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PROTRACTED RELIEF AND RECOVERY OPERATION— COLOMBIA 6139.00

Assistance to Persons Displaced by Violence in Colombia

Number of beneficiaries	113,500 per year
Duration of project	Two years (1 February 2000–31 January 2002)

Cost (United States dollars)	
Total cost to WFP	8 891 109
Total food cost	5 629 740

ABSTRACT

A total of 8.3 million Colombians live in absolute poverty despite the sustained economic gains achieved over the last two decades. In 1997 the per capita GNP was at US\$2,180; the Human Development Index was 0.82. In 1995, the Aggregate Household Food Security Index was 87 and the infant mortality rate was at 35 per 1,000. Colombia is a net importer of food commodities, among which wheat is the principal import.

Over the last 15 years 1.5 million Colombians have been displaced by violence; 750,000 of these citizens have been forced to flee from their place of origin since 1996. Forced displacement is an increasing phenomenon in Colombia. Early warning analyses indicate that the trend is likely to continue. In the immediate aftermath of displacement, most internally displaced persons (IDPs) need food aid. After a few weeks, their nutritional situation becomes more stable and their primary needs shift to semi-permanent forms of shelter, health services, economic opportunities and education.

The current Colombian Government, sworn in on 7 August 1998, has started peace negotiations with the guerrilla groups. The process of negotiating and consolidating peace is likely to stretch into the medium term. In the meantime, the Colombian Government has asked WFP to find more operational and lasting solutions for IDPs. This two-year protracted relief and recovery operation (PRRO) details WFP's proposed support to these displaced persons, primarily through the Government's *Red de Solidaridad Social* (*Social Solidarity Network—Red*).

The *Red* and WFP believe that there is scope to start supporting IDPs with a recovery programme. Food-for-work activities, in particular, can be used to foster food security and socio-economic recovery, once humanitarian food aid has stabilized the IDPs' situation. This PRRO targets 227,000 IDPs, especially women and children, and has four main long-term objectives: restore human capacity and enhance social cohesion; support settlement, resettlement and return to facilitate reintegration into society; mitigate the impact of future crises; and contribute indirectly to the peace process.

The PRRO's main component, indeed almost half of the programme, will take place at the village and municipal level, where women will be encouraged to assume leadership roles in community organization and participation. The PRRO's other components include: support to IDPs in urban areas; support for return and resettlement of IDPs; advocacy and training; and a contingency plan for mass displacements that could occur over the next two years. IDP communities will be encouraged to participate in all levels of the programme. WFP will forge strategic and programme alliances with different Government ministries and institutes, donors, United Nations agencies, national and international NGOs, and church groups.

The Government has committed US\$11.1 million to this PRRO in a cost-sharing arrangement with WFP. The Programme will seek US\$8.9 million from the donor community. FAO has designed a complementary agriculture project amounting to US\$2.7 million due to start operations in January 2000, and UNDP will coordinate its current US\$300,000 capacity-building pilot experiences and early alert projects with this PRRO and its food-for-work activities.

NOTE TO THE EXECUTIVE BOARD

This document is submitted for approval by the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff focal point indicated below, preferably well in advance of the Board's meeting.

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2641).



ACRONYMS USED IN THE DOCUMENT

ACCI	Colombian Agency for International Cooperation
CODHES	Consultancy for Human Rights and Displacement
FIP	Peace Investment Fund
ICBF	Colombian Institute for Family Well-Being
ICRC	International Committee of the Red cross and Red Crescent Societies
IDP	Internally displaced person
INCORA	Colombian Institute for Agrarian Reform
IOM	International Organization for Migration
MCH	Mother and child health
UMATA	Municipal Unit for Technical Assistance



CONTEXT AND RATIONALE FOR PROVIDING ASSISTANCE

Context of the Crisis

1. The root of Colombia's current crisis stems from several factors, which have existed throughout this century. The Government's *Plan Colombia* (issued by the Prime Minister's Office in December 1998) cites the main factors of the crisis as political and economic exclusion, together with a society marked by inequality and poverty. One could add a weak State and the inability of the military to exercise authority throughout Colombia. Since the mid-eighties, drug trafficking has further aggravated Colombia's crisis.
2. Violence has existed in Colombia throughout much of this century, in particular since 1948, and emanates primarily from the root causes cited above. In most instances, violence has served as a form of political expression; however, during the past 15 years, violence has been used increasingly to advance economic, as well as political, interests. Since the mid-eighties there has been a progressive escalation of violence. One of the main results for this escalation has been the forced displacement of almost 1.5 million Colombians. The last three years have seen a marked rise in forced displacement as a result of violence. Sixty percent of IDPs are women and girls. Table 1 below provides comparative figures.

**TABLE 1: NUMBER OF IDPS IN COLOMBIA
(shown by year)**

Year(s)	No.
1985–95	739 000
1996	181 000
1997	257 000
1998	308 000

Source: Consultoría para los Derechos Humanos y el Desplazamiento (Consultancy for Human Rights and Displacement–CODHES).

3. Until 1995, forced displacement was characterized by individuals or families fleeing from their place of origin and arriving in nearby villages or municipal capitals. In 1996, Colombia experienced its first mass displacements. While individual and family displacements continue to comprise the majority of cases, by 1998 the proportion of mass displacements had grown to 21 percent, i.e. 65,000 of 308,000, ranging from one instance of 80 persons arriving in Abriaqui, Antioquia, to 10,000 arriving in Barrancabermeja, Santander. Experts consider that both the total of IDPs and the proportion of mass displacements will continue to grow during 1999, because the parties to conflict have stepped up their efforts to control land and because civilians (mostly peasants) on desirable land have become military targets.
4. Forced displacement and its dire humanitarian consequences are extremely serious in Colombia, in particular for women who head 31 percent of displaced families. There is hope, however, that the Government sworn in on 7 August 1998 under President Andrés



Pastrana can bring to fruition the recently started negotiations between the Government and guerrilla groups and that other perpetrators of violence, in particular paramilitary groups, will lay down their arms, bringing peace to Colombia and its 1.5 million citizens displaced by violence. While peace is possible, it could take years to negotiate and consolidate the process. In the meantime, it is hoped that the international community will support the Government in its efforts to prevent displacements, provide humanitarian assistance in the aftermath of displacement, elaborate and implement recovery programmes for the displaced, and promote the safe return or resettlement of IDPs.

