policy, which has been updated to be fully compliant with the 2018 GDPR standards. Data has been stored in a way that makes it available and clearly accessible only to the ET. If requested and following appropriate anonymisation, the data will also be shared with UNICEF. Data will be retained for the period of the evaluation, and then destroyed.

6. Findings

6.1 Appropriateness

The evaluation of the appropriateness of UNICEF's response is guided by the following overarching question: To what extent did LACRO develop and adapt strategic approaches and internal arrangements based on regional/country contexts, needs and taking into account a gender, equity and route-based approach and the COVID-19 pandemic?

This section will address each of the specific evaluation questions under this overarching question. The section ends with synthesising the strengths and challenges related to the appropriateness of UNICEF's VMC response.

EQ1. To what extent did LACRO develop and adapt strategic approaches and internal arrangements based on regional/country contexts, needs and taking into account a gender, equity and route-based approach and the COVID-19 pandemic?

It has been confirmed to the ET that a regional strategy was developed with the intention of supporting COs covered by the L2, including Peru, to frame the emergency response. Various drafts of this strategy have been shared with the ET, but no final approved version. In the absence of such, it appears that the main document to structure the response on a regional level became the annual HAC appeal documents.

As part of a regional platform led by UNHCR and IOM, UNICEF prepared a response plan which received specific funding. The agency led at the national level, the Education, Child Protection, Nutrition and WASH sectors. The role of LACRO was to provide technical and material support to the different COs, facilitating funds transfer and strengthening CO capacity and information sharing

⁷⁵ <https://childethics.com/>

among different countries. In August 2020 UNICEF revised its HAC to better reflect the shifts in migration dynamics due to COVID-19.

Key Informants in Peru perceive that LACRO lacked a comprehensive understanding of the country contexts in which the response was unfolding, one in which the emergency response was heavily influenced by the political context, the GoP's changing attitude towards the VMC and subsequently the pandemic's impact.

It should be noted that LACRO has formulated in the annual HACs some strategic objectives that have varied somewhat over each year of the scope of the evaluation and which do not strongly reflect an overarching and comprehensive regional approach. This matter is further explored in greater detail in the Regional Synthesis Report.

The ET has also been provided with an undated LACRO analysis regarding the 2019 requirement for a humanitarian visa for families to enter Peru and Ecuador.⁷⁶ This document outlined the context in which both Peru and Ecuador were announcing the introduction of a humanitarian visa, as well as the risks for children, adolescents and their families of the manner in which these visas were being rolled out. According to this analysis, both the costs and documentary requirements for obtaining these visas would be prohibitive, and would result in a number of protection risks for children on the move and their families. Accordingly:

The imposition of this measure can therefore become a way of preventing in practice the regular exit and entry of Venezuelan persons in Peru and Ecuador, with the consequent risks and challenges of protection that this can generate, as described in the following section. It should also be noted that, although in principle these measures should not affect the entry of Venezuelan children and adolescents into Peruvian and Ecuadorian territory, in application of international and Inter-American standards for the protection of children, which clearly establish that children who are nationals of other countries cannot be prevented from entering the territory of another country, whether or not they have documents of any kind, it is not clear in the Peruvian and Ecuadorian governments' understanding whether these international obligations will be respected. Furthermore, Peru, unlike Ecuador, does not have an approved Protocol to make this obligation effective for migrant children, in addition to the practical and bureaucratic obstacles imposed by border officials to make this unrestricted access effective."⁷⁷

Key risks for children and adolescents on the move were identified as:

- Children on the move and their families would be held back for a time, but then forced to migrate in a more invisible and vulnerable manner, without any formal status or entry authorisation.
- Their invisibility generates greater vulnerability, placing them, particularly adolescents, at high risk of gender-based and sexual violence or recruitment by irregular groups, among other serious risks. Given the numbers of children on the move and families who may have entered Peru irregularly, it is extremely difficult to know where they are and target programmes and responses according to their needs.
- Irregular status also leads to a lack of migratory and family documentation. This increase in irregularity would place migrant families at their destinations with fewer possibilities of regularisation and exposed to fines and sanctions, including possible detention and deportation.
- Migrant families also face serious problems in documenting their status, with the consequent risk of family separation.
- There is a significant risk of statelessness for children whose parents are Venezuelan and are born in countries where national laws on the acquisition of nationality do not grant per se nationality on those born in the territory. Such difficulties will become more complex if families are forced to migrate with less security and in a more invisible manner.

⁷⁶ UNICEF LACRO : DOCUMENTO DE ANALISIS DE UNICEF LACRO ANTE LA EXIGENCIA DE VISA PARA FAMILIAS MIGRANTES VENEZOLANAS EN PERU Y ECUADOR, undated, assumed to be 2019

⁷⁷ Ibid, pg. 2-3.

- Whether due to lack of migratory documentation or discrimination, there are difficulties for migrant children to access rights such as health, education and social protection. This lack of access to basic rights could also be aggravated by these measures, leaving many families in an irregular situation and therefore with more legal and practical obstacles to access rights such as health and education.
- There are also serious challenges in the identification and case management of unaccompanied children and the procedures to monitor their condition. In some cases, this entails institutionalisation.
- It is also important to take into account the risks and vulnerabilities of overcrowding, GBV, exploitation, for families who have started their migratory path or, in case they are trapped between frontiers of countries because they do not have a visa and are prevented from entering or transiting their next country.
- Increasing number of migrants turning to human smuggling and trafficking networks, with risks of recruiting children and adolescents for sexual and labour exploitation.

Robust analysis provided by LACRO of the risks associated with the introduction of humanitarian visas by Peru and Ecuador in 2019 was accompanied by recommendations for LACRO and COs: to step up situation monitoring at the Colombia-Ecuador and Ecuador-Peru border crossings, to introduce contingency planning, to step-up high-level advocacy efforts against the humanitarian visas, and to reinforce LACRO internal capacities and structure to address the mounting risks to children on the move.

While the ET finds strong evidence that UNICEF Ecuador put in place a good number of recommended measures, it is less clear that UNICEF Peru significantly stepped up its high-level advocacy regarding humanitarian visas. The position paper also was not finished or dated, not finalised or approved. Therefore, it appears that LACRO did not quite complete the thought processes that would support a specific advocacy strategy on the issue of humanitarian visas in both Ecuador and Peru. The ET has little evidence that UNICEF carried out effective high-level advocacy on this issue.

KIs, reported that LACRO did not put in place the required measures/resources to maintain a high-level regional advocacy and to support a route-based approach across the region. A number of areas have been highlighted both in Peru and other countries along the migration route and the role played by UNICEF LACRO:

- While initially the Quito process⁷⁸ was seen as an opportunity to create a regional protocol on child protection, several KIs emphasise that LACRO was unable to sustain needed support to the Quito Process. A consultant hired to ensure technical support and to help build consensus and support among participating governments on the regional child protection protocol was let go just as the leadership of the Quito Process was passed from Colombia to Peru. The lack of regional UNICEF leadership and sustained technical support for the expected protocol was commented on by KIs – both internal and external to UNICEF – as the main reason why the promise of this protocol was not realised.
- KIs have observed that lack of UNICEF leadership and coordination at LACRO level was also felt in lack of a regional vaccination strategy, a regional gender strategy, support for unaccompanied minors in transit across borders or for international family reunification.

EQ2: To what extent did UNICEF in Peru develop and adapt response theories of change, strategies, objectives and implementation modalities that were appropriate and relevant to the changing needs of migrant children/families, opportunities, capacities and circumstances in border, transit and urban/rural settlements, including adaptations to the COVID-19 outbreak?

According to KIs, UNICEF’s role in response to the VMC was to ensure that needs of children and adolescents on the move were included and prioritised in the response. The PCO considers

⁷⁸ In September 2018, at the initiative of the government of Ecuador, representatives from 13 countries met in Quito. The main purpose of that meeting was to exchange information on the situation in each country and, incidentally, articulate a regional strategy to address the crisis of Venezuelan refugees and migrants. See <https://www.procesodequito.org/>

Venezuelans who have suffered discrimination as persons in need, prioritising social integration as the necessary next step in the migration emergency response strategy.

According to KIs, LACRO has been an important driver in supporting and pushing for Peru's humanitarian response on the northern border with Ecuador.

In 2018, in the face of the growing migration crisis, UNICEF Peru revised its 2016-2021 CPD, to add a migration-related component based on a two-pronged approach – a humanitarian approach in Tumbes on the border with Ecuador, and a focused integration response in Lima Norte where it was already working, to ensure access to services for migrants.⁷⁹ This addition of a migration component shows that UNICEF was able to conceptualise a response, while minimally changing the geographic focus of its original CPD.

As part of a regional platform led by UNHCR and IOM, UNICEF received specific funding for humanitarian actions in Tumbes, based in and around the CEBAF, and took leadership there of the R4V coordination of education, child protection, WASH and nutrition. The humanitarian strategy targeted vulnerable refugees and migrants, especially children on the move traveling with or without their families and pregnant and lactating women. The humanitarian intervention was geographically centred in Tumbes. For this component UNICEF Peru received around US\$2 million in resources from the UN's Central Emergency Response Fund (CERF), the U.S. government and global thematic humanitarian funds, according to information from Results Assessment Module (RAM) 2018.

In terms of the development response, UNICEF Peru focused on two districts in Lima Norte, San Martin de Porres and Carabayllo. The latter was previously identified in the CPD, and UNICEF started programming there in 2017. In 2019, it hosted 0.61 per cent of the Venezuelan population in Lima. San Martin de Porres was added subsequently and in 2019 hosted the 3.68 per cent of the Venezuelan population in the capital.⁸⁰

When the COVID-19 pandemic hit, Venezuelan migrants over five years old did not have access to the Peruvian healthcare system. Strategy and objectives were adapted to the context and integrated with other crosscutting issues, such as access to protection, health and education services for Venezuelan niños, niñas y adolescentes (NNA).

In terms of preparedness measures, the ET reviewed all Emergency Preparedness Platform (EPP) submissions from Peru from 2018 to 2021. It is clear that until 2021 the EPP, as well as Peru's feedback to it, did not take into account the potential for a migration-related or public health emergency such as COVID-19. This indicates that UNICEF at global level was not previously foreseeing these types of events as part of institutional preparedness. The 2021 EPP encourages COs to think more comprehensively about risks and emergency scenarios.

For its part, PCO's overall emergency preparedness seems to improve over the period. Its 2021 EPP submission is complete and comprehensive regarding the risks, constraints and response to a migration emergency based on its experience with the VMC. It clearly points to the main obstacles and constraints to its response to this type of humanitarian emergency:

Logistics: If the State does not declare an emergency situation, the importation of supplies is hindered. Political (e.g. reluctance to declare emergency, reluctance to accept foreign aid, political interference): The Venezuelan migration situation is a political issue, where the population is divided in its perception of the migrant population. This makes it difficult to approach authorities, who may not be receptive to proposals to respond to migration.⁸¹

This highlights the importance of the role of UNICEF at the Regional and HQ levels to support COs with direct advocacy with regional institutions to help build a more favourable environment for children on the move and resist politicisation of migration. It also points to the need for COs to take a principled stance, even when it is not one that is popular with government partners.

UNICEF Peru needs to be recognised for having quickly adjusted its existing Country Programme and after a strategic moment of reflection in 2018 revising its CPD to take into consideration the effects of the VMC. Of the five country case studies, UNICEF Peru is the only one to have responded in such a

⁷⁹ FLACSO Argentina: Evaluación Programa País 2017-2021, UNICEF Perú Informe Final de la Evaluación June, 2021

⁸⁰ Warmi Huasi, July 2019

⁸¹ Emergency Preparedness Platform, UNICEF Peru submission, 2021

timely manner to pivot towards a strong alignment between its existing Country Programme and the new realities presented by the VMC.

According to documents reviewed and KIs, UNICEF Peru did not have the funds or capacity to respond adequately to the VMC, nor did it seek to significantly extend its response beyond the Tumbes border crossing and its existing programmes in Lima Norte. Since it was already working in Lima Norte in the framework of the CPD, the operations were focused there in the two prioritised districts, but there is no mention of other districts being taken in consideration specifically relating to the VMC. Furthermore, when considered from the angle of a route-based approach, there is little evidence to suggest that UNICEF was involved in monitoring the transit of children on the move and their families as they made their way to the border with Chile. UNICEF's decision to not carry out monitoring activities in the southern border with Chile was based on information from UNCHR and IOM on case numbers reported there. The ET found a lack of active research of cases and a lack of information/data collection on other districts in Lima or regions in the country (such as Cusco) that could benefit from UNICEF interventions.

UNICEF Peru has added AAP methodologies to all Project Cooperation Agreements (PCAs) with their IPs. This was done following surveys carried out between December 2018 and March 2019 of 695 migrants. The results allowed UNICEF to adapt and incorporate further AAP tools in all agreements with IPs. Warmi Huasi and PRISMA collected data from migrants in order to adapt and improve communication products and methodologies. However, and similarly to Ecuador, despite the positive investments in consulting and communicating with affected populations, AAP and the implementation of appropriate feedback mechanisms remain a challenge. While AAP and Communicating with Communities (CwC) are part of all IP agreements, for most partners their operationalisation remains challenging. KIs stated that changing contexts, high turnover, short-lived programmes, and reporting burdens act as limitations to fully implement AAP and CwC mechanisms. While the standard active and reactive mechanisms⁸² are put into place to ensure minimum standards are followed – such as, suggestion boxes, phone interviews, hotlines, FGDs and community visits/consultations – it remains the case that AAP, C4D and active participation remain activities led and implemented by the communications team in UNICEF.

Furthermore, although needs assessments, standard feedback mechanisms and PCA's with AAP components are set up, the final step to accountability mechanisms is weak. As the START Network states, accountability mechanisms aim to take account, give account and be held to account.

Affected people should have the opportunity to assess what agencies are doing and how they are providing assistance, to provide feedback that is meaningfully considered and incorporated, and to sanction abuses and poorly delivered assistance, wherever possible. This means that people should also be informed about how agencies have responded to their feedback.⁸³

No evidence was found of UNICEF directly involving affected populations in setting up the emergency response to the VMC or their participation in planning or making key decisions regarding response interventions. There was collaboration in data collection and situation assessment with governmental entities and local NGOs, but UNICEF did not set up a formal strategy for AAP. However, based on beneficiary feedback, there were some adjustments made to sanitary kits given out in Tumbes. Interviews mention UNICEF's efforts to balance the immediate and the longer-term needs of migrants. In the development response in Lima Norte while a proper strategy for AAP was also not found, there is evidence of IPs involving affected populations in different interventions. For example, PRISMA set up the C4D strategy for social integration of Venezuelans in the context of COVID-19. They first validated their tools with the target population (adolescents 13 to 17 years old) and also with adults, then with UNICEF and the Embassy of Canada. There is evidence that some of the feedback received fed into improving the response.

