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PROTRACTED RELIEF AND RECOVERY OPERATION – COLOMBIA 10366.0

Assistance to Persons Displaced by the Violence in Colombia

Number of beneficiaries	499,000 a year, of whom 53 percent women and girls
Duration of project	24 months (1 April 2005–31 March 2007)
Food requirements	49,220 mt
Cost (United States dollars)	
Total cost to WFP	40,156,680
Total food cost	24,716,248

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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 points indicated below, preferably well in advance of the Board's meeting.

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EXECUTIVE SUMMARY

Since 2002, 586,000 people have been added to the estimated 2.5 million displaced people in Colombia. As the number grows, awareness of the magnitude of humanitarian needs is increasing. Based on a joint needs assessment in 2004 by WFP and the International Committee of the Red Cross, WFP calculated that 366,000 displaced people were unable to access sufficient food of adequate quality and concluded that increased food assistance was necessary. In line with its recommendations, WFP plans to extend the initial three months' food assistance to newly displaced people to six months, in coordination with the International Committee of the Red Cross and the Social Solidarity Network. WFP will also reach the 40 percent of recently displaced people who had not been receiving food assistance, in partnership with Catholic Relief Services and the Catholic Church. The relief component will reach an estimated 160,000 newly displaced people per year.

After this initial assistance, WFP will help to re-establish livelihoods and protect the human capital of displaced people through school and pre-school lunches, food for training, food for work and feeding of vulnerable groups. This component will reach 339,000 beneficiaries per year. The number of beneficiaries to be assisted is 499,000 per year for two years, requiring 49,220 mt of food at a cost to WFP of US\$40.2 million.

From 1 April 2005, this operation will replace protracted relief and recovery operation 10158.0, which would have ended in December 2005. This is because of the changing dynamics of conflict in Colombia, reassessed requirements and changes in operational modalities, including reallocation of government resources currently used for internal transport, storage and handling to direct assistance to displaced people.

DRAFT DECISION*

The Board approves Colombia PRRO 10366.0, "Assistance to Persons Displaced by the Violence in Colombia" (WFP/EB.1/2005/7-B/1).

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.



CONTEXT AND RATIONALE

Context of the Crisis

1. Colombia has the third largest population of internally displaced people (IDPs) in the world – 2.5 million out of a population of 43 million; 586,000 IDPs have been added to this since protracted relief and recovery operation (PRRO) 10158.0 was formulated in 2002. The number and types of displacement vary cyclically from year to year. There has been an average of 300,000 new displacements per year since 2000, with a peak of 400,000 in 2002; the number declined to 186,000 in 2003,¹ in which year 82 percent of municipalities were affected.
2. The current impasse, a product of an ongoing conflict spanning four decades, has produced an increase in individual displacement and an expansion of the conflict, creating a complex pattern of old and new areas of expulsion and reception. A recent report² by the *Consultoría para los Derechos Humanos y el Desplazamiento* (CODHES) stressed that 195,000 people live in blockaded and mined communities; they are unable to leave and cannot access adequate food or basic survival items. The potential for displacement also results from chemical spraying of illegal crops.
3. The changing dynamics of the conflict were highlighted in early 2004 by the Assistant High Commissioner of the Office of the United Nations High Commissioner for Refugees (UNHCR), the Deputy Executive Director of WFP and the United Nations Under-Secretary General for Humanitarian Affairs. The Humanitarian Action Plan 2004–2005 (HAP2), discussions in the United Nations Executive Committee on Humanitarian Affairs (ECHA) and a ruling by the Constitutional Court draw further attention to the serious lack of attention given to IDPs.
4. The need for greater attention to the social and humanitarian needs of IDPs is recognized, but the Colombian Government is struggling with the costs of the conflict and debt servicing, which account for 63 percent of its budget.³
5. Favourable conditions for sustained recovery and return during 2005 are unlikely. Achieving security is the basic precondition for reversing the obliteration of livelihoods. The changing nature of displacement and the fluid humanitarian situation require a more strategic response by the Government, supported by the international community, that addresses the assistance and protection needs of IDPs.
6. Through this PRRO, WFP will redirect its relief and recovery strategies to respond more comprehensively to the food needs of IDPs, prevent asset depletion and stabilize and protect livelihoods.

¹ Colombia country profile, global IDP project, 2003. Based on CODHES information.