Situation Analysis

5. Various armed groups maintain control over vast tracts of land throughout the country. State institutions such as the *Red* or the Colombian Institute for Family Well-being (ICBF) carry out social programmes in areas under guerrilla control. The Ministry of the Interior and the *Red* called on WFP to support Government programmes aimed at helping IDPs and have assured WFP that programmes can take place in any part of the country. The nature of violence in the country is such that confrontations between armed groups have occurred infrequently. Violence tends to be directed at individuals or communities. While security issues in Colombia pose challenges, they are not a factor to prevent the implementation of WFP's proposed programme.
6. Many Colombians have been violently forced to flee from their place of origin. Armed groups order individuals, families and entire communities to leave their land immediately. The "order" is preceded or accompanied by episodes of torture and execution of community leaders or members of their families in order to instill fear into the remainder of the community and ensure their rapid departure. When civilians flee, they rarely have time to pack personal belongings or make provision for their flight. When they reach a nearby town or municipal centre, they are destitute. In addition to the intense emotional stress, linked to the slaying of friends or family, disappearances, death threats, and the loss of land and all belongings, IDPs have immediate physical needs, primarily food, shelter and health care.
7. Displacement in Colombia often takes place in stages. IDPs sometimes skip a stage or remain in the first or second. Each of these stages presents different challenges for IDPs.
 - *Stage 1* involves civilians fleeing from their place of origin to a nearby village or municipal centre, i.e. rural to rural displacement. The lack of resources, employment opportunities, assistance and absorptive capacity at the local or municipal level often obliges IDPs to leave.
 - *Stage 2* comprises displacement from a village or municipal centre to a nearby town or small urban centre, frequently the capital of the department, i.e. rural to urban displacement. Meagre resources, coupled with a lack of assistance or job prospects, often cause IDPs to move and seek help elsewhere.
 - *Stage 3* involves a further displacement from small urban centres or capitals of departments to the country's largest cities.
 - *Stage 4* is the return to the place of origin or resettlement. Return to the place of origin is seldom achieved in Colombia because the reasons for IDPs' exodus, in particular security, have not been resolved. Resettlement to different areas has been carried out successfully in a few cases, but is limited because land prices are well beyond the reach of nearly all IDPs.



8. During the past three years, the Colombian Government, church groups and Colombian NGOs have been the principal entities responding to the humanitarian needs of the displaced population. The international community—in particular bilateral and multilateral donors, United Nations agencies, the International Committee of the Red Cross and Red Crescent Societies (ICRC) and NGOs—have played a supporting role by providing emergency food aid, health supplies, shelter, etc. WFP initiatives have targeted 4,500 indigenous IDPs in seven of the country's 32 departments. The short-term situation is likely to see a continued rise in forced displacement and frustration for communities wishing to return. Providing humanitarian food aid to IDPs is appropriate in the first instance, when their needs are most acute. Such assistance should be based on the premise that IDPs wish to become self-sufficient and need support to attain self-sufficiency. Food for work can play a crucial role in this process.

Government Recovery Policies and Programmes

9. The Government's Development Plan 1998-2002, *Cambio para Construir la Paz* (Change for Peace-building) is central to the Government's recovery policy. *Plan Colombia* is based on the respect of human rights, participatory democracy, and decentralization of public services. It asserts that negotiations are the only way to stymie violence and establishes the Peace Investment Fund (FIP), principally to invest in the socio-economic development of the regions most affected by violence and to channel funds to consolidate peace efforts. Concerning displacement, *Plan Colombia* aims to support its prevention and identify actions related to: the identification of IDPs; the issue of land titles; the establishment of temporary zones for IDPs; and strategies for return.
10. Presidential Decree 489/1999 dictates that the coordination of government policies and programmes pass from the National Secretariat for Integrated Assistance to Displaced People to the *Red*. While the *Red* concentrates on many aspects of social welfare, it has committed itself to paying particular attention to IDP issues and working closely with relevant Government ministries and offices, for example ICBF and the Colombian Institute for Agrarian Reform (INCORA). The *Red* has already developed plans to confront forced displacement in various phases: early warning and prevention; humanitarian assistance; transition from relief to development; return and stabilization; and resettlement.

Rationale

11. Early warning systems in the country indicate that forced displacement of civilians in Colombia is likely to continue to increase during 1999. While several NGOs and the ICRC will continue to provide humanitarian assistance to IDPs, the Colombian Government has asked WFP to find more operational and lasting solutions so that IDPs can move from relief to recovery. The starting date for the PRRO is early 2000. If the situation becomes more pressing as a result of massive displacements, emergency assistance from WFP would be required. A two-year time frame is appropriate, given the protracted nature of the forced displacement in Colombia. A full development programme is impossible until IDPs can return or resettle in safety, and until land tenure issues have been resolved. Scheduled locations for sub-offices will be in the City of Apartadó (Antioquia) and the city of Barrancabermeja (Santander). The first will cover the Uraba region which includes essentially three departments: Antioquia (centre and east), Choco and Córdoba. The second sub-office will be located in the Magdalena Medio region, covering mainly four departments: Bolivar, West Antioquia, Santander and Cesar. The WFP office in Bogotá will cover the capital, the departments of Cundinamarca and Putumayo, and the areas



(contingency planning) not covered by the two sub-offices. These locations are linked to concentrations of displaced persons in 80 municipalities.

12. During the course of 1999/2000, United Nations sister agencies, based on their own policies and programmes, will increase their presence in the above-mentioned cities. This will require the establishment of United Nations common facilities. This PRRO will benefit from common premises and services, support, and the related technical backstopping. The WFP country office will establish a mobile operative task force comprised of national officers and three JPOs, to initiate the approved PRRO. It will be on stand-by to reinforce sub-office staff and increase WFP presence in regions with major concentrations of IDPs.

RECOVERY STRATEGY

Beneficiary Needs

13. While Colombia is blessed with much fertile land and food throughout the country, IDPs do not have access to food. Rapid needs assessments will confirm the extent to which IDPs need food aid. The norm in Colombia is for Government agencies or humanitarian organizations to provide food aid to “new” IDPs for three months. WFP plans to coordinate its humanitarian feeding activities within this period. The decision to phase out free distribution of food aid and replace it with food-for-work programmes will be based on needs assessments, nutritional data, household food security studies, and the beginning of reconstruction activities.
14. The vast majority of IDPs do not have access to land and, in order to survive, must find economic opportunities in their new environment, receive continued humanitarian food aid and participate in food-for-work activities. Employment is particularly problematic for households headed by women, as these often have nobody who can help with childcare while they are out working.