In terms of the humanitarian response, UNICEF IPs PRISMA and COOPI set up accountability mechanisms for Venezuelan migrants in Tumbes and in the CEBAF, where both focus groups with migrant families and written questionnaires were carried out. Beneficiaries consisted of mainly

⁸² Accountability, Feedback & Complaints Mechanisms in Humanitarian Responses to Migration, Clea Kahn, START Network, June 2020.

⁸³ Accountability, Feedback & Complaints Mechanisms in Humanitarian Response to Migration, START Network, Clea Kahn, June 2020.

parents, mostly women. Beneficiaries report high satisfaction with the clarity of information provided and child-care services.

Finally, UNICEF has rolled out extensive PSEA capacity-building activities. All IPs have been trained on PSEA by UNICEF staff and taught how to respond in the field.

EQ4. Did the design of interventions take into account specific barriers linked to gender and societal expectations, challenges faced by minorities (for example indigenous migrants), vulnerable groups (for example unaccompanied children or children with disabilities, women and pregnant women, etc.)?

Despite a complex political context the international community was able to establish humanitarian operations in the CEBAF through UN inter-agency coordination (see EQ11 for more details).

UNICEF has significantly advocated for raising the profile of children and adolescents within the response. UNICEF reports and internal documents make reference of the most vulnerable populations being at the centre of all interventions. Specific HAC indicators related to pregnant and lactating women and adolescents, unaccompanied children and infant nutritional deficiencies. Child protection and inclusion were cross-cutting issues in all interventions.

However, KIs raised concern about the limited capacity of local institutions to address emerging vulnerabilities related to migration for the most vulnerable groups. One example of this limited capacity is the primary health care is limited in hard-to-reach areas such as Tumbes. When the COVID-19 pandemic hit, the majority of the projects for the C4D campaign in Lima were redirected online, to respond to the needs of vulnerable populations that could no longer meet in person. With this adaptation, came an issue of identity protection of vulnerable groups, specifically minors. A protection protocol was implemented by UNICEF and its IP, based on an instrument developed by Warmi Huasi, drawing on the UNICEF Manual of AAP and the Peruvian Law 29733 on Personal Data Protection.⁸⁴

Of the five countries included in this regional exercise, Peru has been among the strongest in implementing a gender-transformative approach in its response. From October 2019 to October 2020, UNICEF and PROMUNDO implemented three main programmes:

- Programa H involved young men in critical thinking and dialogue on gender equality using participatory sessions in which they live, rehearse and model types of non-violent interactions through a gender equity lens.
- Programa M involved women in similar thinking processes on gender norms and empowerment.
- Programa D looked to promote respect for sexual diversity and combat homophobia.

The PCA signed with PROMUNDO also includes technical assistance to local government entities and CSOs working with boys and male adolescents, as well as young girls and female adolescents to promote inclusive and gender-sensitive education. UNICEF and PROMUNDO also focused on adapting educational programmes to be more gender-sensitive, -inclusive, and -transformative.

UNICEF worked with the PUCP to align programmes to pandemic realities. The PUCP worked to adapt all working sessions to online courses and virtual sessions with students. All activities involved adolescents in equality of gender, prevention of gender-based violence and the promotion of new masculinities.

Among the five country case studies, UNICEF Peru is among those which took specific action on children with disabilities. In 2021, with MINEDU, UNICEF promoted enrolment of children with disabilities by disseminating messages and videos and supporting direct communication with the families. UNICEF also proposed regulatory changes to make education more inclusive in the country and accompanied MINEDU consultation with civil society organisations and families of people with disabilities. The extent to which these measures directly affected children on the move with disabilities is difficult to ascertain.

⁸⁴https://www.huntonprivacyblog.com/wp-content/uploads/sites/28/migrated/Peru%20Data%20Protection%20Law%20July%2028_EN%20_2_.pdf

A further strength of the VMC response in Peru has been its ability to capitalise on existing partnerships with a strong focus on gender equality and gender transformative approaches in educational and community settings in Lima Norte. In particular, partners like PROMUNDO and the PUCP have integrated Venezuelan migrant youth and community institutions into a wider programmatic approach to address gender inequalities. In the case of these two IPs, UNICEF has been focusing its activities on addressing gender stereotypes, masculinity, gender norms, homophobia, sexual and reproductive health and GBV. Through prevention, detection, education, and capacity building, the IPs and UNICEF aim to target both men and women, boys and girls, in addressing specific barriers in the communities.

EQ5: How appropriate were UNICEF's internal arrangements at RO and CO levels for the management/staffing/leadership/capacity development/technical support (including human resources, tools, protocols, fundraising and managerial capacity/surge capacity, etc.) to address the context, scale and complexity of the Venezuelan outflow?

From a thorough desk review, it appears that LACRO and the PCO were working with two different timelines and objectives. While the L2 procedures were well already in motion in the LAC region, UNICEF Peru could not declare the crisis given pressure from the GoP not to have agencies mobilise around it. According to one KI: "For the Government of Peru, and therefore for us, this was not an emergency. Yes, it was an emergency for Venezuela and the Venezuelans, but it was not an emergency for Peru." From KIIs it emerges that the PCO did not have adequate capacity to respond to the emergency to the extent LACRO was requesting. KIIs also mentioned communication difficulties between the PCO and LACRO which affected the timeliness of the intervention. From the point of view of some KIIs in ROs, UNICEF Peru did not develop a response to the emergency that was appropriate, given its scale and potential risks for children on the move.

Nonetheless, UNICEF Peru did reinforce the emergency response in 2019 with the recruitment of an Implementation Manager who supervised the operations in both Lima Norte and Tumbes, in addition to the Tumbes and Lima Norte coordinators in office since 2018 and 2017, respectively. Moreover, an Adjunct Coordinator for Lima Norte was added to the team. In addition, the PCO hired a consultant to ensure the implementation of the Canadian grant for the Lima Norte Venezuela migration project. KIIs also highlighted challenges in internal coordination which are related to a high level of staff turnover and lack of proper handover, orientation and training processes. Throughout the course of the L2 emergency, UNICEF team members at all levels were changing, and without support and training, this presented challenges to intersectoral work and collaboration. The ET has documented some 73 consultants or temporary appointments (TAs) engaged to support the emergency response between 2019 and 2021, only two or whom were re-hired for a second contract. This represents a very high level of turnover. This finding is also supported by a Country Programme Evaluation carried out by FLACSO Argentina which cites staff turnover and lack of orientation of new staff as a main impediment to internal coordination between sectors.⁸⁵

Interviews with KIIs suggest certain gaps that UNICEF should be aware of. UN partners see UNICEF as being somewhat detached from or lacking commitment to the humanitarian response. During the course of 2020, while Peru officially closed its borders, partners have expressed concern regarding the high level of irregular population movements, and the low level of UNICEF field presence and monitoring capacity. Partners expressed concern that UNICEF Peru has to some extent dropped the ball regarding the risks to children on the move exacerbated by their invisibility, particularly of UASC, in terms of trafficking and sexual exploitation

KIIs have highlighted the extreme difficulty in finding experts to work in Tumbes, a remote area of which few were familiar. This, added to an inadequate capacity to respond to the emergency by the government and, in general, by the regional actors, hindered the appropriateness of the response. While evidence suggests a large number of short-term consultants were engaged by UNICEF in a number of fields, in 2021, at the time of the evaluation field/virtual visit, there was only one UNICEF consultant on temporary assignment in Tumbes. The consultant had an overwhelming workload as

⁸⁵ Paula Pogre, et. al, *Evaluación Programa País 2017-2021, UNICEF Perú, Informe Final de la Evaluación*, FLACSO Argentina. <https://www.unicef.org/peru/media/12151/file/Evaluaci%C3%B3n%20CPD%202017-2021.pdf>

well as having to represent UNICEF vis a vis better staffed agencies such as UNHCR and IOM. This diminished field presence seemed, according to KIs, to have negatively impacted UNICEF Peru’s humanitarian response to children on the move.

Several KIs noted that UNICEF did not invest in routine training and proper orientation of short-term consultants and United Nations Volunteers (UNVs). UNVs, they said, were often left to their own devices in the midst of a very complex and challenging humanitarian response. When asked about training received in the CCCs, for example, it appears that staff were neither very familiar with them nor knew how to apply them in the specific context in which they were working. However, this varies from sectors. Notably, the CP sector provided training, orientation and coordination regularly.

This finding is echoed by the Country Programme Evaluation 2017-2021 carried out by Flasco Argentina in June 2021 which noted that:

The incorporation of new profiles and mobility in the UNICEF team is perceived as a strength, but at the same time a systematic induction policy is perceived as necessary, since those who join once the CPD is under development feel that they are "discovering" it. Those who join once the CPD is under development feel that they are "discovering it" because the induction processes developed are not sufficient.⁸⁶

Appropriateness	
Strengths	Challenges
UNICEF Peru quickly adapted its CPD to include migration as a fifth programme component.	UNICEF Peru was limited in its actions because the GoP did not declare the VMC an emergency
UNICEF mobilised additional temporary staff to support the VMC response in Tumbes	Staff did not receive the required support, orientation and training. Continuous staff turnover weakened the response
UNICEF Peru has invested in significant programming efforts to address gender inequalities, taking a gender transformative approach.	Although there have been significant efforts, UNICEF Peru has not created a clear profile of the needs and vulnerability of different vulnerable groups of children on the move – particularly children with disabilities, indigenous children and other invisible children who have not been highlighted in the response.

6.2 Effectiveness

The evaluation of the effectiveness of UNICEF’s response is guided by the following overarching question: To what extent did UNICEF’s response to the VMC achieve, or can be expected to achieve, its objectives and results, including any differential results across groups, (including by gender/age/ethnicity) across border, transit, urban and other settlements? Subsequently, this section will address the different specific evaluation questions under this overarching question, systematically reviewing achievements by sector. Per sector, a summary of strengths and challenges related to the effectiveness of UNICEF’s VMC response is also presented.

EQ6. To what extent did UNICEF’s response to the VMC achieve, or can be expected to achieve, its objectives and results, including differential results across groups (including by gender/age/ethnicity) across border, transit, urban and other settlements?

EQ7: How effective has UNICEF been in responding to the influx of Venezuelan migrants with regards to:

⁸⁶ Pogre, et.al., op.cit, p. .49.

- a) Supporting UNICEF- bolstered access to their rights and protection: child and social protection, education, prevention of gender-based violence, early childhood development, health, nutrition and WASH services for migrant, refugee and host community children**
- b) Supporting and promoting inclusion and integration by ensuring access to national social services and humanitarian/social cash transfers; the regularisation of children's and families' legal status; strengthened social policies and national/local integration capacities.**
- c) Generating a sense of empowerment for migrant children, adolescents and families in terms of having access to information and opportunities.**

EQs 6 and 7 are addressed a continuum as they complement each other. Achievement of results is usually gauged through the level of achievement of the intended objectives through the progress of the indicators that measure the different activities. This poses a challenge for this study as most of the complete comparable information available comes from the regional situation reports, which only have a small section with country information, the available monthly Country Sit Reps (several) and regional Humanitarian Performance Monitoring (HPM)⁸⁷ indicators, available only for 2019, thus limiting the level of analysis. Additionally, the HPM indicators alone do not always demonstrate the results intended by the country operation. The Country level ToC elaborated by the ET (see annex 4) provides a frame for the overall response in Peru and assumes that achievement of results (through outputs) will eventually lead to the intended outcomes. This assumption will be proven valid, provided that the enabling factors as outlined in the ToC are ensured.

Peru has monitored its response to the VMC using between five to eight indicators to annually track sectoral response as presented in the regional SitReps (see Annex 10). Additional information on progress is detailed in the summary country section corresponding with relevant HPM indicators such as the 29 indicators included in the 2019 HPM.

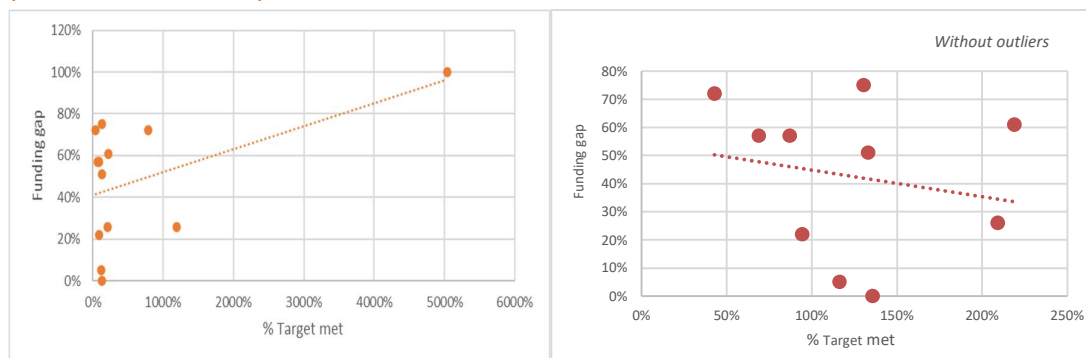
Although the number of indicators per se is not an indication of effectiveness, a broader range of indicators in this case would allow for easier tracking of response effectiveness per activity and sector. In 2019, 50 per cent of these indicators met the established targets, in 2020 all the indicators reached their targets, and by March 2021, 20 per cent of indicators had reached their targets.⁸⁸ LACRO has stated that targets can be cancelled, increased or reduced depending on the context and changing need. Such was the case of the COVID-19 pandemic as presented in the revised HAC 2020. Although the HAC is flexible, it appears it is difficult to adapt it to specific country contexts. There is no detailed information on the process for adjusting targets from year to year, or how other aspects such as resources and funding are included.⁸⁹ Moreover, taking into account Peru's 2019 and 2020 implementation results, there is no strict correlation between the sectoral funding needs met and the target completion (see figure below). This supports the ET finding there has been an unclear process for target setting. The ET expects a negative correlation when outliers are excluded.

⁸⁷ The objective of the HPM is to support UNICEF CO management in a) assessing performance through improving predictable, effective and timely humanitarian action of UNICEF and its partners, b) strengthening links between government frameworks, and UNICEF humanitarian and regular programmes, and c) reinforcing accountability. The HPM is designed to feed into the Situation Report (SitRep) which is aligned to the CCCs and is the minimum monitoring and reporting requirement for UNICEF COs in on-going humanitarian situations. HPM is self-reported. See: Humanitarian Performance Monitoring Toolkit and Guide : <https://www.alnap.org/system/files/content/resource/files/main/Humanitarian%20Performance%20Monitoring%20Toolkit%20and%20Guide%20Single%20Doc%2001June2011.pdf>

⁸⁸ At the closure of this report the full year data was provided, and this number increased to 40 per cent of the indicators having reached their target.