The Role of Food Aid

15. Humanitarian food aid in the form of a relief ration will allay hunger and fill the nutrition gap until some kind of day labour can be found, thereby generating income. Once the IDPs’ nutritional situation is stabilized, food aid continues to cover nutritional needs while new community structures and income-generating activities are put in place. Food aid can provide an in-kind wage to enable beneficiaries to participate in community-determined self-help activities, including the construction of a new settlement and food production such as fish tanks, small animal raising, and home gardens. Thus, relief turns into recovery.
16. In the settlement of IDPs who have returned to their land or resettled to other areas, food aid serves as a nutritional cushion during the first weeks. It then serves to stimulate the reconstruction of destroyed villages with related human activities, which are needed to allow a community to survive and, eventually, prosper. It is an incentive for the reconstruction of infrastructure such as roads, houses, drainage systems, irrigation systems, potable water cisterns, latrines, schools, clinics, day-care centres and community centres. Simultaneously, food aid is used to produce food, as mentioned previously. Non-food aid inputs provided by FAO’s complementary project (Annex III) and partnership



arrangements will reinforce the role of food aid in order to create the required productive infrastructure.

Programme Approaches

17. The PRRO will respond to the nutritional needs of IDPs, in particular those of women and children who comprise the majority of the displaced population (see Annex IV for special ration levels).
18. After an initial stage of emergency relief, community based and planned self-help projects involving small agricultural production and infrastructure activities will take place. These food-for-work activities will ensure interim household food security, shelter, potable water, sanitation and education until medium-term and durable solutions become feasible. Key actors in this process will be women, community leaders, church-related social action networks, and local agricultural extension agents.

Goals and Objectives

19. The PRRO's strategic goal is to foster food security and socio-economic recovery.
20. The long-term objectives are to:
 - a) cover food deficits in order to restore human capacity and enhance social cohesion;
 - b) support initial settlement, resettlement, and return to facilitate reintegration into society; and
 - c) mitigate the impact of future crises.
21. The immediate objectives are to:
 - a) contribute to household food security of IDPs during initial stages of settlement, resettlement and return processes;
 - b) support and promote local initiatives through food-for-work activities, in order to:
 - i) promote productive capacity, increasing opportunities for self-reliance;
 - ii) rehabilitate basic social and economic infrastructure;
 - iii) increase capacity-building of local authorities and IDP communities through training, increased participation in PRRO activities, organization and advocacy;
 - c) promote the improvement of the diets of IDP pre-school and primary schoolchildren, and increase the coverage and attendance of these children in day-care centres and schools; and
 - d) improve food security of the most vulnerable groups—children, the malnourished and expectant mothers, and specific ethnic groups.

ACTIVITIES AND KEY PROGRAMME COMPONENTS

22. This programme concentrates on recovery and includes a protracted relief component. The three main activities of the PRRO will be: relief food aid (see paragraph 15); food for work and supplementary food aid.



Relief Food Aid

23. Described in Annex IV as a 90-day ration, this food aid activity provides a survival mechanism for IDPs when they first arrive in a new location until food-for-work and other activities can be organized. It relates to immediate objective a) and will be undertaken in areas where the Government and/or NGOs are not engaged in this activity.

Food for Work

24. This component, linked to immediate objective b), is comprised of the following activities:

Rehabilitation of Productive Capacities:

- Rehabilitation of agricultural production and reconstruction of farms
- Construction of farm infrastructure
- Irrigation modules
- Rehabilitation/construction of live fences
- Forestry and nursery activities

Rehabilitation of Social and Economic Infrastructure:

- Housing
- Latrines and sewage
- Access roads
- Bridges and drainage
- Schools and health centres
- Drinking water systems
- Community centres

25. Details on activities are included in Annexes IV and V, which contain an indicative FAO menu of agricultural production activities by unit cost, days of labour and number of inputs needed, followed by a WFP/food-for-work menu of non-agricultural activities.

Supplementary Feeding

26. This component is linked to immediate objectives c) and d). It will involve feeding of malnourished pre-school children, primary schoolchildren, and vulnerable expectant mothers.

Selection of Activities

27. By providing a menu of activities, the PRRO will allow community-based groups to choose the most appropriate activities for their needs. The PRRO has 13.5 million days of work available, in the food-for-work component only. This could be enhanced depending on how the PRRO contingency plan is implemented. Training, as mentioned in the section on capacity-building, will be promoted and food rations will be distributed according to the number of days of each training event.



Components

28. The programme has been divided into five strategic implementing areas, as shown in Table 2 below.

TABLE 2: STRATEGIC AREAS OF IMPLEMENTATION

Area	Indicative % of programme
Municipal level	45
Urban areas	20
Return or Resettlement	10
Advocacy and Training	10
Contingency Planning	15

The five strategic implementing areas are directly related to all four immediate objectives. More detailed information can be found in Annex V.

29. There are compelling reasons why 45 percent of the programme is targeted at the municipal (rural) level. These include: initial displacement nearly always occurs at this level and the needs are the greatest; community cohesion is strongest at the municipal level, allowing greater community participation in the project; displaced communities often belong to extended social networks, enhancing the chance of harmonious relations between residents and IDPs; land could be available; further displacement can be prevented; and communities are closer to their lands of origin, should their return become possible. Working at the municipal level carries one political implication that could, in the medium term, support the search for peace: it is a way of supporting communities, who have been ejected from their land by paramilitary or guerrilla forces, to state that they are not leaving the region and that they plan on returning to their land as soon as security conditions allow.
30. Targeting a programme for IDPs in urban areas can be challenging, in particular because IDPs and residents compete for limited resources. In some departmental cities and major urban areas IDP communities live together in well-defined areas. In such areas, it is more feasible to target programmes to IDPs.
31. Advocacy, which relates to long-term objective c), is a vital component of this programme and will include two prongs. The first is to support IDPs in their quest to recover the lands from which they were forcefully displaced. Studies indicate that 70 percent of IDPs lose the land on which they had always lived and worked before displacement. WFP will work with government structures at the central, departmental, and municipal levels to encourage the Government to assume its responsibilities in providing legal land titles to returning or resettling communities. The second component of advocacy is protection, which is now part of all United Nations agencies' portfolios of activities. Government officials, United Nations agencies, and human rights organizations believe that the programmes of international organizations in the field enhance civilians' security and can help to prevent further displacement. While such "protection by default" is extremely useful, WFP commits itself to playing a more active role by: advocating that relevant authorities protect civilians; ensuring that WFP staff and that of counterparts and relevant authorities are well versed in the Guiding Principles on Internal Displacement appraising protection requirements during needs assessments; minimizing the risk of sexual



exploitation in the design of WFP programmes; monitoring the security of WFP beneficiaries; addressing concerns with competent authorities if they arise; coordinating its activities with other organizations conducting similar work; and committing itself to supporting return or resettlement programmes only with the agreement of the concerned civilians.