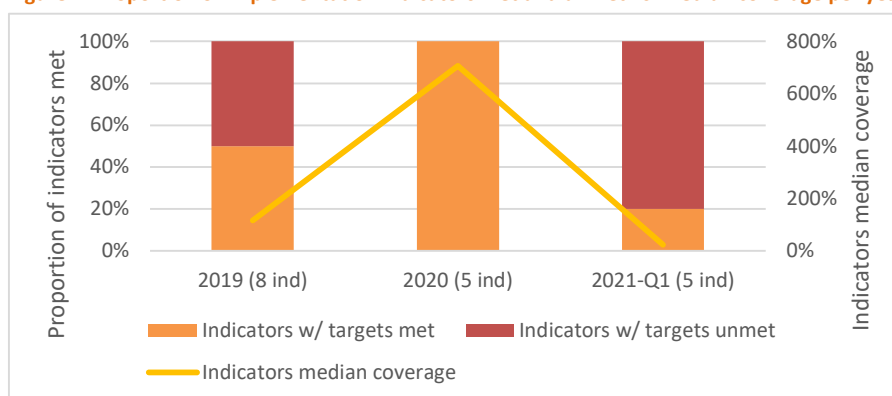
⁸⁹ CO proposes and justifies each change to LACRO, after comments are responded to and changes implemented. However disaggregated information for each change in order to understand the factors and their weight on each decision, was not shared with the ET.

Figure 1. Correlation between per cent of targets met with sectoral funding gap - with and without outliers (HAC indicators 2019-2020)



From August’s 2020 the HAC revision⁹⁰ was adapted to include humanitarian needs from the COVID-19⁹¹ as well as those from the VMC.⁹²

Figure 2. Proportion of implementation indicators met and unmet vs. median coverage per year in Peru



If we compare these figures with the median coverage of the indicators registered each year, we can see that both in 2019 and 2020 the median surpassed 100 per cent. As shown by several indicators UNICEF Peru greatly surpassed the targets. This is particularly the case of an indicator corresponding to C4D in 2020. This indicator reached an important number of beneficiaries, surpassing the target by more than 5,000 per cent.⁹³ This indicator along with two more are considered outliers.

In terms of general sectoral effectiveness, we can see that from 2019 to 2021 the two indicators included in the health sector reached their objectives, followed by CP where four out of five indicators met their targets. Two out of three indicators were successful in meeting the targeted figure among C4D indicators. In terms of education one met the target, another one out of three in that sector registered more than 75 per cent progress. However, no nutrition indicators nor the one for social inclusion reached their targets in 2019- March 2021.

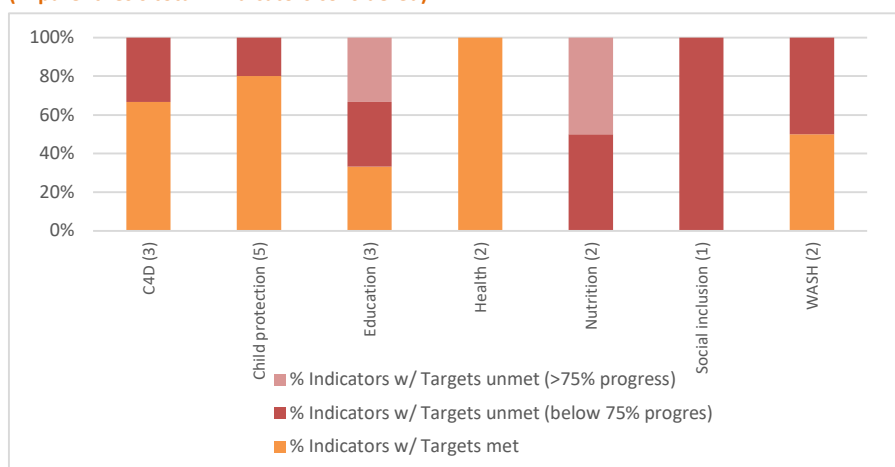
⁹⁰ As per the revised HAC 2020, in August 2020, UNICEF continued working at the border and transit paths but also scaled up its response to address needs in urban settings and keep child protection at the centre of its humanitarian and COVID-19 action. Due to COVID-19, some UNICEF activities were temporarily suspended, cancelled, or modified. To respond to COVID-19, activities were adapted by introducing alternative modalities of service delivery and by ensuring compliance with prevention measures and protection of frontline workers and beneficiaries

⁹¹ As presented in Latin America and the Caribbean COVID-19 Response Progress Report No. 3 “specific COVID-19 issues related to the response to the Venezuela migration crisis are addressed in the country/sub-regional chapters of the R4V”. See <https://www.unicef.org/media/83596/file/LACRO-COVID-19-SitRep-22-July-2020.pdf>

⁹² HAC 2021 redefines the three priority strategic objectives as: (1) the most vulnerable Venezuelan migrant and refugee children and their families and host communities, (2) the most vulnerable non-migrant children and families affected by COVID-19 and (3) children affected by violence and displacement. See: <https://www.unicef.org/media/98396/file/2021-HAC-Children-on-the-move-from-Venezuela-May-Update.pdf>

⁹³ C4D activities carried within the Migration Integration project were conducted online, which is why the number of people reached was so high (using Facebook stats).

Figure 3. Proportion of indicators with targets met by sector as presented in regional SitReps 2019- 2020 (in parenthesis total # indicators considered)



In the 2019 HAC (and its related HPM) the articulation of the response encompasses a formulation of sector results (nutrition, health, wash, CP, education, social inclusion and C4D) with a number of related indicators, with population targets. The use of different indicators and ways of arranging indicators in successive years makes it challenging to compare from year to year and assess progress over time for the evaluation period. Furthermore, disaggregated information is limited and inconsistent, so gender/ age targets or type of population disaggregation is sometimes only presented in some action plans. Therefore in-depth analysis is included partially and when possible. We consider some qualitative elements to assess effectiveness for each sector, based on the initial formulation of intended results of 2019, selecting also the indicators that have some permanence over time.

Overall, however, and as will be confirmed in greater detail below, UNICEF Peru's humanitarian-development response to the VMC has been on a relatively small scale. This will be considered under the evaluation criteria of coverage, but it also impacts on effectiveness. Based on the 2021 Country Programme Evaluation:

Regarding the CPD component on migration: Objective 5 "response to migration" is the one that has the greatest difficulty in showing progress due to its unpredictable nature and the need to adapt the goals...UNICEF's work contributed in the areas of health and nutrition, protection, education and advocacy to change social perceptions and behaviors towards Venezuelan migrant children and adolescents. The analysis of the survey shows that it is in relation to this objective that the largest number of cases responding "NS/NO". This may be due to the fact that most of the respondents at the time of the survey did not know or work directly with this migrant population. Of those who did respond, half agreed that UNICEF's involvement contributed to improving the delivery of UNICEF's involvement contributed to improving the provision of education (55%), protection (53%) and health and care (48%) services for Venezuelan children and adolescents, especially girls and adolescents, reducing violence and discrimination, with inclusion and gender sensitivity.⁹⁴

These results can be taken as either positive or less than positive: in the sense that just half, or less than half, of the evaluation's respondents acknowledged UNICEF's contribution to improving provision of services for children on the move.

⁹⁴ Pogre et. Al, op. Cit., p.54

Health and nutrition

Sector results formulated as in HAC 2019

Health: Boys and girls, adolescents, and women on the move and in host communities equitably access essential health services with sustained coverage of high-impact preventive and curative interventions.

Nutrition: Health systems strengthened to identify and address nutrition issues and monitor nutrition trends.

Two indicators were registered for monitoring the CPO's response to the Venezuelan outflow crisis, although only one reached its target. Presented in the regional SitRep 2019 was access to primary healthcare in UNICEF-supported facilities where 11,163 children under 5 were reached. Other activities described in the SitRep 2019, not included in the indicators, entailed training with the local partner of more than 100 health personnel to use the Health Information System (HIS), how to integrate migrants into GoP insurance and UNICEF training of over 250 primary health care personnel on human rights, routes and quality of care.

In 2020, the revised HAC included one health indicator “# of children and women receiving primary healthcare in UNICEF-supported facilities”. Initially its target was 45,000 beneficiaries. In August 2020 it was revised to 30,000. The final number of actual registered beneficiaries more than doubled this figure, proving that the situation in this sense was re-established faster than expected. Additionally, UNICEF implemented training courses which gave 123 health staff psychosocial skills to reactivate healthcare services and which trained 48 statisticians to focus on gender, migrant, and vulnerable population analysis.

Even though no specific indicator data was included in the health section of the regional SitRep 2021 (up to March), the national SitRep report for June 2021 does mention a number of beneficiaries reached for the indicator “# of children and women receiving primary healthcare in UNICEF-supported facilities”, The regional SitRep also mentions that as part of the VMC, 335 families with pregnant women, and children under two (82 migrants) received home visits. Adolescents were also approached to participate in the design of a communication campaign to promote rights to sexual and reproductive health, mental health and COVID-19 prevention.

Table 5. Health targets and indicators (2019, 2020, 2021)

Health	2019		2020		2021 (up to June)	
	Target	Result	Target	Result	Target	Result
# children under 5 years with access to primary healthcare in UNICEF-supported facilities ⁹⁵	9,600	11,163				
# of children and women receiving primary healthcare in UNICEF-supported facilities			30,000 ⁹⁶	65,671 (32,951 girls; 32,720 boys)	No target	230,392 (123,468 women, 60,315 girls and 46,609 boys). 0,6 per cent migrant ⁹⁷

In terms of nutrition only 2019 had targets/indicators for Peru, targeting caregivers for infant and young child feeding (IYCF) counselling and providing nutrition supplementation. Due to customs clearance delays and a decrease in regular entries after August 2019 the initial targets were not

⁹⁵ 2019 indicator reads boys and girls under 5 years with access to primary healthcare in UNICEF supported facilities

⁹⁶ Target was revised in August 2020 (45,000 before revision)

⁹⁷ UNICEF Peru Migration & COVID-19 2021 Situation Report No. 2, June 2021. However, at the closure of this report the total migrant + host community beneficiaries of “# of women and children receiving primary health care” is 188,843 Regional SitRep December 2021

completely covered although long-term Venezuelan migrants were supposed to be reached given that key delivery points were outside the CEBAF. Another support from UNICEF entailed the drafting of the national guidelines for acute malnutrition treatment in cooperation with the Ministry of Health.

UNICEF's support in 2020 and 2021 is mostly linked to health. None of the predefined nutrition indicators were included in the HAC, nor results reported. In 2020, UNICEF mostly provided technical assistance to health centres (to reactivate primary health and nutritional care services) and training (of authorities and early childhood development staff) to reactivate growth and development monitoring sessions. A total of 1,930 families received information on health, nutrition and COVID-19.⁹⁸

The National SitRep (June 2021) mentions that the activities for “the identification and early intervention of children under 3 years of age with developmental risks and disabilities” were piloted in Loreto (COVID response) and Lima Norte (VMC response). The regional 2021 HAC includes a target of 13,928 VMC and 522,350 COVID-19 affected beneficiaries for provision of maternal, child and adolescent health services in 430 health centres supported by UNICEF.⁹⁹

Table 6. Nutrition indicators and target (2019, 2020, 2021)

Nutrition	2019		2020		2021 (up to June)	
	Target	Result	Target	Result	Target	Result
# of targeted caregivers (men and women) of boys and girls 0-23 months with access to IYCF counselling for appropriate feeding	9,600 migrant	8,358 (7,234 women, 1,124 men)	No Target/ Indicator		No Target/ Indicator	
# of boys and girls (6-59 months) receiving nutrition supplementation to prevent undernutrition	9,600 migrant	6,611 (3,259 girls, 3,352 boys)	No Target/ Indicator		No Target/ Indicator	

The ET has had access to the 2019 HPM indicators for Peru and was able to see the level of performance in specific activities in relation to the health and nutrition response (these indicators were not included in the SitRep 2019. Results are showcased as part of the response to the migration crisis within the country descriptive section of the situation report). The indicators cover access to health centres with health service packages, identification of acute malnutrition and acute malnutrition cases and management protocol drafting.

Table 7. Health and nutrition HPM indicators and targets (2019)

HPM Indicator – Health and Nutrition	Target	Reached 2019
# women, boys and girls accessing health centres with health services packages to cover essential health risks developed with UNICEF support (5<X<18? Or <18)	84,249 ¹⁰⁰	29,525 (11,888 women, 5,817 men, 5,939 girls, 5,881 boys)
A national protocol for the management of acute malnutrition in boys and girls under five is developed and being implemented at the national and sub-national levels	1	1
# of boys and girls under 5 identified with acute malnutrition and referred to adequate care	9,600	351 (191 girls, 90 boys)

⁹⁸ See Peru COVID-19 End-of-year 2020 Situation Report No. 10 <https://www.unicef.org/media/92111/file/UNICEF-Peru-COVID-19-Situation-Report-No.-10-End-of-year-2020.pdf>

⁹⁹ See: HAC 2021 VMC+COVID-19

¹⁰⁰ A revised target of 51,289 beneficiaries was proposed in the HAC 2019 Action plan, estimating 30 per cent of adolescents and not including children from 6 to 11 years old as there were no health programmes directed at this age group. How this was corrected and/ or not implemented is not specified.

In Tumbes, UNICEF gave direct support to the Ministry of Health and the Tumbes Dirección Regional de Salud (Regional Health Directorate, DIRESA) by securing nursing staff to vaccinate Venezuelan children at the CEBAF. DIRESA took over this function in December 2019.¹⁰¹ In 2020, due to the pandemic consequences, UNICEF and the Local Health Directorate of Lima Norte implemented a virtual adaptation of the IASC Guidance on *Basic Psychosocial Skills*¹⁰² for COVID-19 responders.¹⁰³

In 2021, as part of the integrated COVID-19 response, vulnerable families have received educational material, hygiene and toy kits for new-born care and promotion of ECD. In Lima Norte 335 vulnerable families with pregnant women, new-borns and children under 2 years of age received home visits, of whom 82 were migrants.¹⁰⁴ KIs particularly valued UNICEF’s support and training of adolescent sexual and reproductive health service nurses.¹⁰⁵

From the interviews it appears that the health response in Lima Norte was both effective and appropriate. Records were produced for replicability and UNICEF had a central role in coordinating and leading online workshops. Nonetheless, in FGDs with migrant adolescents and parents of school-aged children, it was remarked that many migrant households continued to have problems accessing healthcare services. An issue which emerged is the continuous rotation of workers in the health centres, which hinders the continuity of the learning components that UNICEF is promoting. Also, it was mentioned that short-term contracts do not allow for a comprehensive and long-term coherent response.

It is a lesson learned from this and other Country Case Studies that UNICEF capacity building efforts should increasingly be institutionalised within the services themselves. UNICEF should be seeking to build the capacity of health services to ensure a cadre of trainers who can then carry out training of others to avoid the continuous need for UNICEF to itself train workers who will soon be moved to other functions within their institutions.

UNICEF led the nutrition cluster of the Regional Migrant Response Plan (RMRP). In August 2019 UNICEF conducted a nutritional evaluation in Tumbes and subsequently began to provide Ready-to-use Supplementary Food (RUSF), nutritional supplements and IYCF counselling. Periods of RUSF stock-outs due to customs clearance delays, and the decrease in regular entries after August 2019, challenged the achievement of targets. Considering the vulnerability of families traveling with children, UNICEF extended services to under-tens and doubled daily RUSF doses. As a result, nutritional vulnerability decreased among Venezuelan migrant children.¹⁰⁶

Effectiveness: Health and Nutrition	
Strengths	Challenges
Adequate change in focus to mostly health in 2020 and 2021, although this is not clearly stated in the action plans only through lack of funding requirements	Poor target differentiation between indicators and sectors (same targets for health and nutrition indicators)
Capacity building, training health professionals	Limited funding and coverage
UNICEF programming was able to proceed despite supply chain issues	COVID-19 effects and government restrictions affected the response

¹⁰¹ UNICEF, Migration flows in Latin America and the Caribbean, Sit Rep Jan-Dec 2019

¹⁰² <https://interagencystandingcommittee.org/iasc-reference-group-mental-health-and-psychosocial-support-emergency-settings/iasc-guidance-basic-psychosocial-skills-guide-covid-19-responders>

¹⁰³ Migration Flows in Latin America and the Caribbean. Sit Rep Jan-Dec 2020

¹⁰⁴ UNICEF LACRO, Children on the move, including from Venezuela and COVID-19. March 2021

¹⁰⁵ UNICEF Peru, Migration & COVID-19 2021 Situation Report n.2

¹⁰⁶ Vargas-Machuca, Rocío, et al., ‘Situación nutricional de los niños migrantes venezolanos a su ingreso al Perú y las acciones emprendidas para proteger su salud y nutrición’, *Revista Peruana de Medicina Experimental y Salud Pública*, vol. 36, no. 3, August 2019, <<http://bit.ly/37KPFja>>

WASH

Sector results formulated in HAC 2019

WASH: Women and children on the move have access to sustainable safe drinking water and adequate sanitation.

WASH sector had the highest funding requirements but in 2019 only around 25 per cent of funding requirements were covered. In 2020 there were no funds required and in 2021 the identified needs were similar to those in 2019. Up until March 2021, six per cent of funds were covered. In terms of indicators, there is one that can be tracked over time.

In 2019 UNICEF and COOPI reached over 52,000 children and family members with hygiene kits and information on safe hygiene practices. UNICEF's advocacy activities and technical assistance improved WASH coordination at the CEBAF, and UNICEF's waste management campaign achieved a 40 per cent reduction in solid waste. According to KIs, UNICEF's WASH performance was outstanding during the period in which it was managing a large influx and back log of migrants at the CEBAF who were trying to enter the country prior to the roll out of the Humanitarian Visa. According to one KI who was present at the time "UNICEF's WASH sector performance in a high-pressure situation was very strong. UNICEF was responsible for delivering water and sanitation as hundreds of people were crossing the border each day and many were camped out around the CEBAF. UNICEF staff needs to be commended for their effectiveness under a very stressful situation".

Table 8. WASH indicators and targets (2019, 2020, 2021)

WASH	2019		2020		2021 (up to June)	
	Target	Result	Target	Result	Target	Result
#People reached with critical water, sanitation and hygiene supplies (including hygiene items) and services ¹⁰⁷	40,000	52,136 (17,578 women, 8,426 men, 11,495 girls, 12,110 boys)	No target ¹⁰⁸		377,422 (110,509 men, 113,661 women, 76,584 boys, 76,668 girls) 6,307 VMC	15,407 (1,961 girls, 1,988 boys, 6,126 women, 5,332 men) 1% migrant (171)

UNICEF WASH activities were completed in March 2020. It is not clear what part of the registered advances in the national SitRep 2020 correspond to the VMC 2020, given the fact that no funds were requested nor collected that year.

Table 9. WASH HPM indicator and target (2019)

HPM 2019 Indicator – WASH	Target	Reached
Coordination is active and contributes to planning, implementation, monitoring and adaptation of the Response (Achievement of Sector Working Groups Coordination Milestones)	100 per cent	1

As co WASH leader in the National Humanitarian Network¹⁰⁹, UNICEF carried out WASH activities during 2020 and helped generate plans for 2021. UNICEF coordinated with the Grupo de Trabajo

¹⁰⁷ The 2019 indicator reads "population provided with sanitation or hygiene kits or key hygiene items or access to handwashing point with soap or similar items"

¹⁰⁸ According to the UNICEF LACRO Sit Rep (December 2020) 6,544 people received hygiene kits (of which 1,326 were girls and 1,272 boys). However the National SitRep 2020 states that 8,488 hygiene kits were delivered to 38,559 people (11,196 girls and 12,059 boys). See: <https://www.unicef.org/media/92111/file/UNICEF-Peru-COVID-19-Situation-Report-No.-10-End-of-year-2020.pdf>

¹⁰⁹ National Humanitarian Network, a coordination mechanism that serves as the basis for the Humanitarian Country Team (EHP) in 2008, co-led by the United Nations Resident Coordinator and the Head of the National Civil Defense Institute (INDECI)

para Personas Refugiadas y Migrantes (GRTM)¹¹⁰ to develop a study on water provision and quality in migrant shelters. During the main period of the L2, UNICEF is credited with having been a successful partner and coordinator on WASH. In 2019 UNICEF achieved full water access at the CEBAF in Tumbes, improved hygiene services and established a waste management system.¹¹¹ In 2020 COOPI systematised the hygiene promotion and solid waste management strategy at the CEBAF.¹¹²

When UNICEF significantly reduced the response in Tumbes and the CEBAF was closed in March 2020 in response to the pandemic, KIs report that it created a big WASH gap. Irregular migrants continued to cross the border, despite the CEBAF closure, needed WASH services – clean drinking water and latrines but these were not in place to meet the level of need. Other UN agencies replaced UNICEF interventions, but KIs stress the difficulty in filling the gap.

From January to March 2021, UNICEF delivered hygiene kits to 171 migrant children and adolescents (74 girls, 97 boys) along the northern Peru-Ecuador border at a time when e border closures forced migrants to enter irregularly and face new challenges. These kits are specific for babies, children and adolescents, differentiated by age and sex in the case of female adolescents. The kits include COVID-19 prevention material and were developed to complement the standardised hygiene kits agreed-upon in the Tumbes migrant coordination group which included other UN agencies, GoP entities and civil society organisations.

Effectiveness WASH	
Strengths	Challenges
UNICEF's co-leading role and coordination achievements in terms of needs assessments and waste management	Timeline of activities implementation differs from funding calendar, which makes it difficult to understand the annual response
UNICEF was credited with having strongly and effectively led on WASH during 2019 when hundreds of migrant families tried to cross the border in Tumbes before the enforcement of the humanitarian visa went into effect, thus threatening to overwhelm local water and sanitation systems.	After the border and CEBAF were closed due the the COVID-19 pandemic, UNICEF is perceived by partners to have missed an opportunity on WASH which continued to be a needed service for irregular migrants.

Education

Sector results formulated as in HAC 2019
<i>Children on the move are supported to access education opportunities while enhancing capacity of schools in host communities.</i>

Education in the period 2019 to 2021 was the sector with the highest funding requirements. Though not the one with the highest coverage, it was the one with the highest funds received compared to other sectors. However, funds received in 2020 heavily decreased as the education funding gap went from 22 per cent in 2019 to over 50 per cent in 2020. This did not have an impact on the target achievement. As can be seen from the indicator on “# of children and adolescents accessing formal or informal learning activities” this went from close to reaching the target in 2019 to surpassing it in 2020. This is the only constant indicator throughout the years, even if non-formal learning activities were included from 2020 onwards. In 2021 no achievement was registered for this indicator, although it was reported that support was given in the form of training and communication campaigns.

In the 2020 regional SitRep we can see other achievements such as the provision of educational kits for connectivity to virtual education benefitted 10,400 migrants. Training was provided to 181 civil servants on inclusive and gender-sensitive education who in turn trained 883 teachers. In 2020, under the initiative *Education Cannot Wait* support was given to out-of-school children (mostly migrants) in

¹¹⁰ https://www.r4v.info/sites/default/files/2021-06/GTRM_TdR_diciembre2020_vf.pdf

¹¹¹ UNICEF LACRO, Migration Flows in Latin America and the Caribbean, Jan-Dec 2019.

¹¹² UNICEF LACRO, Migration Flows in Latin America and the Caribbean, Jan-Dec 2020

Lima. In 2020 and 2021 UNICEF Peru continued to lead the GTRM Education Subgroup). In 2021, UNICEF also provided technical support to MINEDU to design a Dropout Prevention and Recovery programme.

The funds requested for the education sector more than doubled in 2021. According to the national SitRep, there were additional relevant achievements up to June 2021. These include strategies for returning to school, fostering teachers' vaccination, printing information materials to encourage people go back to school post COVID-19 restrictions and, setting the conditions for migrant children and those from host communities to have access to education.

Table 10. Education indicators and targets (2019, 2020, 2021)

Education	2019		2020		2021 (up to June)	
	Target	Result	Target	Result	Target	Result
# of boys and girls on the move, including adolescents accessing formal education and Early Childhood Development Services (ECDS)	45,000	42,399				
# of children and adolescents accessing formal or informal learning activities			33,000	43,874 (23,331 girls, 20,543 boys)		
# of children accessing formal or non-formal education, including early learning					56,000	0
educational kits for connectivity to virtual education			No target	10,400 migrants	No target	6,385 students
Back-to-School and Education Continuity Strategy (identifying out-of-school or at-risk children, with MINEDU)					No target	621 students (278 girls and 343 boys; 27 migrants)
Booklets for families, children and adolescents to promote safe school return and COVID-19 prevention					No target	34,000 booklets

As per the additional indicators presented in the 2019 HPM, the table below provides information on the achievements. In 2019 UNICEF co-led a national working group to design strategies to improve migrant children's school enrolment, to disseminate information on available school spaces, and identify education demand in Tumbes. UNICEF trained school personnel to foster healthy coexistence and prevention of discrimination and xenophobia.

Table 11. Education HPM indicators and targets (2019)

HPM indicator – 2019 Education	Target	Achieved
	2019	2019
Achievement of Sector Working Group Coordination Milestones (see CCC)	100 per cent	1
Existence of a grade accreditation, validation and certification procedures/protocols to ensure the inclusion of boys and girls in the national education systems	1	1
# Boys and girls benefitting from psychosocial support to provide inclusive and sensitive education in schools with UNICEF standards	45,000	4,048 (1,959 girls, 2,089 boys)
Existence of education strategies and protocols to ensure the inclusion of migrant boys and girls in the national education system	1	1
# Teachers benefitting from psychosocial support training in order to provide inclusive and gender-sensitive education in schools	45,000	1,345 (940 women, 405 men)

A number of effective measures should be highlighted:

UNICEF contributed to the design of a model for non-formal education to bridge out-of-school children’s transition to the formal system.¹¹³

UNICEF’s approach was to ensure school-aged Venezuelan migrant children and adolescents enrolled in prioritised schools in Lima Norte. UNICEF worked with its IPs Alternativa, PRISMA and Warmi Huasi and with the Movimiento Manuela Ramos (MMR)¹¹⁴ on gender and cross-cutting issues. UNICEF asked MMR to incorporate in the Alternativa strategy a gender focus and a sexual education project. This helped to build synergies in the approaches taken by different partners.¹¹⁵

The most compelling issues were drop-out rates and inclusion of Venezuelans NNA in the Peruvian system. In 2018 IP PRISMA provided assistance to the Dirección Regional de Educación de Lima Metropolitana (DRELM) to modernise the school registration system, and to ensure that those of Venezuelan nationality were able to access and to be recorded within the registration system.¹¹⁶ According to KIs, UNICEF also takes some credit for the roll-out of an online portal created by MINEDU which provides Venezuelan children access to school registration. The project was piloted in Lima, and later rolled out to 11 provinces. This, in theory, allows Venezuelan children on the move and their families to register on-line for local schools while allowing school administrations to plan for the coming school year by ensuring adequate staff and classroom space.

However, according to KIs and FGDs with Venezuelan adolescents and parents there continue to be gaps. All informants confirmed that they knew of out-of-school Venezuelan migrant children who were unable, for different reasons, to access the educational system. Despite improvements, more direct communication and outreach are needed to ensure that Venezuelan families are informed of their rights and the systems which exist to provide access to school registration.

The strategy on gender-sensitive and inclusive education was adapted to the COVID-19 context. This was done by providing remote psychosocial assistance in cases of gender violence against children, girls and adolescents. This mitigated risks and responded to GBV according to LACRO guidelines. These included teacher training on digital tools and psychosocial support to students and families. A total of

¹¹³ UNICEF LACRO, Migration Flows in Latin America and the Caribbean, Jan-Dec 2019.

¹¹⁴ <https://www.manuela.org.pe/>

¹¹⁵ PCA, Movimiento Manuela Ramos, Lima Norte 2019

¹¹⁶ PCA, PRISMA, Lima Norte Educacion, 2018

10,400 migrant and vulnerable students received educational kits to allow their connectivity to virtual education programmes.

The pandemic further worsened dropping out. In August 2020, PRISMA began a campaign to actively search for secondary school students.¹¹⁷ Together with UNICEF and other UN agencies, Organizaciones de Sociedad Civil (OSC) and local government prioritised four regions (Huancavelica, Lima Norte, Loreto and Ucayali). In Lima Norte the district of San Martín de Porres was prioritised. The intervention was based on studies by ESCALE and MINEDU to understand school enrolment. Workshops were organised with a communicator and a psychologist. A product of this intervention was *Los Chicos Nuevos del Barrio: Evidencias de la situación de las niñas, niños y adolescentes venezolanos en el Perú*, a publication about the situation of children and adolescents.¹¹⁸

In 2021, UNICEF promoted with MINEDU enrolment of children with disabilities by disseminating messages and videos and supporting direct communication with the families. UNICEF also proposed regulatory changes to make education more inclusive and accompanied MINEDU consultation with civil society organisations and families of people with disabilities.

While local education sector authorities from the Unidades de Gestión Educativa Local (UGELs) – bodies tasked with the administrative and educational operation of schools in a particular area – recognise and appreciate UNICEF’s education support they also stressed that it is not sufficient. They signalled other districts, beyond the two in which UNICEF is providing support, where needs are immense and the numbers of Venezuelan migrant children unable to access education are growing. These include San Juan de Lurigancho. They drew attention to the limitations of UNICEF’s strategy in Lima Norte, highlighting that there are new districts impacted by the VMC that are not included in this strategy.