32. Contingency planning, which relates to long-term objective c), is an important component of the PRRO for two reasons. First, given that violence in Colombia continues unabated and appears to be expanding, the proportion of mass displacements compared to individual or family displacements is increasing. It is likely that WFP will be needed to carry out, at short notice, food aid and food-for-work activities in different parts of the country. There is also the possibility that peace negotiations are successful, thus resulting in increased return. In such a case, more resources would be needed than the current indicative 15 percent of the programme.
33. As to the outputs, it is expected that the following results will be achieved:
- re-establishment to adequate levels of the food security of IDP families;
 - restored productive capacity in resettled or original returned-to farms;
 - reconstruction of basic social and sanitation infrastructure;
 - increased capacity-building through greater participation by beneficiaries in decision-making structures;
 - greater community participation/cohesion and control of resources, in particular by women and an increase in the support of local authorities to the IDPs;
 - improvement of the nutritional status of children and women; and
 - an increase in coverage and attendance of IDP children at day-care centres and schools.

Activity Approval Mechanisms

34. The activities under this PRRO are developed from the “bottom up” in that they will depend on community-based planning and participation. The displaced communities in the municipalities and townships (rural and urban) will determine the response to their needs. The local representative of an NGO, such as the *Pastoral Social* (Caritas), or the agricultural extension agent from Municipal Unit for Technical Assistance (UMATA) will serve as a catalytic agent to stimulate the elaboration of micro-projects in response to the needs of the community.
35. The municipality will be informed and requested to participate, including with potential administrative and financial support. This stage will be particularly important when calling forward a national programme, such as the community kitchen or pre-school and school canteens, available from ICBF. The PRRO’s regional project coordinating council—comprising a representative of the *Red*, a WFP official from the nearest WFP sub-office, the catalyst NGO, and representatives of the IDP community—will analyse and clear the projects falling under the PRRO. The regional project coordinating council will also determine which non-food inputs are needed and work to mobilize them. These community, municipal-township, and regional levels will have authority within the PRRO framework. A similar methodology will hold for urban IDP communities.



36. The programme components will be managed by the PRRO's national programme coordinating council, which will comprise the *Red*, donors, WFP, FAO, UNDP, NGOs, and IDP representatives.

BENEFICIARIES, NEEDS, AND THE FOOD BASKET

Beneficiaries

37. The PRRO will target particularly vulnerable groups, including: children, the elderly, women heads of household, expectant and nursing mothers, indigenous persons, and Afro-Colombians. These groups will receive priority as programme proposals are developed in detail. One of the PRRO's sub-offices will be established in the Urabá Region, where there is a high proportion of Afro-Colombian and indigenous population, in order to ensure maximum participation of those particular groups.
38. The programme includes 31.6 million daily rations of food which will be targeted to 227,000 IDPs or about 38 percent of the projected 600,000 new IDPs, over a period of two years. Of the total population to be covered, there is an estimated 20 percent carry-over of beneficiaries from 2000 to 2001, based on needs, nutritional status and obligations to complete FFW activities; 10,000 children under 5, i.e. a top vulnerable group with micronutrient deficiencies, will be targeted with enhanced diets in each of the two years. Four thousand indigenous persons will be covered with an adult food-for-work ration for 150 days in each of the two years. Targeting indigenous persons will be a pilot component, following the EMOP special assistance carried out successfully between 1998 and 1999.

TABLE 3: NUMBER OF BENEFICIARIES BY CATEGORY

Vulnerable Groups and Components	Two-year period (No.)
Children under 5	20 000
Primary schoolchildren	15 000
Expectant and nursing mothers	12 000
Relief ration recipients	90 000
Food-for-work ration recipients	90 000
Total	227 000

39. A WFP-sponsored study carried out by CODHES includes fully-documented maps indicating: displaced population according to department of origin; displaced population according to department of arrival; areas from which mass displacements have taken place; and municipalities most likely to experience displacement in the future, i.e. early warning analyses.
40. Data on displacement from the Episcopal Conference or CODHES are follows:
- Women and girls comprise 59 percent of IDPs;
 - Women head 31 percent of rural displaced households;
 - 565,000 women and girls have been displaced since 1997;



- Children under 18 comprise 55 percent of IDPs;
- 40 percent of school-age children do not attend school;
- 86 percent of the children settle in poor and marginal zones of intermediate and large cities;
- 65 percent of IDPs would prefer to stay where they are at present; 23 percent wish to return to their native land; 12 percent want to be resettled on new lands;
- Almost all IDPs flee from 108 of Colombia's 1,076 municipalities and arrive in 180 municipalities. However, 95 percent of all IDPs are concentrated in 80 municipalities. This concentration can facilitate targeting.

Needs

41. CODHES research indicates that, before displacement, 42 percent of IDPs were engaged in agricultural activities, 10 percent were traders, 7 percent were salaried employees, 9 percent were housewives and 5 percent were teachers. These people would like to carry out the same kind of work but having been displaced, are unable to do so. IDPs, who now live in large cities, have no access to land and find it extremely difficult to secure employment. Given their skills, it makes sense to involve them in agricultural activities or small business opportunities. IDPs' basic human needs of food, potable water, shelter, health services and education can be met by supporting community-planned and based self-help projects. A climate of acceptance, encouragement and empowerment, combined with protection, can be defined in the municipal committees dealing with forced displacement.

Food Basket

42. The composition of the food basket will be based on locally acceptable products and will contribute to improving the IDPs' food habits. The kilocalorie content of rations will be differentiated as follows: a) humanitarian/relief feeding; b) enhanced for children; c) supplementary for pre-school children; d) supplementary for expectant and nursing mothers; and e) standard food for work. Annex IV outlines the food rations by type of beneficiary, with nutritional contents and costs.