Effectiveness Education	
Strengths	Challenges
Good activity adaptation to COVID-19 needs	Important Funding gap in 2020 and so far in 2021
Successful coordination achievements during school closures and school return	Achievements can’t show progress given that no targets are defined
Successful creation of online platforms to facilitate Venezuelan children’s access to formal education	Gaps in information regarding how to access formal school, high drop-out rates during the pandemic, need for extending educational support for children on the move to new areas not covered by the CPD.

Child Protection

Sector results formulated as in HAC 2019
<i>Children on the move are protected from violence, exploitation and abuse and are able to access services and exercise their rights.</i>

CP is the second largest sector in terms of funding requirements and the second best in terms of funding coverage (35 per cent) from 2019 to 2021. UNICEF Peru has received constant funding support for CP making it the sector with the least funding gap each year until 2020. Reported activities can be assessed through time for at least one indicator of those considered in the SitReps as can be seen in the table below (highlighted in grey). The indicator on “# of children and caregivers accessing mental health and psychosocial support” presented over-achievement throughout the years, showing, most likely, that targets were underestimated. Sixty per cent of the indicators from 2019 to 2021 surpassed defined targets.

¹¹⁷ PCA, PRISMA, Educación, 2020

¹¹⁸ <https://www.unicef.org/peru/media/10451/file/Los%20chicos%20nuevos%20del%20barrio.pdf>

Table 12. Child Protection indicators and targets (2019, 2020, 2021)

Child Protection	2019		2020		2021 (up to June)	
	Target	Result	Target	Result	Target	Result
# of girls and boys provided with psychosocial support including access to CFSs with intersectoral programming interventions	29,000	39,341	723 ¹¹⁹	1,512 (748 girls, 764 boys)		
# of children and caregivers accessing mental health and psychosocial support					53,300	80,040
# of children identified as in need of specialised services who are referred to health, social welfare and justice services	No Target/Indicator		No Target/Indicator		19,500	1,376 (672 Girls, 704 boys) 2 per cent Migrant
#. of children, adolescent, and women accessing GBV risk mitigation, prevention or response interventions			40,000 ¹²⁰ 14,317			

In 2019 39,341 children accessed child-friendly spaces with psychosocial support. As found in the HPM, 1,089 unaccompanied children received special protection services (2,178 per cent more than the targeted 50). Mechanisms and advocacy efforts in addressing vulnerability situations were put in place, as well as mechanisms to identify and monitor UASC.

In 2020 only one indicator is registered in the regional SitRep, showing that UNICEF reached around 14,317 children on the move and their families with legal counselling. This was much lower than the revised target of 40,000 due to the reduction in number of migrants entering the country via CEBAF and subsequent border closures. Other support described in the Peru chapter of the SitRep includes the provision of migratory protection measures to 1,836 children and their families (July – Dec). UNICEF support also included recruitment of additional staff training on protection and production of 2,020 videos (watched by 211,087 viewers) with tips on home-based learning and psychosocial support.

In 2021, aside from the indicator on psychosocial support only one more indicator was recorded to have covered seven per cent of its target. A total of 1,376 children were identified to be in need of special services out of 19,500 children planned. Two per cent of the identified children were recorded as migrants. Host communities were not included in this disaggregation although they are a key part of the VMC response.

¹¹⁹ Target before revision: 10,800, border closure caused that Tumbes intervention gets closed as well.

¹²⁰ The initial target was 1,200. UNICEF based its revision on the information provided by the National Migration Superintendence midyear.

The National SitRep provided more detailed information on the length of the psychosocial support. The response included psychosocial care kits with recreational activities by age groups, distributed in coordination with IPs and community organisations. Key messages were on prevention of family separation and access to protection services as well as training of educators and psychologists from juvenile detention centres and residential care facilities. Additionally, there were hotlines to allow reporting of cases of family violence. Between January and June 2021 1,725 calls related to violence against children were received.

Table 13. Child protection HPM indicators and targets (2019)

HPM indicator – 2019 Child protection	Target	Achieved
# of unaccompanied and separated girls and boys provided with family or community-based care and appropriate specialised services	50	1,089
# of boys and girls attain citizenship, regular migration status or international protection, thus permitting access to basic social rights such as education and health	50,000	0
# of host communities with improved child protection services and strategies for social integration, between host and migrant communities and organisations, including C4D initiatives to address and prevent xenophobia, with UNICEF technical support.	100%	2
# of protection pathways established	1	1
Mechanisms are in place to identify and monitor case of separated and unaccompanied children	1	1

In 2019, with UNICEF's support, the CEBAF developed protocols and service pathways to handle cases of UASC.¹²¹ Children's access to protection services was strengthened, with increased staff presence and capacity of the government body responsible for upholding children rights (an UPE was set in Tumbes). Nearly 40,000 children accessed child-friendly spaces for psychosocial support, and over 1,000 children received special protection services through individual case management. UNICEF continued monitoring government compliance with international standards on migrant child protection.

UNICEF strengthened services provided by the National Migration Authority trained on protection of children on the move, reinforcing their skills to protect migrant and refugee children's rights.¹²² UNICEF provided technical assistance to MIMP and vulnerable populations to strengthen the CP system, emphasising alternative care solutions for UASC on the move. However, KIs emphasised the lack of adequate support for UASC, especially for those travelling for work or those who already are parents. For these, institutional care options are not appropriate. In 2016 Peru legally recognised a special status for adolescents, *la autonomía progresiva del niño* (progressive autonomy)¹²³ meaning that the child protection authorities may recognise the ability of adolescents to look after themselves while being supported and monitored by state social workers. This status, in theory, would be appropriate for many adolescents on the move whose needs for autonomy are not being met through foster care or institutional care systems. LACRO and the PCO should explore how the concept of *autonomía progresiva* can be used most effectively to ensure unaccompanied adolescents – including those with children – can effectively be supported to develop and maintain their autonomy.

In Tumbes, psychosocial kits and information on access to services were delivered to migrants and refugees in transit, reaching 2,995 children, adolescents and caregivers (1,674 female and 1,321 male). The National Migration Authority provided consultation, legal support and regularisation services to a total of 51,777 children and their families (24,601 female and 23,986 male).¹²⁴

¹²¹ UNICEF LACRO, Migration Flows in Latin America and the Caribbean, Jan-Dec 2019.

¹²² PCO Annual Report 2019 <https://www.unicef.org/reports/country-regional-divisional-annual-reports-2019/peru>

¹²³ Ley 30466, Decreto Supremo N002-2018-MIMP, <https://busquedas.elperuano.pe/normaslegales/aprueban-reglamento-de-la-ley-n-30466-ley-que-establece-pa-decreto-supremo-n-002-2018-mimp-1654825-3/>

¹²⁴ Updated Children on the Move, including from Venezuela, and people affected by COVID-19. Jan-Dec 2021.

In August 2019, the IP Warma Huasi started implementing a project for the Migratory Integration of Venezuelan NNA in Lima Norte. The strategy involved direct action in different social spaces in which NNA were involved, such as families, communities and school. A technical assessment of the capacity of the local government officials was made. Affected populations were asked and supported to identify and advocate for their priority needs. This intervention allowed for the improvement of spaces for community integration, strengthening of local government capacities and a replicable strategy for the active participation of the affected population.

Effectiveness Child Protection	
Strengths	Challenges
Psychosocial support has proven effective in reaching its targets over the years.	Insufficient resources and temporary alternative care options for UASC.
The status of autonomia progresiva for some UASC can be an adaptive response to the needs of children on the move	Not enough institutional experience to assess the effectiveness of this alternative

Social inclusion

Sector results formulated as in HAC 2019
<i>The most vulnerable children and their families settling in Peru benefit from social protection initiatives.</i>

Table 14. Social inclusion indicators and targets (2021)

Social Inclusion	2021 (up to June)	
	Target	Result
# households reached with humanitarian cash transfers across sectors	1,000 (4,000 people; 840 girls, 840 boys, 1320 women, 1,000 men)	400 (1,577 migrants: 300 girls, 384 boys, 516 women and 377 men)

Box 1. Lessons learned by UNICEF Peru from the experience with CBI in Peru and Ecuador

- Addressing the migration issue requires combining a humanitarian and a developmental approach, with more emphasis on medium- and long-term effects (commitment to migratory inclusion, with fulfilment of DNNA rights through access to universal services and targeted programmes implemented by the state, while meeting immediate demands).
- Different approach to structural challenges of social protection in both countries - comprehensiveness, HCT or TC are a component, not the only one, as they have always affected children and adolescents in both countries.
- Addressing critical challenges to the quality of public services (fragmentation of supply, "services of the poor for the poor" that perpetuate inequalities and social exclusion).
- Flexibility to adapt to changing needs in a very uncertain context.
- Financing is a critical challenge
- Need to reinforce the preparation stage via institutional platforms ("new ex-PPE").
- Strengthen accountability and community engagement components in CBI in general.

Source: UNICEF Internal Presentation

The funds requested are however somewhat inconsistent with the level of implementation. In 2019 none of the indicators defined in the HPM registered an improvement (see table with two HPM indicators below). As per the 2019 SitRep, UNICEF's partial improvements are to do with evidence generation and advocacy, and eight multi-agency studies on Venezuelan migrant NNA which informed social and behavioural change initiatives, including advocacy with 92,000 people. Some examples were production of 35 media notes and the media campaign #RecibelosconAmor to foster solidarity with Venezuelan NNAs.

In 2020, the funding needs more than doubled, but no targets were defined. UNICEF conducted a study about access barriers to the education system for migrant children, a study on the local

government management for migrant integration as well as a multicentric telephone survey of migrant households with children. Additionally, in a joint effort, UNICEF and other UN agencies conducted a qualitative research study about the refugee and migrant population.

In 2021, UNICEF together with the IP HIAS, set up a CBI in San Martin de Porres and Carabayllo. The target population was vulnerable migrant families with lactating mothers, pregnant women, and/or children and adolescents. Alongside the funds provided there was a complementary intervention to raise knowledge of migrants' rights and access to services. Many government partners were included. Thorough communication and coordination were maintained with other UN agencies and the RMRP cash transfer sub-cluster, in order to avoid duplication. The CBI provided \$US 217 for six months¹²⁵ to 400 vulnerable families (1,577 migrants). Complementary support provided by UNICEF was psychological support, 59 children having their migratory status regularised, 84 new school children being enrolled, 326 referrals to HIAS services: 13 GBV protection cases dealt with, 65 mental health cases addressed and 204 cases of economic inclusion. While on a very small scale, the roll out of a CBI for vulnerable Venezuelan families under pandemic conditions should be considered a great success. It provides an important learning opportunity for the PCO and LACRO in terms of how to establish an emergency CBI.

As per the national SitRep UNICEF is also supporting the GoP with their social protection measures by providing technical assistance and identifying strengths, weakness and bottlenecks during the design, implementation and monitoring of these measures.

Table 15. Social protection HPM indicators and targets (2019)

HPM indicator – 2019 Social protection	Target	Achieved
Shock-responsive SP: Policy/strategy is adapted to support appropriate and timely vertical and/or horizontal expansion of the existing social protection systems during crisis by government and/or humanitarian agencies (Linking with early warning systems, climate change and resilience building policies, contingency budgeting and financing)	1	0
Social protection systems adapt and have the capacity to provide an adequate response to the migration crisis	1	0

Social inclusion	
Strengths	Challenges
Roll out of CBI under challenging pandemic conditions	Low level of implementation, not a priority sector
Experienced CBI partner in HIAS	Low level of funding

Communication for Development (C4D) / Accountability for Affected Populations (AAP)

Sector results formulated as in HAC 2019
<i>Children and their families are consulted for the elaboration and monitoring of the project and have access to life saving information and protective practices on access and use of services. Adolescent migrants are engaged as peer educators. In order to reduce discrimination and xenophobia, the host community is made aware of the rights and needs of the migrant population.</i>

UNICEF results of the C4D implemented activities were summarised in the following indicators as registered in the regional SitReps. In 2019, with 28 per cent of funding covered, UNICEF was able to reach 2,354 people actively participating in accountability mechanisms. This figure was much higher than the number of targeted people. This is because UNICEF and partners also carried out strategy

¹²⁵ The HAC 2021 VMC+COVID-19 states that the duration of a CBI could range from six to twelve months for the same 400 families. Given the COVID-19 situation and the fact that the GoP has not been supporting the Venezuelan migrant families. The latest situation report does not clarify if this has done or not.

monitoring, through surveys, focus groups and interviews in order to adapt strategies according to needs. Satisfaction surveys and suggestion boxes at the CEBAF were implemented, allowing for a more tailored response.

Table 16. C4D indicators and targets (2019, 2020, 2021)

C4D	2019		2020		2021 (upto June)	
	Target	Result	Target	Result	Target	Result
# of affected population in targeted areas actively participating in accountability mechanisms supported by UNICEF	300	2,354 (2,081 women, 143 men, 82 girls, 48 boys)	No Target/Indicator		No Target/ Indicator	
# of people reached in affected areas with messages on life saving skills and protective practice and behaviours, as well as information on access to and use of services			No Target/ Indicator		No Target/ Indicator	
# of people in host communities participating in community activities on prevention of xenophobia, promotion of intercultural dialogue or inclusion ¹²⁶	150,000	6,641 (2,038 women, 539 men, 1,967 girls, 2,097 boys)	7,000	352,426	10,000 (3,000 men, 5,000 women, 1,000 boys, 1,000 girls)	712,710 ¹²⁷

The target of reaching 167,000 Venezuelan children, adolescents and family members with messages on life-saving skills and protective practices, as well as information on access to services was not reached in 2019. This was because the number of people at the CEBAF was significantly reduced given the new entry requirements. The number of people in host communities participating in prevention of xenophobia, and inclusion, went from reaching four per cent of the target in 2019 to overachievement (more than 5,000 per cent) in 2020. This was in response to COVID-19 and UNICEF’s need to adapt to digital platforms and social media, including a Facebook campaign and video production, digitalization of C4D strategy led to overachievement (reach on social media).

In both 2020 and up to March 2021 no funds were received for this sector. Nonetheless, as was the case of 2020 results, in 2021 some advances were registered. These were not in the form of a predefined indicator, but according to the Regional and National SitRep, UNICEF implemented a digital campaign (*Somos Geniales*) covering COVID-19 prevention messages and promoting migratory integration. This reached 169,131 persons. Initial results were positive.

In the 2019 HPM we can also see that three other indicators were collected, with mostly positive results. Two of them reached the target value: 128 professionals were trained in C4D and a C4D strategy was implemented in relation to the VMC.

In 2020, UNICEF focused on promoting social integration among populations settled in Lima Norte. Peru CO C4D related activities were included in the C4D strategy elaborated by the IP Warmi Huasi in the framework of a project entitled *Integración Migratoria de niños, niñas y adolescentes de Lima Norte*¹²⁸ to promote integration of Peruvian and Venezuelan children and adolescents. Warmi Huasi’s strategy was based on a socio-ecological approach which sees development as having five nested

¹²⁶ 2019 and 2021 data for this indicator found in HPM 2019 “VMC-HPM_DATA_ENTRY_DEC-2019”, and “HAC 2021 VMC+COVID-19” files correspondently (not Sit Rep). This target was established before COVID. When the pandemic hit, the national context affected target achievement. UNICEF CO adapted its response to focus on online activities.

¹²⁷ Information from C4D office in Peru, No additional details were provided.

¹²⁸ <https://warmihuasi.org/wp-content/uploads/2022/02/INFOGRAFIA-2020.pdf>

levels of external influence: microsystem (families, peers), mesosystem (communities, local politics, schools), ecosystem (mass media, city government), macrosystem (national politics), and chronosystem (historical period). The same approach was adopted by UNICEF and other IP, and was implemented in other sectors, such as education and social inclusion. The strength of this approach is that it allows creation of a collaborative and bottom-up approach to children and adolescent wellbeing. It makes it straightforward to identify gaps and act on them at the appropriate level. Coherently applying the model, Warmi Huasi involved a range of local stakeholders, including church communities, in the response.

Specifically, the strategy for C4D to promote migrant integration applied social learning theory which postulates that humans learn behaviour and attitudes from observation of other people. Following this precept between January and February 2021 PRISMA chose adult and adolescent leaders and micro influencers of both sexes to participate in communication workshops. The aim was to create sharing spaces and replication of information among groups of peers about GBV and access to services, especially among girls. The direct empowerment of girls in communicating and advocating for their rights was considered a steppingstone towards creating dialogue spaces and experienced-based learning. Adolescent influencers helped transmit to their peers the information learned, creating an authentic, emotion-based communication, reaching a wide and diverse audience.

The strategy also undertook actions directed towards the adolescents' families, promoting access to public services and strengthening public servants' C4D skills. Strategic partnerships were made with local governments and identified institutions in two districts, to involve them in the integration process and to disseminate information on access to services and COVID-19 prevention. An important role was given to educational institutions, strategic entry points to facilitate contact with families. The intermediary role of UGEL 02 and 04 was of pivotal importance for the response.

These activities were rolled out during the pandemic and informants acknowledged shortcomings due to access to connectivity. Not everyone had adequate technology and/or internet connection or familiarity with Zoom. Another constraint was that fewer Venezuelans parents could participate than targeted, due to work and time pressures. Also, not every parent gave the mandatory signed informed consent for their children's participation. Additionally, the time period was not favourable, since it coincided with school holidays and the second COVID-19 wave.

Table 17. C4D and accountability HPM indicators and targets (2019)

HPM indicator – 2019 C4D and Accountability	Target	Achieved
# of people reached with child protection messages on violence and GBV prevention, protective practices or information on uptake of services (CP)	150,000	104,964 (16,695 women, 18,135 men, 33,094 girls, 37,040 boys)
# of evidence-based national or sub-national migration crisis C4D strategies developed and implemented	1	1
# of government officials, NGO staff or other professionals trained in C4D approaches to migration flow	100	128 (73 women, 37 men)

C4D	
Strengths	Challenges
Response adapted to COVID-19 fostered a broader audience by digitalising the interventions	Low funding levels limit UNICEF's own capacity in this area
Good capacity building initiatives and reach	
UNICEF CO implemented a gender-transformative approach through its C4D activities	COVID-19 negatively impacted the reach of the intended activities, mainly due to insufficiency of internet connectivity

EQ8: To what extent did UNICEF's situation monitoring, monitoring of the quality of the service, real-time monitoring, accountability mechanisms at the migrant/host community/ and government service levels, lead to improved effectiveness of the response at CO/RO levels?

Monitoring of the response is established through the framework of the HAC and HPM monitoring system. This includes establishment of indicators for specific activities, based on estimated targets. It has been mentioned above that indicators have been changing over time in the different HACs reflecting adaptation of activities to the context of the response. This also shows a gap in terms of the strategic planning at CO level and some weaknesses in the definition and monitoring of targets.

HAC is the instrument that UNICEF uses for planning. However, despite the opportunity for some adjustment for the fluidity of the situation in Peru, the HAC could not and cannot capture necessary detail. This has been a particular challenge especially since mid-2019.

UNICEF Peru's 2022-2026 CPD noted that "According to the Committee on the Rights of the Child, data are not collected and analysed systematically. With UNICEF support, administrative records and surveys have been improved, but the monitoring of child poverty, violence, abuse and exploitation data, especially in rural areas and for migrant, indigenous and disabled populations, needs to be strengthened".¹²⁹

To monitor the situation at the borders, UNICEF partnered with IOM to implement the Displacement Tracking Matrix (DTM). This started in November 2018 for Round 4 of the DTM. A chapter on children on the move was added. Furthermore, two nutritional studies were implemented in Tumbes, one in August 2018 and the other in March 2019. Results were published in the *Revista Peruana de Medicina Experimental y Salud Pública*¹³⁰

KII confirm a lack of reliable data since the pandemic as humanitarian agencies have been largely depending on estimations, and have lacked detailed data on migration plans and returnees. During the course of 2020, while Peru officially closed its borders, partners expressed concern regarding the high level of irregular population movements, and the low level of UNICEF field presence and monitoring capacity. They were concerned that UNICEF Peru had little to no capacity to monitor and address the risks to children on the move, particularly of UASC, in terms of trafficking and sexual exploitation.

In the HAC 2021 it is mentioned that generation of evidence was impaired by methodological changes in data collection methods, especially in national-level surveys, which rely on outdated and overwhelmed administrative registry systems.

Based on the overall review of five country case studies and the LACRO response to the VMC, it can be observed that there are very few evaluation exercises that demonstrate the impact, or lack thereof, of specific UNICEF modelling and approaches in favour of the integration and empowerment of

¹²⁹ p.3/17. https://www.unicef.org/executiveboard/media/8926/file/2022-PL12-Peru_CPD-EN-ODS.pdf

¹³⁰ Argas-Machuca, Rocío; Rojas-Dávila, Carlos; M Michelle Jiménez; et al., 'Situación nutricional de los niños migrantes venezolanos a su ingreso al Perú y las acciones emprendidas para proteger su salud y nutrición', *Revista Peruana de Medicina Experimental y Salud Pública*, vol. 36, no. 3, 2019, pp 504-510. http://www.scielo.org.pe/scielo.php?script=sci_arttext&pid=S1726-46342019000300504

Venezuelan children and adolescents. This marks an important impediment in assessing the extent to which UNICEF Peru’s approaches have been supported by rigorous evidence.

M&E	
Strengths	Challenges
Monitoring through the HAC/HPM Framework and also through RAM and CPD	Lack of monitoring of irregular movements and at both northern and southern border crossings and along the migration route to Chile, after the COVID 19 pandemic
	No strong impact evaluations to identify the effectiveness of UNICEF Peru’s approaches to empowerment and integration of Venezuelan migrant children and adolescents.

EQ9: To what extent have internal (within UNICEF, between countries and sectors) and external coordination mechanisms been effective in enhancing the quality of the overall response and advocacy on behalf of VNZ migrant children and their families?

UNICEF Peru has had an important role on coordination in several sectors, in particular in 2020 and 2021 in education, protection and WASH. As already noted, the agency has led or co-led the Working Groups within the National Humanitarian Network (with the GoP, civil society and the UN). UNICEF has also co-led along with UNESCO the Global Coalition for Education chapter in relation to the implementation of MINEDU’s COVID-19 response mechanisms which have, prioritised Venezuelan children as a group with particular vulnerabilities UNICEF has also worked actively in CP, health and nutrition working groups and has actively participated in the GTRM.

As stated in the regional SitReps, the main form of support provided by UNICEF in terms of coordination included providing policy development, capacity building and subsequently specifically adapting the response to COVID -19 protocols and prevention measures.

Information available to the ET suggests that coordination between the PCO and LACRO on the response strategies and modalities have been limited. Interviewees report a decline in time in terms of communication frequency and quality between Lima and Panama City starting in mid-2019. This decline also hindered cross-country communication and information sharing among COs.

Generally, the coordination between UNICEF and different humanitarian actors on the field has proven effective in avoiding overlaps and providing reliable data on the migration flow, although there was a widespread lack of coordination and efficiency to deal with irregular entries.

When the Peruvian political situation worsened, UNICEF and the other humanitarian actors were left with the full responsibility of the response. It is evident from documents and interviews that declining coordination among actors, both UN agencies, local NGOs and governmental institution was one of the first consequences of the turmoil.

EQ10: To what extent did the activation of the UNICEF Level 2 emergency procedure in 2019 in Peru, and later L3 designation of COVID-19 emergency, allow for more effective scale-up of UNICEF’s support (from all levels) and response to address the critical needs and provide increased protection and services to Venezuelan migrant children and their families? To what extent did the L2 designation facilitate/change/simplify procedures at CO/RO/HQ levels?

As noted, the PCO was unable to treat the VMC as an emergency, L2 or otherwise, due to the GoP’s attitude. Despite previous good relationships and working frameworks, UNICEF did not manage to convince the GoP to set up an early and consistent response (as neither IOM nor UNCHR managed to do). When the L3 Emergency for COVID-19 was declared, the process was simplified, but it remained very bureaucratic for PCO staff. According to KIs, both inside and outside, among the five country case studies, UNICEF Peru is the one that least modified its internal practices and external programming in relation to the VMC.

However, UNICEF Peru did work with PUCP for a monitoring exercise. Between August and October 2019, the PUCP collected information on irregular border crossings, allowing UNICEF to adapt its response, with the CEBAF being closed, and move towards mobile teams.

Coordination	
Strengths	Challenges
External coordination mechanisms were successfully adapted to the COVID 19 challenges	Internal coordination suffered due to the rapid rate of staff turnover and lack of proper on-boarding, training and orientation processes

6.3 Coverage

The evaluation of the coverage of UNICEF’s response is guided by the following overarching question: To what extent were the most vulnerable Venezuelan refugee/migrant girls and boys and their families reached with needed protection, assistance and empowerment? This section will address the different specific evaluation questions under this overarching question.

EQ11: What were the internal and external factors that enabled or constrained UNICEF’s ability to provide the most vulnerable Venezuelan migrants and refugee children, their families and host communities with protection and assistance according to their needs?

Coverage is primarily determined by the identification of people in need, their location, profile and vulnerabilities, and the capacity to identify them, reach them and address their needs.¹³¹ The GoP’s attitude to the VMC was one of the factors hindering the response. Interviews and desk research highlight lack of capacity to deal with the emergency, almost non-existent dialogue between ministries, and a general climate of xenophobia in the media which encouraged by the GoP.¹³² According to the Comisión Nacional Contra la Discriminación (CONACOD)¹³³, the Peruvian media played a part in reinforcing negative stereotyping of Venezuelan migrants and refugees. Migrants often are presented in the news as the reason for unemployment or crimes.

As noted, the initial openness towards Venezuelans was abruptly interrupted by visa requirements, political upheaval, and consequences of the pandemic, further impacting already limited access to services. With the borders closed, migrants began to cross the border irregularly, avoiding formal assistance mechanisms and thus becoming more vulnerable to human trafficking and sexual exploitation, among other protection risks. The militarisation at the northern border with Ecuador represented a particularly important external hindrance to humanitarian actions. Nevertheless, UNICEF and GTRM partners managed to find a way to remain present in the territory and provide help to transiting migrants outside the designated border areas (the CEBAF). Psychosocial and hygiene kits were provided by UNICEF and its IP, while also continuing to assess needs.¹³⁴ In addition, UNICEF quickly mobilised a mobile team to identify UASC and orient them towards available services.

Concerning the development response in Lima, the knowledge of the territories and the contact nets of the IP was a great enabling factor to mobilise local authorities in the response. All IP interviewees stated their past relationship with UNICEF had enabled a swifter response in Lima Norte. This was particularly the case with Warmi Huasi, with whom UNICEF had previously partnered. In Lima Norte, UNICEF’s presence in Carabayllo, through Warmi Huasi, allowed the team to quickly broaden their activities and move into a bigger building, thus expanding their activities to migrants and host communities.

¹³¹ Identifying people in need is addressed in EQ8, and capacity is discussed in EQ5.

¹³² https://idehpucp.pucp.edu.pe/lista_publicaciones/la-xenofobia-en-la-lucha-contra-la-discriminacion-en-el-peru/
<https://www.reuters.com/article/venezuela-politica-peru-idLTAKBN1WE0NN>
<https://ojo-publico.com/2774/mensajes-de-odio-hacia-venezolanos-aumentaron-nueve-veces-en-campana>

¹³³ <https://observatorioredeshumanos.minjus.gob.pe/comision-nacional-contra-la-discriminacion-conacod/>

¹³⁴ Sit Rep Venezuela, Jan-Dec 2021

EQ12: What factors have affected donors' perceptions and willingness to fund UNICEF's programmes and appeals in line with assessed needs/targets?

In 2018, UN agencies mobilised CERF funds to address the VMC. In Peru the general response funded by the CERF focused on the arrival phase through the northern border, in the CEBAF and in Tumbes, including UNICEF's response. In the RMRP group, IOM was the central agency at regional level to organise data and to then fundraise for the different sectors.

For the Lima response, regular programming funds were used, which came from different sources: global UNICEF; local fundraising by the PCO specialised team; local committees and bilateral agreements. Funding for the emergency response was mainly channelled through the regional platform.

Significant funding from Canada demonstrates the lesson, also emerging from other country case studies, that integration of migration issues into the CPD and longer-term programming can be attractive to some donors that would not have responded as strongly to a purely humanitarian appeal.

According to some KIs, it is vital that Peru's response to the VMC be centred on the integration of families on the move, thus leading to focus on the urban areas where they settle. In this view, the way in which we should understand humanitarian activities and their scope should incorporate some level of integration-related activities as well. Integration into its existing focus communities has been the main focus of the PCO. This is also consistent with the GoP's stance of wanting humanitarian resources to be channelled to existing services.

However, this understanding was not shared by LACRO. While bilateral donors appear to have understood well this integration focus, it caused tensions with humanitarian donors at the regional level. As well, LACRO expected from the PCO a similar package of humanitarian activities of the kinds presented by COs in other transit countries.

6.4 Coherence and coordination

The evaluation of the coherence and coordination of UNICEF's response is guided by the following overarching question: What are the main factors that have led to internal and external coherence and coordination of UNICEF's response or lack thereof? This section will address the different specific evaluation questions under this overarching question.

EQ13: What factors led to or detracted from UNICEF's ability to balance its response to local needs and national priorities?