TABLE 4: COMMODITIES TO BE PURCHASED LOCALLY (tons)

Product	Amount
Rice	9 265
Local fortified blend	750
Liquid whole milk	180
Vegetable oil	517
Pulses (Lentils)	1 455
Raw cane sugar (<i>panela</i>)	743
Total	12 910

INSTITUTIONAL ARRANGEMENTS AND SELECTION OF PARTNERS

Governmental

43. At the policy level, WFP maintains relations with the government through the Colombian Agency for International Cooperation (ACCI). For the PRRO, WFP's implementing partner in the Colombian Government will be the *Red*, which has an extensive network of offices in each of the country's departments. The *Red* is taking the lead in coordinating all programmes targeting IDPs and WFP will support it to ensure that programmes—whether governmental, inter-governmental, or non-governmental—are complementary. The *Red's* financial contribution of US\$11.1 million over two years will cover a) port costs for reception and sale of the wheat; b) transport costs of locally purchased commodities to distribution points; c) the substantive non-food inputs needed for food-for-work infrastructure activities; d) materials for self-help housing construction; and e) a credit fund administered as in project Colombia 2740.00 through local fiduciary institutions which grant, monitor and follow up the loans to small communities of displaced persons. Generous grace periods, low interest rates and guarantee funds will ensure easier access of credit for displaced communities. WFP will also elaborate micro-projects with other governmental institutions that have proven to be effective in the past, for example the ICBF, whose work includes nationwide services such as community kitchens and pre-school and primary school feeding programmes.

Bilateral and Multilateral Donors

44. Donors were invited to participate in the elaboration of the PRRO and took part in an initial presentation of the PRRO's draft strategy and objectives. Individual follow-up meetings were held with key donors during the final stages of the PRRO's elaboration. Meetings with all donors in Bogotá will be held at least every other month to appraise them of the PRRO's status and encourage their full participation in the programme. Once the programme is implemented, site visits will take place to allow donors to view and comment on the operations. Donors will be invited to participate in PRRO monitoring and, eventually, its evaluation.



United Nations

45. The United Nations system in Colombia is in the process of elaborating the Common Country Assessment (CCA) and its United Nations Development Assistance Framework (UNDAF). Concerning IDPs, the United Nations system has created an Inter-agency Platform for Integrated Assistance to Communities Displaced by Violence in Colombia, under the leadership of UNHCR. WFP is the lead agency in the PRRO and has invited other United Nations agencies to participate in its elaboration. FAO not only participated directly, but also prepared a series of complementary activities for a value of US\$2.75 million. The United Nations Resident Coordinator pledged US\$300,000 for capacity-building initiatives targeted at the *Red*. UNHCR is in the process of opening five sub-offices in different parts of Colombia. Its current programme is based on capacity-building and protection and does not include a relief or recovery component. As such, WFP's PRRO and UNHCR's programme are complementary. The International Organization For Migration (IOM) is carrying out a registration and identity card programme for IDPs and helping to coordinate the various studies on displacement to make consolidated and consistent data more readily available.

NGOs

46. WFP will work closely with NGOs during all phases of the PRRO. There is an impressive network of Colombian NGOs with extensive experience in relief, development and human rights. Of these, *Pastoral Social* (Caritas), has the most experience, the widest coverage, and is likely to be the most accountable. *Pastoral Social* has agreed to work with WFP to help identify beneficiaries, distribute commodities, and monitor their use. The PRRO will focus on the phase of recovery, rehabilitation, and longer-term solutions rather than emergency and feeding. In case the situation deteriorates and massive displacements take place during 1999, WFP may prepare an EMOP. WFP has held discussions with the international NGOs working in Colombia and all have pledged to coordinate their activities with those of WFP.

Capacity-building

47. WFP will support the United Nations system's training at various levels of society to raise consciousness about forced displacement, to create a positive environment for IDPs (as opposed to a climate of stigmatization and rejection), and conduct workshops on Colombian and international legislation on IDPs.
48. Women will be given priority in every stage of training. Workshops will be held on community organization and participation. Women will be prepared for leadership positions and encouraged to assume them, in particular in community organization and food-for-work activities. Technical workshops will be held on aspects of agricultural production, literacy, forestry, environment, mother and child health (MCH), management of food aid, gender analysis, accounting, small business management, information and reporting, and monitoring and evaluation. Special training courses in monitoring food distributions will be provided to selected women beneficiaries. Six percent of food rations will be reserved to cover person/days of training.
49. The training component will be orchestrated from the national and regional level but will respond to community-identified needs.



Logistics Arrangements

50. WFP wheat will be delivered to Colombian ports, such as Santa Marta, Cartagena or Buenaventura, and sold at the port through ALMAGRARIO. Since 1998, ALMAGRARIO has been receiving, importing and exchanging WFP food commodities with a very high rate of efficiency. Wheat will be offered directly to the milling industry and sometimes through the National Agricultural Stock Market. This type of operation has been very successful in the past and the sale proceeds, including external transport, superintendence, and import costs revert to the PPRO funds for local food purchases. Local sales of wheat in the last year for WFP projects in Colombia have yielded prices 29 percent above c.i.f. prices (the average WFP c.i.f. price of wheat was US\$178 per ton, while the average price obtained from the sale in Colombia was US\$229 per ton).
51. The expected value of the sale of 38,928 tons of wheat in the Colombia market will be well above US\$7.8 million c.i.f. cost. This expected margin in the sales proceeds of the wheat will cover, with a surplus, the higher price of the rice in the market (currently at US\$462 per ton including transport cost to the extended delivery points) and will allow for the purchase of 12,910 tons of local products which will serve to provide 31.6 million food rations to cover 227,000 IDPs (see Annex IV). The staple food in the project areas is rice and is produced locally in most of the departments where the PRRO will be implemented. The local price of rice is on a downward trend which will allow for a higher coverage of IDPs.
52. Food will be purchased locally on a monthly basis and close to distribution sites to stimulate local markets and local production, while minimizing local transport costs and also avoiding storage for long periods which represents a risk of looting. Imported products for direct distribution are not recommended, due to high costs of local transport, the distances of the regions to be assisted from the ports of entry (some project sites are at three days' drive from the ports), and the high insecurity conditions of the country's roads. Major factors in favour of local commodity exchange are the remote areas where the beneficiaries are located. Road blocks, violent groups in nearby areas and difficult mountain roads all result in exceptionally high internal transport costs from the ports (close to US\$100 per ton). Furthermore, because of frequent highjacking and pilferage on the roads, it is very difficult to secure insurance for the commodities; if secured, it can go as high as US\$1,100 per ton. The country office will continue to monitor transport and insurance costs for imported foods. If these costs decline significantly the country office will switch to imported commodities when and if the total costs of obtaining those commodities are lower than those incurred as a result of local purchase.
53. Once the wheat is sold, the Government and WFP will open regional tender processes for suppliers to offer the necessary Colombian commodities for the project, e.g. rice, vegetable oil, nutritionally balanced blends, lentils, liquid long-life whole milk, and *panela* (a sugarcane byproduct). Therefore, ITSH costs from port to beneficiaries will not have to be covered in this PRRO. Transport costs from the suppliers' base to beneficiary settlements will be covered either by the Government counterpart budget or by the municipalities, or in some cases by IDP organizations or associations.