As seen in EQ11, the political situation in the northern border exacerbated the divide between local needs and national priorities.

From reviews of documents and interviews it appears evident that the shift from emergency to development response from UNICEF Peru was premature and not particularly far-sighted. As noted above, UN agencies, including UNICEF, were forced to close operations in the CEBAF and reduce capacity in Tumbes in late 2019/ early 2020, due to the decrease in the flow of migrants as a result of visa requirements and then the pandemic. The aim was to return to Lima Norte and focus on integration of the already settled Venezuelans in the districts of the capital. In Tumbes the response was never considered with a development focus.

This shift did not consider what was actually going on at the borders, which was an undetermined flux of migrants entering Peru through irregular paths. Monitoring exercises and reports did not reflect the actual situation, even if UNICEF and the GTRM partners instituted mobile teams and instituted temporary shelter to move migrants from the CEBAF. Humanitarian actors continued their operations despite the complex situation and uncertainty. Informants highlighted that while Lima was under an extensive lockdown, in Tumbes it was never respected. Marketplaces remained active, posing a great health risk. It has to be highlighted that both the pandemic and the closure of the regular borders hindered significantly the capacity to address the emergency of all actors involved in the response.

UNICEF co-led fundamental sub-clusters of the emergency response in the Tumbes area, such as WASH, CP and nutrition and deployed its specialists. Interviewees stressed how overwhelming was the gap left by UNICEF when it reshaped its humanitarian intervention. UNICEF proved to be necessary

both for coordination and logistical support in the Tumbes area and in the CEBAF. Having pre-existing and good relationships with governmental institutions, UNICEF was a key facilitator between local actors and central government. When it scaled down its operations, interviews confirm the difficulty to understand and respond to local needs in Tumbes. Here communication and coordination with local government and experts was hindered by the emergency situation and the remote location.

At the national level, there is evidence of UNICEF support of and advocacy for GoP actions and policies. However, the same approach was not consolidated at sub-national levels. From the interviews it appears that this depended on the absence of local intermediaries from line ministries and resultant lack a comprehensive vision of regional needs.

EQ14: What is UNICEF's added value in the VMC response?

Interviews with local stakeholders and humanitarian actors agree about UNICEF's importance to the response. The dual mandate is one of the reasons. Furthermore, it is also stressed how UNICEF was the only agency with an experienced focus on children and adolescents, and the only agency with WASH capacity and experts in a country already infamous for lack of sanitary structures. Additionally, UNICEF already had working agreements with governmental entities and several of its IPs, factor highlighted as salient to enable effective partnership' and work in an already unstable political context.

EQ15: To what extent were meaningful partnerships and/or coordination mechanisms established with other key actors (e.g., government at national and local levels, civil society, NGOs, academia, private sector, other UN agencies etc.), to assist, include and empower the most vulnerable Venezuelan children and their families?

In the framework of the RMRP, UNICEF closely collaborated with other UN agencies and local NGOs to avoid duplication and bridge gaps. Informants confirm that RMRP was useful to help coordinate and enhance effectiveness of the response. The interagency field mission carried out in July 2018 was coordinated with GTRM and HCT, involving regional authorities. The main objective was to gather information directly from the Venezuelan migrants. Gender experts participated and made specific interviews and visits to protection related entities in Tumbes. The response planning was coordinated with IOM and UNHCR so to have an informed approach with what had already been implemented in CEBAF. In the case of CP the PCO, under LACRO leadership, established country-level working relationships with IOM and UNHCR in order to conduct joint advocacy for the Quito Process. Under the same framework, joint advocacy mechanisms were set up to lobby against the militarisation of the northern border in 2021, principally with IOM, UNHCR and UNFPA.

It is worth highlighting the most successful examples of partnership between United Nations agencies and governmental entities. In 2016, MIMP, the Instituto Nacional de Estadística e Informática (INEI) and UNICEF published together a multinational study on violence against children¹³⁵. In June 2018, the GoP stressed the need to have reliable data on the conditions of Venezuelans living in the country. By July, UNHCR, IOM and UNFPA had adhered to such a study led by INEI. UNICEF joined in September 2018. UNICEF's pre-existing framework agreement with INEI made the mobilisation of funds smoother. Whenever other UN agencies did not have a framework agreement with INEI, mechanisms were established to ensure that funds were transferred through UNICEF. Based on this collaboration of all entities, the ENPOVE published in 2019 was used subsequently as a baseline for interventions.

UNICEF has had a track record of working with MIMP which facilitated the establishment of an UPE in Tumbes. As noted, this significantly improved protection of the most vulnerable migrants.

Informants told the ET it provided much easier in the capital to forge political collaboration and partnerships as all involved actors were present and understanding of the logic of development allowed time to address issues. What emerged from the desk review are smoother relationships and collaborations with and among local stakeholders and UN agencies in Lima, compared to Tumbes. As noted, existing relationships with IPs and local government in Lima Norte allowed for smoother

¹³⁵ <https://www.unicef.org/peru/sites/unicef.org/peru/files/2019-01/Entender-para-prevenir-Violencia-hacia-ninos-ninas-y-adolescentes-en-el-Peru-Resumen-Ejecutivo%20%281%29.pdf>

dialogue and quicker procedures to implement the integration activities in both neighbourhoods targeted by UNICEF.

Most IPs have had a history of working together with UNICEF in other interventions. For example, PRISMA has been working with UNICEF since 2011 and in 2017 prepared an intervention together against Zika virus. COOPI worked with UNICEF from 2017 around issues related to El Niño.

As another example of past collaboration, the work between UNICEF and other institutions¹³⁶ as UGELs identified dropout cases among beneficiary families and reconnected students with the educational system. This was particularly useful when UNICEF Peru adapted its response to the COVID-19 pandemic. In collaboration with its IPs, it was able to quickly shift to online courses and training. Furthermore, UNICEF developed campaigns to address school dropout.

In April 2019, PRISMA, supported by UNICEF, undertook a Situation Analysis of Children and Adolescents on the move from Venezuela (SitAn) in San Martín de Porres, a district in Lima Norte with a high concentration of Venezuelan migrants.

UNICEF commissioned IOP PUCP to carry out in April 2019 a cross-border study of the people who entered Peru from Ecuador through irregular paths.¹³⁷ Additionally, the PUCP worked together with UNICEF to strengthen the knowledge and capacity of Manuela Ramos and Warmi Huasi facilitators, in the framework of GBV prevention and gender equality in San Martín de Porres and Carabayllo.

EQ16: How coherent were coordination mechanisms at the CO and Regional level?

From interviews it became clear that the regional fora such as the Quito Process put in place for the response were an effective coordination and action framework, on paper. However, in practice, KI and document review show that the implementation of the Quito Process was not as successful. As one KI stated, this was mainly due to an unclear regional vision from UNICEF RO and little support when transitioning lead countries.

At regional level, coordination is channelled through the R4V platform, in which LACRO co-leads on: I) Communicating with Communities (CwC), II) Communications; III) Safe Routes and Support Spaces and IV) the Anti-xenophobia Campaign. As noted, there appear to be some incoherencies between LACRO's and the PCO's approach to the VMC. UNICEF Peru perceives that LACRO was seeking to inflate numbers and to overstate the severity of the emergency, while UNICEF Peru did not share the perception that the emergency activation should even exist. This perception by the PCO was not necessarily aligned with the thinking of other R4V partners. It is noteworthy for example that UNICEF did not participate in a 2021 R4V Joint Needs Assessment carried out by UNHCR, IOM and nine other R4V partners.

6.5 Efficiency

The analysis of efficiency is guided by the overarching EQ: "To what extent has UNICEF delivered results with efficiency and timeliness?" The answers to the sub-questions below provide insight.

EQ17: Were UNICEF strategies and programmatic interventions designed taking into account the activities, capacities and efficiencies of other UN agencies, local governments, central governments, civil society organisations, NGOs, private sector?

UNICEF established agreements and coordination with local governments and civil society organisations, involving them in the working groups it was leading or co-leading. As already mentioned, most IPs were previous partners of UNICEF in other responses in Peru. In Lima Norte, UNICEF relied extensively on its IPs and their knowledge and previous interventions. In this sense, UNICEF Peru's was highly efficient in the sense that it entailed minimum disruption to its established plans and partnerships.

¹³⁶ <https://www.unicef.org/lac/en/stories/peru-migrant-families-face-pandemic-help-cash-transfers>

¹³⁷ UNICEF y Instituto de Opinión Pública de la Pontificia Universidad Católica del Perú, *Levantamiento de información en Espacio Transfronterizo*, (documento interno), septiembre 2019.

EQ18: When did coordination with national Governments, UN agencies and other major respondents avoid overlaps and bridge gaps? If any, what are the reasons for the gaps and what is needed to close them?

An example of UNICEF Peru’s coordination with national government and UN agencies is the ENPOVE 2018 survey mentioned above¹³⁸ In June 2018 the GoP highlighted the need to have reliable data on the living conditions of Venezuelans living in the country. By July 2018, the World Bank, UNHCR, IOM and UNFPA recognised the need to have reliable and disaggregated data on the living conditions of the Venezuelan population in Peru to formulate well-informed public policy and supportive action. All organisations voiced their interest in participating in this exercise. UNICEF decided to join towards September-October 2018 in order to bring their perspective and resources to this exercise. The positive track record of the INEI was widely recognised among international partners and fully supported within the GoP. Thus, leadership of the initiative was well established from the onset.

The initial questions that fuelled the collaboration included:¹³⁹

- How can we generate reliable data that provides the government and all participating organisations, as well as the wider humanitarian and development community, with a better understanding of the Venezuelan population?
- How can agencies pool resources and expertise to ensure results are produced that are useful at political, strategic and programmatic levels?
- How to ensure that collective technical collaboration prevails over the individual foci of each agency?

In July 2018, a technical working group was created with representation of the World Bank, UNHCR, IOM, UNFPA, and UNICEF under the leadership of INEI. Technical meetings between the agencies allowed for the design of a common survey methodology and a survey instrument. By October 2018, the survey was ready to be implemented. From 26 of November to 31st of December 2018 the survey was conducted with full participation, and collaboration, of all entities involved. The first results were shared in a public meeting and press conference held on June 27, 2019. The presentation was led by the Executive Director of INEI with presence of representatives from the Ministry of Foreign Affairs and the Ministry of Economy. Data provided by the survey supported all agencies to better understand the needs and vulnerabilities of the Venezuelan migrant community.

Interviews generally agree that the R4V platform and the RMRP, despite expressed shortcomings have been useful to avoid overlaps. As noted, it is generally agreed that UNICEF’s withdrawal from significant engagement in the humanitarian response in Tumbes, and lack of engagement in other settings along migration routes, generated knowledge gaps. It is also worth noting UNICEF Peru’s decision to go with a CBI programme of its own, rather than electing to partner with other larger CBI actors such as UNHCR. There are efficiencies to be gained through joint programming which were not realised in the UNICEF Peru CBI initiative.

Efficiency	
Strengths	Challenges
Effective partnerships with UNHCR and IOM on the ENPOVE Survey	Inter-agency coordination is sometimes challenging due to mandates and internal strategies
Institutional support to local and national government institutions	Gaps generated by UNICEF Peru’s withdrawal from activities in Tumbes

¹³⁹ Ibid, p. 33

6.6 Connectedness

The evaluation of the connectedness of UNICEF's response is guided by the following overarching question: To what extent is UNICEF Peru's response to the Venezuelan Outflow linked to other key institutional planning and policy processes? This section addresses how the needs of the Venezuela migrant and refugee populations have been addressed by linking the two specific evaluation questions formulated under this overarching question. The two EQs are answered together because they are related.

EQ19: How is the new country programme of UNICEF Peru adjusted to the new context and needs of the Venezuela migrant and refugee populations effectively being addressed by linking the emergency response to longer-term development goals in each country? What are the difficulties, including opportunity costs, if any, encountered internally and externally (i.e., UNICEF internal structure and processes, donor requirements)?

EQ20: To what extent has UNICEF adopted a whole of migration cycle approach which provides longer-term solutions for migrants, refugees and returnees including preparedness for new influxes, support to access social services in host countries as well as when returning and reintegrating in their home countries (the nexus)?

In its new CPD 2022-2026¹⁴⁰, UNICEF Peru addresses current and future migration flows, as well as response to natural disasters, under the component Every Child and Adolescent is Protected. This is intended to continue to promote the humanitarian-development nexus by linking the response to the migration crisis, and other types of emergencies, to the strengthening of the protection system for children and adolescents. In particular, UNICEF Peru will continue to work in close collaboration with several government entities, such as the Superintendency of Migration, MIMP and (MINEDU) to integrate a child-sensitive approach in its services to migrant populations.

KIIs and review of literature shows there was little to no preparedness for the VMC. UNICEF was not alone in this for there was also a lack of preparedness on the part of its IPs and other humanitarian actors, exacerbated in Peru by governance instability. Some informants also highlight the inefficiency of the thematic approach, which led to a gap in communication. The UNICEF emergency response in Tumbes was based on the supposed short-term nature of the emergency. According to KIIs and document review from Lima Norte, from the beginning it was clear that there would be a development-oriented, integration focus that would align with UNICEF Peru's pre-existing programme in the districts of San Martin de Porres and Carabayllo.

It should be noted that UNICEF, other agencies, CSO, and IPs dealt with a difficult political context. UNICEF Peru has had a development-, or integration-focused approach to the migration crisis, which responded well to the majority of migrants settling in urban areas. As soon as the declared flux began to decrease, after the visa requirements were put in place, UNICEF began to immediately shift attention and resources to address the longer-term needs of already settled Venezuelans in two districts in Lima Norte. UNICEF further focused on education, access to social services, and social inclusion as part of its development response.

UNICEF has been working closely with SOS Children's Villages (Aldeas Infantiles) in Tumbes to train authorities in Tumbes to strengthen protection mechanisms for unaccompanied or separated migrant children and adolescents, and ensure that they receive comprehensive assistance that guarantees their rights. UNICEF, with the support of SOS Children's Villages Peru, executed the project "Care and protection of unaccompanied or separated migrant children and adolescents in Tumbes", to strengthen the skills, abilities and capacities of specialists from UPE and the specialists Special Protection Directorate of Lima with the aim of carrying out an adequate management of cases of unaccompanied and separated migrant children and adolescents. The project virtually trained 28 specialists. Additionally, UNICEF and SOS Children's Villages worked on promoting alternative care, reunification and foster care services. Regarding the latter, 1,738 people received information, 65

¹⁴⁰ UNICEF: UNICEF Peru Country Programme 2022-2026.

organisations joined, and 28 applications were received to become a foster family. UNICEF has been working on this strategy to strengthen the State’s response since August 2020.¹⁴¹

Connectedness	
Strengths	Challenges
UNICEF Peru maintains its commitment to enhancing CP systems for children on the move within its new CPD.	Challenges linked to the national context. UNICEF Peru has taken a limited approach to the whole-of-migration cycle, focusing strongly on enhancing local integration within two districts in Lima Norte, and some capacity building in Tumbes

6.7 Cross-cutting

To what extent has UNICEF’s response to the Venezuelan Outflow taken a gender, equity, conflict sensitive and accountability approach at all levels?