54. The Government will supply warehouses or communities can arrange storage points at the local level. IDP groups, in particular displaced women, will organize themselves to pick up food directly from the suppliers' transport it to the municipalities, or their own villages, and distribute the food to beneficiaries immediately.

Monitoring and Evaluation (M&E)

55. The *Red* and WFP through its offices, will carry out monitoring on a continuous basis throughout the PRRO's execution. Women beneficiaries will be in charge of the logistics chain at the local level and thus will have to control and verify distributions in terms of quantity and quality. Monitoring will take place at different levels throughout the implementation of the PRRO and basic information on implementation will be provided by WFP's implementing partners (*Red*, ICBF, NGOs). Rapid community surveys and participatory assessments will be collected by WFP sub-office personnel. The M&E system will seek to:
- a) confirm the arrival of food aid in Colombia's ports and its full and timely nationalization and discharge process;
 - b) audit the monetization process, and the tender process linked to purchasing food commodities from local suppliers;
 - c) break down the number of participants in the different components and composition by gender and age;
 - d) ensure that food reaches the intended beneficiaries by involving community groups, in particular women's groups participating in the monitoring programme;
 - e) ensure that implementing partners are accountable by carrying out audits and recommend programme changes as the PRRO evolves;
 - f) develop indicators to track the nutritional status of children and women, and household food security data, at the beginning and end of the operation;
 - g) ensure complementarity between the PRRO's components, the actions of governmental agencies, United Nations agencies, and NGOs involved in similar activities;
 - h) break down the number of workdays completed and number of food rations distributed for:
 - i) reconstruction of housing and construction of shelters and facilities;
 - ii) rehabilitation of community infrastructure, access roads, bridges, water supply systems;
 - iii) rehabilitation of agricultural production of maize, beans, horticulture, plantain, fruit trees, nursery, rural and urban poultry, pigs, fishery and others;
 - iv) kilometres of fences and micro-irrigation systems;
 - v) non-food items distributed through FAO's complementary project;
 - i) ensure that training has increased and reinforced skills, especially for women and ethnic groups; and
 - j) ensure women's participation in the planning, and decision-making, of PRRO activities.
56. An evaluation will take place after the PRRO's first year and at the end of the programme.



Risk Assessment

57. There are two main factors that will influence the progress of this PRRO. The first is security. It is possible that a neighbourhood, municipality or town in which WFP is working is caught up in the violence, causing setbacks to PRRO and, potentially, a new wave of displacement. WFP plans to choose municipalities that have been stable over time and where early warning systems indicate that stability is likely to continue. The second issue is the donor community's commitment to the operation. While the Government has pledged US\$11.1 million in cost-sharing for the PRRO and members of the government at the central, departmental, and municipal levels are keen to participate actively, WFP will have to work closely with the donor community in Bogotá and in donor capitals to ensure a solid response.

Security Measures

58. The security situation in Colombia is very serious: Massacres, torture, “disappearances”, kidnapping, armed robbery, and death threats are commonplace; more recently, hijacking has occurred. To date, security incidents affecting international organizations have been very rare.
59. The Government holds primary responsibility for the security of United Nations personnel and property. Given the situation in Colombia, however, WFP will have to take a pro-active stance on security. It is recommended that, for the purposes of this PRRO, WFP Bogotá and sub-offices develop and maintain a transparent dialogue with all parties to the conflict to explain WFP's mission, purpose, and means of operating. In particular it should be made clear to all parties that WFP expects that each party respect WFP and associated personnel and property, as well as the physical and mental integrity of beneficiaries. Transparency vis-à-vis authorities and, in particular, close dialogue with the local population affords the best security “guarantee”.
60. Humanitarian and development organizations working outside Bogotá communicate via landline telephones, cellular telephones, and HF radios with C-TOR or C-FAX systems. Satellite systems are less commonplace. Armed guards and escorts are *not* recommended. International NGOs do travel extensively by road but do so in some parts of the country only after negotiating passage. They use standard 4x4 vehicles. Commercial trucks appear to have access to almost all areas in Colombia. New measures developed in WFP international Security Awareness Training seminars in 1999–2000 will be applied in this PRRO. A security needs assessment will have to be undertaken closer to the time of the PRRO's commencement. For the time being, it is possible to foresee the following needs: WFP's contribution to the United Nations system for a security officer, 2 Codan HF radios, 2 laptop computers with C-TOR or C-FAX, 6 Motorola walkie talkies, 2 cellular telephones, 2 Iridium satellite telephones, communications costs, 2 first aid kits, 2 flak jackets and helmets, and plastic film to line windows.

EXIT STRATEGY

61. It is hoped that, during the two years of the PRRO, peace negotiations can come to fruition, thereby curtailing forced displacement. This would enable WFP to bring to a close its humanitarian food aid and concentrate exclusively on recovery activities. If the Government's negotiations fail and are not replaced with initiatives sponsored by others, such as the religious or international community, violence will surely continue to increase.



The consequence of this would almost certainly be further displacements, making it difficult for WFP to abandon humanitarian feeding.