EQ21: To what extent has UNICEF Peru addressed cross-cutting issues, especially:

- **Accountability to affected populations (AAP).**
- **Gender, disability, and social inclusion.**
- **Prior, new, and emerging gender inequities and protection issues for women and children (e.g., child marriage/premature unions).**
- **Gender based violence (GBV).**
- **Conflict-sensitive analysis and programming.**

Cross cutting issues have been treated through the report in different EQs. To summarise:

- **AAP:** Although UNICEF has established basic AAP mechanisms, challenges exist, mainly in areas where irregular migrants settle, where lack of beneficiary engagement, insecurity, poor information, and absence of standards affect the AAP paradigm. All IPs have AAP activities in the PCAs. However there is still some work to be done to close the loop on beneficiary feedback. AAP is mainstreamed throughout all agreements with IPs. UNICEF Peru has been proactive in developing materials and capacity-building to ensure AAP is implemented. However, challenges remain where lack of beneficiary engagement, poor information, and absence of standards affect the AAP framework. There is little to no evidence that the feedback loop is closed throughout activities implemented. Specifically, actions or responses seem to rarely be communicated to populations.
- **Gender:** UNICEF Peru has developed several gender-transformative activities through its IPs, mainly PROMUNDO and the PUCP. UNICEF has been working at different levels: capacity building with local governments, technical assistance with CSOs, working sessions with migrant children and adolescents and educational programming to empower and combat traditional gender norms.
- **PSEA:** UNICEF Peru sees PSEA as a priority when working with partners. In this sense, they trained all IPs in PSEA with capacity building exercises on how to respond in cases of sexual exploitation and abuse.
- **Social Inclusion:** One of the most cross-cutting issues yet direct HAC indicators of social inclusion in Peru appear only for 2021, concerning CBIs. Social inclusion interventions took place in Carabayllo and San Martin de Porres. From the interviews it appears there is the will to expand and code the response so it can be scaled, but no direct evidence of that was found.
- **GBV:** Direct interventions were programmed on GBV prevention and information sharing, involving different age groups. GBV is a major problem in Peru, with 181,885 cases reported in

¹⁴¹ [Aldeas Infantiles SOS Perú y UNICEF desarrollan estrategia para mejorar atención de la niñez migrante en la frontera norte - Aldeas Infantiles SOS Perú](#)

2019 by the MIMP. In 13 per cent of cases the victim was an adolescent. Pivotal for the response and the workshops was the IP Movimiento Manuela Ramos which relied on a ground-breaking conceptual and methodological toolbox elaborated between 2014-2017 and implemented to promote integration of Venezuelans.

- **Disabilities** are accounted for in monitoring processes by UNICEF and partners, but the evaluation has identified weaknesses in the overall response. There is no account of structures in the receiving borders structures being adapted for the needs of persons with disabilities. An additional challenge for UNICEF and partners has been to define a clearer differentiation of disabilities, as mental health related ones are not properly singled out in information gathering and monitoring.

7. Good practices

- **WASH performance during 2019 – to address the large numbers:** WASH was able to respond quickly and effectively with partners at the height of the influx, as hundreds and thousands accumulated at the border. KIs emphasise that UNICEF team was highly professional and showed leadership under pressure.
- **ENPOVE Survey:** In 2018, UNICEF Peru collaborated closely with UNHCR, IOM and World Bank to co-design a survey of Venezuelan migrants and generate data needed by the Peruvian government and all institutions involved in the VMC response. The ENPOVE 2018 was a great monitoring and advocacy tool, but soon after its publication the humanitarian visa was put in place and later the COVID pandemic hit. This quickly made the data outdated and decontextualised. The fast pace of the VMC and the pandemic made more pressing the issue of high-level advocacy.
- **Development of online school registration portal with the Ministry of Education:** Piloted first in the Lima Department of Education, MINEDU went on to roll out the online portal for school registration in 11 provinces. This allowed Venezuelan migrants to register for school in any location, and enabled MINEDU to better plan for the school year, based on advance registrations in the system.
- **New model of capacity building with Tumbes UPE.** This involved the development of training packages that will remain as staff members rotate. In order to address the problem of continuous rotation of staff in public service, UNICEF developed a series of training packages for new UPE staff in the CEBAF in Tumbes. This is considered a good practice as it addresses the need for continuous retraining, as seen in other institutions in Peru and other CCSs.
- **Resource mobilisation for gender equality among Venezuelan migrant children and adolescents:** As stated in the PCA between UNICEF and PCUP, “Multiple investigations carried out in contexts of violence demonstrate the existence of a link between the construction of masculinity and violence as a tool of power. In this sense, PROMUNDO maintains that working with men and boys to transform gender norms harmful and unequal power dynamics, is a fundamental part of gender equality. For women and girls to move forward, men and boys must see themselves as allies in the process.”
- In this sense UNICEF has been a champion at addressing gender-based violence, harmful gender norms and gender inequality. UNICEF Peru proactively sought out resources for programming focused on gender equality and gender transformative approaches which would include Venezuelan migrant adolescent girls and boys from the Canadian government and Education Cannot Wait.¹⁴²
- **Building capacity of government and civil society on migration** by selecting and building capacity of local, regional, and national NGOs on emergency humanitarian responses to migration.
- **COVID-19 Humanitarian cash transfers benefited families at a critical moment when help was needed most:** A positive adaptation to the COVID-19 pandemic was UNICEF Peru’s CBI, recognising that refugee/migrant families were particularly vulnerable and did not have access to alternative government support programmes.

¹⁴² <https://www.educationcannotwait.org/>

8. Conclusions

The case study has responded to the above EQs based on the evidence obtained in the field, from informants, highlighting for each EQ strengths and. Conclusions which follow are grounded in the findings reported above.

Appropriateness

UNICEF Peru has participated in a complex response to the VMC, which has unfolded in a context of diverse and multiple humanitarian needs and issues, not the least of which has been the effects of the COVID-19 pandemic. During this period, UNICEF Peru has appropriately adapted to the VMC by adjusting its CPD to include a fifth component on migration. This was an appropriate and timely response. However, in the face of the introduction of the humanitarian visas and the border closures related to COVID-19, UNICEF Peru did not demonstrate an appropriate advocacy strategy or response to address risks for children on the move. UNICEF staff were too few and not provided with sufficient training and support to carry out needed situation monitoring or to take a route-based approach. Neither were they provided with sufficient information and training on humanitarian standards such as the CCCs.

The idea of a Regional Protocol for Children on the Move arising from the Quito Process was a good and powerful one, and would have set a strong precedent for future migration flows. However, it required both internal and external commitment, dedicated resources, coordination and high-level influence, all of which UNICEF lacked.

Effectiveness

UNICEF Peru has had an important role in coordination in several sectors, in particular in 2020 and 2021 in education, protection and WASH. It led/co-led Working Groups within the National Humanitarian Network (with the Government, civil society and the UN). UNICEF has also co-led along with UNESCO the Global Coalition for Education chapter in relation to the implementation of the MINEDU COVID-19 response mechanisms, prioritising Venezuelan children as a group with particular vulnerabilities. UNICEF has actively participated in the GTRM. One of UNICEF Peru's strengths is its technical support of policy development, capacity building, and adapting the response to COVID -19 protocols and prevention measures.

UNICEF Peru's humanitarian-development response to the VMC has been on a relatively small scale. UNICEF was however able to adapt its activities during COVID, focusing on remote training, educational materials, hygiene items and toy kits. However, as shown above, knowledge is often lost with high staff turnover (both in government institutions, NGOs and UNICEF).

Following border closures in 2020, there was growing concern with the high level of irregular population movements. UNICEF has had little to no presence at borders, which has affected advocacy on risks to children on the move, particularly for UASC. Overall, there has been a lack of reliable data from all organisations and institutions, further affected by the COVID-19 pandemic. However, UNICEF was able to work closely with IOM to obtain data as well as coordinate with different humanitarian actors to avoid overlaps and provide data on migration flows.

UNICEF Peru did not treat the VMC as an emergency, L2 or otherwise, due to GoP attitudes. Despite previous good relationships and working frameworks, international organisations, including UNICEF, IOM, and UNHCR, did not manage to convince the Government to set up an early and consistent response.

Coverage

A key challenge facing UNICEF Peru has been the lack of data and evidence as basis for appropriately targeting programmes. The approach of UNICEF Peru has been extremely small-scale and localised in two districts of Lima Norte, but evidence suggests that there were needs at the border crossing with Tumbes which were overlooked, as well as emerging needs in other parts of Lima Norte that were not considered. UNICEF Peru did not take a route-based approach and has had no presence at the southern border with Chile. The scale and wide geographic dispersion of the migration phenomenon appears not to have been considered relevant by the CPO, especially as it was not given resources to address the VMC at scale. Mass migration is a specific phenomenon whose characteristics need to be taken into account by UNICEF at all levels to improve future responses: it is dynamic, not localised like

natural hazards. It ebbs and flows according to specific social, economic, and political factors (human generated) rather than those of that natural world. In this sense, it should be something that UNICEF and other actors can better model and plan for. The push and pull factors can be monitored and analysed and likely consequences for human population movements modelled. Early warning systems, at local, national, and continental/regional levels, are needed to improved preparedness.

Coherence and coordination

The evaluation findings have documented various levels of incoherence and lack of coordination that should be addressed by UNICEF at CO, Regional and Global level. The design of an L2 activation and humanitarian response built around one national population movement – the Venezuelan MC – has spawned an entire coordination mechanism uniquely dedicated to one population group, potentially ignoring the needs of other children on the move.

Efficiency

The ET considered the question of timeliness of the L2 Regional Response in relation to needs. From the reconstructed timeline, the ET concludes that the L2 should normally have been activated in 2018 at which time it was evident in Peru and other countries that governments were signalling the need for assistance and UNICEF COs were entering emergency modalities without the necessary support from LACRO or HQ. For the most part, the ET finds the PCO's interventions have been relatively efficient. Moving forward, the ET suggests the PCO could combine efforts on CBI with those of other partners like UNHCR to enhance efficiencies and avoid duplication.

According to KIs, LACRO was not able to bring the PCO into alignment with its thinking around the VMC LACRO was not able to elicit the investment in the emergency response that it hoped for from the PCO. This suggests that LACRO needs to find new tools and strategies if it wants to have influence with County Representative unconvinced of the onset of an emergency.

Connectedness

The VMC has clearly put migration front and centre on the national agenda. At the outset of the emergency, as many KIs have noted, Peru did not see itself as a destination for refugee/migration movement. This has now changed. UNICEF Peru, in an apt and timely manner, seized the opportunity to integrate this shift in paradigm into its existing CPD. However, this could be considered on wider scale.

Cross-cutting issues

In general, UNICEF Peru has been able to incorporate cross-cutting issues throughout its programming and activities. Gender, GBV, and disability are all included as indicators in all PCAs with Ips. However, AAP remains a challenge, as in all country case studies.

9. Recommendations

Strategic Recommendation 1 (Global Level and LACRO): Need to establish a regional strategy for migrant children in LACRO. The *Global Programme Framework on Children on the Move* needs to be adapted to the region.

Operational Recommendations:

- Ensure that UNICEF humanitarian standards, expectations for advocacy and policies addressing forced migration in Latin America context are clearly articulated. They should form the basis for staff and partner training/orientation and development of an operational culture that can has a clear understanding of humanitarian and emergency response modalities.
- UNICEF COs should review how to apply the CCCs throughout humanitarian responses and develop additional tools and training as needed to support staff to understand what the requirements of route-based approach are – if this is, indeed, UNICEF's preferred response modality. At LACRO RO and HQ levels, it is important to develop and implement staff training and tools to deepen awareness about different ways to achieve the standards reflected in the CCCs in different operational settings. Develop monitoring tools based explicitly on the CCCs.
- Establish a Coordination Platform at LACRO level, with different triggers for activation, to engage in coordination of emergency migration challenges by all UNICEF COs, including Venezuela.
- Need for a regional and country specific rapid response capacity in all COs and at Regional level

with emergency preparedness plans including for migration and public health emergencies, taking into account a route-based and multi-country strategy in the region and for each CO.

- Enhanced situation monitoring along the migration route, and adoption of a route-based approach needs to be guided by a stronger policy framework and resourcing within UNICEF. At present COs are not required to do so nor have they been provided with the resources to take this approach.
- Need for a context-specific analysis to ensure the regional strategy is adapted to all country contexts.

Strategic Recommendation 2: (UNICEF Peru): Consolidate UNICEF Peru’s strategy for the response to migrant children and invest in internal and external training activities on appropriate sectoral responses for children on the move in line with the CCCs, as well as innovative solutions.

Operational Recommendations:

- Strengthen institutional capacity in key sectors to ensure that Venezuelan migrant children and all children can access necessary services: invest more in capacity building for government institutions and IPs.
- Invest in innovative solutions to address urgent gaps (such as unaccompanied minors, non-attendance at school and irregular entries).
- Invest in intersectoral and regional exercises to improve staff training and learning on good practices related to children in human mobility (both by sector and intersectorally).
- UNICEF should determine whether it truly sees its role as taking a pathway-based approach to children in situations of mobility and, if so, train staff on what this means and how it can be applied.
- UNICEF COs should review how to apply CCCs throughout their humanitarian responses and develop additional tools and training as needed to help staff understand what the requirements of the route-based approach are, if this is indeed UNICEF's preferred response.
- Focus on strengthening institutional capacity in key sectors to ensure Venezuelan migrant children and all children are able to access needed services: further invest in capacity building for government institutions and IPs; invest in innovative solutions to address pressing gaps (such as unaccompanied minors, out-of-school children and irregular entries).

Strategic Recommendation 3: (UNICEF Peru, LACRO and HQ) Continue to invest in the generation and analysis of data that allow programmatic strengthening by i) mapping the key gaps in terms of territorial coverage and performance measurement and ii) understanding what evidence decision makers need and when.

Operational Recommendations:

- In coordination with IPs and main partners, UNICEF should map out the main gaps in terms of territorial coverage and non-access to rights. The data collected at the territorial level should inform interventions to guarantee quality responses at all levels.
- Need for high-level advocacy on children's rights around border closures and/or where governments are implementing measures that have negative consequences for the safety, protection and service access for children. UNICEF must be accountable and able to demonstrate that it has taken advocacy measures with respect to children on the move.
- As the VMC is a regional crisis UNICEF at national, regional and HQ levels should further invest in cross- sectoral and regional exercises to enhance training and learning of staff on best practices related to children on the move.