Contingency Mechanism

62. As noted in the section 'Key Programme Components' above, 15 percent of this PRRO is being earmarked for contingencies, in particular for two possible scenarios that could arise. First, it appears likely that more mass displacements will occur over the next two years. Examples of where 'mass' displacements could occur include Urabá, Magdalena Medio, and the *Zona de Despeje* (Clearing Zone). The potential for conflict in and around the Clearing Zone is large and, if violence does occur, displacement could be massive. In such an instance, much of the contingency fund would be used for humanitarian food aid. A second scenario is the successful conclusion of peace negotiations. Peace would most likely increase the number of IDPs willing to return to their place of origin. As such, the amount of resources needed for return activities would exceed the PRRO's current indicative allocation of 10 percent.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

63. The PRRO is recommended for Executive Board approval, within the budget detailed in Annexes I and II.



ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Wheat ¹	38 928	144.62	5 621.00
Total commodities	38 928		5 621.00
External transport and superintendence	38 928	54.51	2 122.00
Subtotal direct operational costs			7 743.00
B. Direct support costs (see Annex II for details)			
Subtotal direct support costs			549.00
Total direct costs			8 292.00
C. Indirect support costs (7.1 percent of total direct costs)			
Subtotal indirect support costs			589.00
TOTAL WFP COSTS			8 881.00
GOVERNMENT COSTS			
– Receipt, nationalization, handling and sale of wheat			511.00
– Food distribution			200.00
– Non-food items for food for work			40.00
– House building materials			20.00
– Contribution to Credit Fund			30.00
– Municipalities' contribution (land, tools and inputs)			10.00
TOTAL GOVERNMENT COSTS			831.00
UNDP			300.00
FAO			20.00
TOTAL COST TO FAO AND UNDP			320.00
TOTAL PROJECT COSTS (WFP, Government, FAO and UNDP)			14 401.00

¹ This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.



ANNEX II

DIRECT SUPPORT REQUIREMENTS (<i>dollars</i>)

Staff costs

International ¹	
United Nations Volunteers	100 000
Local staff and temporaries	133 484
Subtotal	233 484

Technical support services

Project appraisal	10 000
Project monitoring and audit	15 000
Project evaluation	20 000
Advocacy	15 000
Subtotal	60 000

Security

Communications equipment	24 000
Security materials and equipment	14 000
Subtotal	38 000

Travel and DSA

International	15 000
In-country	30 000
Subtotal	45 000

Office expenses

Rental of facility	33 000
Utilities	9 000
Communications	24 000
Office supplies	13 000
Equipment repair and maintenance	4 500
Subtotal	83 500

Vehicle operations

Maintenance	15 000
Fuel	20 000
Subtotal	35 000

Equipment

Vehicles	43 000
Computer equipment	7 000
Other equipment (office furniture)	5 000
Subtotal	55 000

TOTAL DIRECT SUPPORT COSTS	549 984
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¹ JPOs have been considered with no cost to DSC resources.



ANNEX III

**FAO COMPLEMENTARY PROJECT—
MICRO-PROJECTS FOR IDPS, RESETTLED AND RETURNEES:
PERSON/DAYS AND COST**

Beneficiary Category	Description	Inputs unit cost (US\$)	Workdays /module	Total modules	Cost US\$	Workdays
1, 3, 4	Rehabilitation of maize and beans production (1 ha each)	118	130	12 000	1 416 000	1 560 000
1, 3, 4	Rural horticulture (50 sq. m.)	1	10	12 000	15 000	120 000
2	Urban horticulture (20 sq. m.)	1	4	1 000	500	4 000
1, 3, 4	Plantain (20 plants)	20	4	1 000	20 000	4 000
1, 3, 4	Fruit tree (5 plants)	12	4	1 000	12 000	4 000
1, 3, 4	Nursery (10 000 plants)	180	300	100	18 000	30 000
1, 3, 4	Rural poultry (10 chickens)	5		1 000	5 000	
2	Urban poultry (20 chickens)	25		1 000	25 000	
1, 3, 4	Piglets (5 kg. each)	25		200	5 000	
1, 3, 4	Aquaculture tanks (200 sq. m.)	3 000	2 000	10	30 000	20 000
2	Hand-tool kits (5 pieces)	25		12 000	300 000	
2	Backpack sprayers	80		650	52 000	
1, 3, 4	Micro-irrigation systems	3 000	600	10	30 000	6 000
3,4	Fences (1 km.)	330	70	200	66 000	14 000
3, 4	Village blacksmith workshops	200		400	80 000	
3, 4	Ploughs and yokes for animal traction	95		200	19 000	
Total					2 189 300	1 762 000

Categories: 1 = Rural IDPs; 2 = Urban IDPs; 3 = Returnees; 4 = Resettled.

Note: Details of support provided by the FAO project to this PRRO are available upon request.



ANNEX IV



ANNEX IV (cont.)



ANNEX V

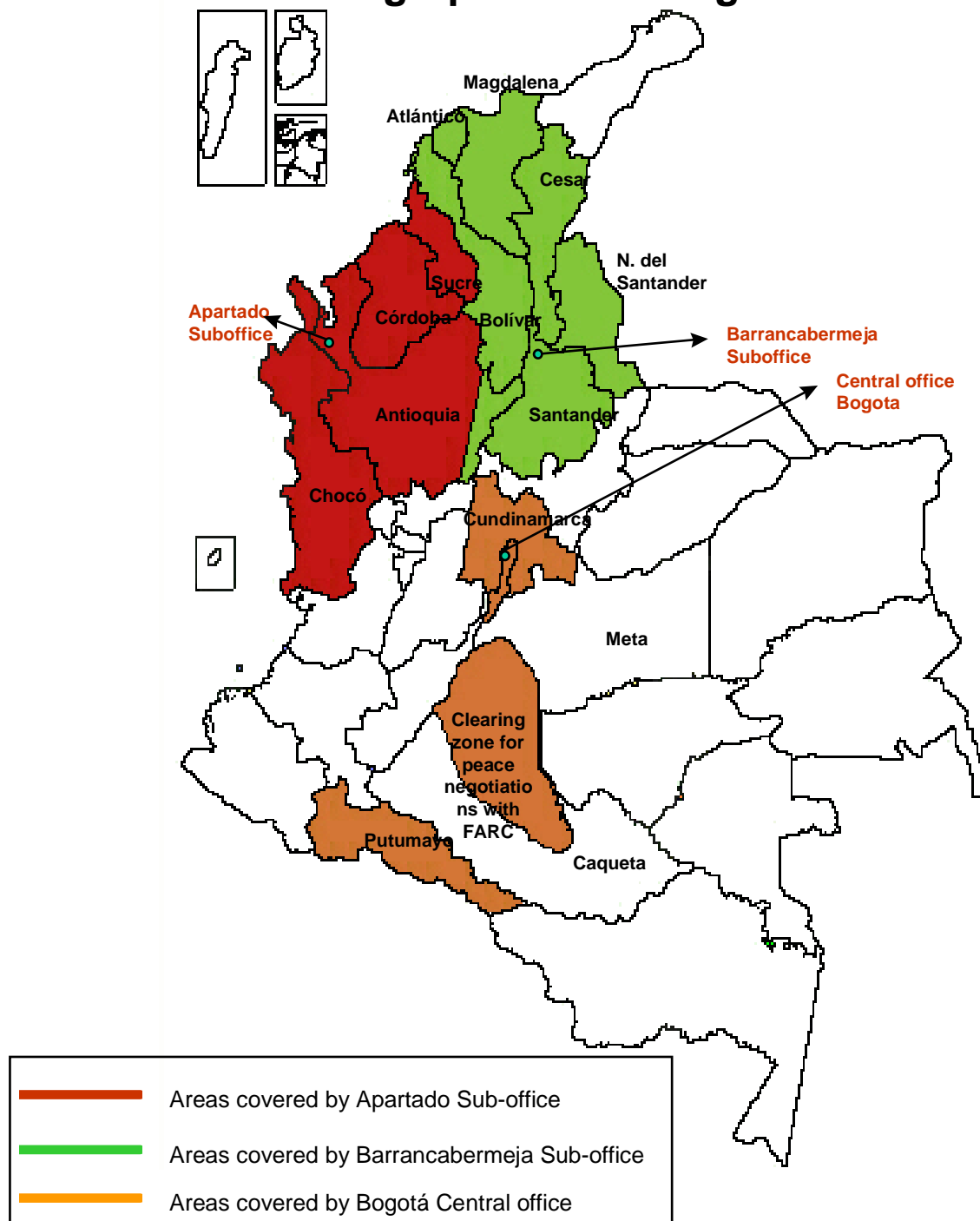
NON-AGRICULTURAL INFRASTRUCTURE ACTIVITIES BY UNIT, WORKDAYS AND COSTS

PRRO activities	Unit	Workdays/ unit	Total units	Total workdays	Cost/ unit	Immediate objectives
Housing						
Construction (local material)	No.	250	3 400	850 000	5 500	b
Housing rehabilitation	No.	80	5 000	400 000	2 500	b
Latrines/septic tanks	No.	10	13 000	130 000	140	b
Lavatory unit	No.	20	10 000	200 000	260	b
Washing units	No.	30	2 000	60 000	70	b
Road rehabilitation						
Road rehabilitation	km.	100	300	30 000	100	b
Bridge rehabilitation/construction	No.	60	100	6 000	500	b
Road drainage construction	No.	60	500	30 000	170	b
Aqueducts	km.	60	150	9 000	2 000	b
Cistern	m ³	2	4 000	8 000	80	b
Water provision facilities	m ³	2	5 000	10 000	100	b
Sewers	connec- tions	10	2 500	25 000	2 000	
Community infrastructure						
Community centre rehabilitation/construction	No	500	180	90 000	7 000	b, c
Health centre rehabilitation/construction	No.	200	70	14 000	6 000	b,c
School rehabilitation/construction	No.	500	200	100 000	8 000	b, c
Training	days	1	220 000	220 000	4	b
Total				2 182 000		



ANNEX VI

MAP OF COLOMBIA PRRO 6139.00 Geographical coverage



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries



TOTAL FOOD RATIONS (TWO YEARS) BY BENEFICIARY, NUTRITIONAL CONTENT AND VALUE										
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Commodities	Ration size (grams)	Nutritional content			Beneficiaries	Days	Number of rations	Number of tons	US\$/ton (c.i.f)	Total (US\$)
		Calories (Kcal)	Protein (grams)	Fat (grams)						
Relief										
Cereals (Rice)	450	1 620.00	31.50	2.25	90 000	90	8 100 000	3 645	462	1 683 990
Raw sugar cane	50	164.67	0.50	0.07				405	677	315 49
Vegetable oil	25	221.25	-	25.00				203	1 412	329 67
Pulses (lentils)	80	272.00	16.00	0.48				648	517	384 91
Total	605	2 277.92	48.00	27.80	90 000	90	8 100 000	4 901		2 714 069
Expectant and nursing mothers										
Fortified blend	155	494.45	37.2	2.17	12 000	270	3 240 000	502.2	783	393 22
Total	155	494.45	37.2	2.17	12 000	270	3 240 000	502.2	783	393 22
FFW component										
Cereals (rice)	400	1 440.00	28.00	2.00	90 000	150	13 500 000	5 400	462	2 494 800
Raw sugar cane	25	82.33	0.25	0.03				338	677	263 30
Vegetable oil	20	177.00	-	20.00				270	1 412	438 48
Pulses (lentils)	50	170.00	10.00	0.30				675	517	400 95
Total	495	1 869 33	38.25	22.33	90 000	150	13 500 000	6 683		3 597 532

TOTAL FOOD RATIONS (TWO YEARS) BY BENEFICIARY, NUTRITIONAL CONTENT AND VALUE

Commodities	Ration size (grams)	Nutritional content			Beneficiaries	Days	Number of rations	Number of tons	US\$/ton (c.i.f)	Total (US\$)
		Calories (Kcal)	Protein (grams)	Fat (grams)						
Pre-school children										
Cereals (rice)	50	180.00	3.50	0.25	20 000	220	4 400 000	220	462	101 640
Vegetable oil	10	88.50	-	10.00				44	1 412	62 128
Fortified blend	40	127.60	9.60	0.56				176	783	137 808
Pulses (lentils)	30	102.00	6.00	0.18				132	517	68 244
Total	130	498.10	19.10	10.99	20 000	220	4 400 000	572		369 820
Primary schoolchildren										
Fortified blend	30	95.70	7.20	0.42	15 000	160	2 400 000	72	783	56 376
Liquid long-life milk	75	375.00	19.13	20.25				180	783	140 940
Total	105	470.70	26.33	20.67	15 000	160	2 400 000	252		197 316
GRAND TOTAL					227 000		31 640 000	12 910		7 271 960