² CODHES, 2003. *Guerra y Confinamiento: ¿Desplazados Sin Salida?* The CODHES report was made with the support of UNHCR, the Department of Projects and Services (*Consejería en Proyectos y Servicios*) and Lutheran World Relief.

³ Human Development Report 2003 and the United Nations Development Programme (UNDP) Colombia.



Situation Analysis

7. In some areas, weak control of Government institutions affects delivery of humanitarian assistance to IDPs. The blockade strategy has recently been used in about 20 municipalities,⁴ which often contain indigenous or Afro-Colombian populations, to confine communities and restrict entry of goods, access to health services and the supply of humanitarian aid.
8. Displacement is attributed to threats, destruction of livelihoods, assassinations and massacres associated with drug trafficking. The actual reasons why people flee their homes and livelihoods are complex, however, and vary from region to region. Armed interventions aiming to gain control over natural resources are linked with drug trafficking and extortion, including shadow taxation and payment for protection.
9. Nearly 80 percent of IDPs are temporarily settled in shanty towns in city outskirts. Tensions between IDPs and host communities increase as the influx of IDPs exerts greater strain on societies with scarce resources. IDPs compete for unskilled work, mostly in the informal sector, which depresses already low wages and gives rise to exploitation. About 27 million Colombians are poor; 10 million are below the extreme poverty line, of whom 2.5 million are IDPs.
10. According to the joint assessment by WFP and the International Committee of the Red Cross (ICRC) in 2004, IDP households have monthly incomes between USD\$30 and US\$60, about 42 percent of the national minimum wage. Two-thirds of IDPs live in inadequate housing with no access to basic sanitation.
11. Health and sanitation services are strained by the increased numbers of people requiring coverage. Only 22 percent of IDPs receive medical attention;⁵ access is hindered because most lack the required identification papers. Displaced children experience higher levels of malnutrition and disease: *Médicos Sin Fronteras* (MSF) reports deficiencies in vitamin A, iron and calcium, and chronic malnutrition rates of 25 to 30 percent compared with national rates of 10 percent (urban) and 19 percent (rural).
12. More than 48 percent of IDPs are children between 5 and 14.⁶ According to the United Nations Children's Fund (UNICEF), 70 percent of displaced children never return to school; of those who attend school, 60 percent drop out between the ages of 6 and 7, mainly for economic reasons; 30 percent of displaced girls of 13 to 19 are already mothers or pregnant;⁷ 56 percent have not completed primary school. Women account for 50 percent of IDPs, half of whom are heads of households;⁸ 86 percent of IDP households headed by women live in extreme poverty on US\$25 per month or less.⁹

⁴ CODHES, 2004.

⁵ Pan-American Health Organization, 2002.

⁶ *Red de Solidaridad Social* (RSS; Social Solidarity Network). According to CODHES in 1999, 66 percent were <19 years old.

⁷ PROFAMILIA, 2001. *Salud sexual y reproductiva en zonas marginales: situación de las mujeres desplazadas*.

⁸ Government report, 2001.

⁹ WFP, 2003. *Vulnerability to Food Insecurity of the Population Displaced by Violence in Colombia*, p.7.



Food and Livelihood Security

13. In escaping from violence, rural households are forced to abandon their land, the primary asset that supports their food and livelihood security. IDP households are particularly at risk, because they lack sufficient disposable income to cover basic food, housing, education and health needs. The main conclusion of the joint WFP/ICRC assessment was that the proportion of household budgets devoted to food is disproportionately high — 60 percent for food, 3 percent for education and 6 percent for health. Safety nets in urban areas are often difficult to access, inappropriate and unsustainable. IDP households who do not have access to a stable source of income therefore face considerable challenges in meeting their basic needs.
14. The joint 2004 WFP/ICRC assessment reported 42 percent of households working in the previous 30 days. Focus group discussions revealed that the daily wage is extremely low, ranging from US\$2 to US\$4.
15. According to the assessment, lack of income among IDPs leads to a nutritionally inadequate diet.¹⁰ Of the households in the assessment sample, 33 percent have a very low level of food consumption, meaning that they are unable to eat sufficient quantities of nutritious food on a regular basis. WFP's 2003 assessment also emphasized that the diet of recent IDPs is deficient in both calories and protein; the gap is highest among people displaced for up to 12 months.
16. Upon displacement, women are forced to a greater degree than men to reduce food quality and intake and to borrow heavily. Short-term coping strategies become long-term survival mechanisms, seriously impeding their chance of achieving a degree of financial stability or maintain a nutritionally adequate diet.

Government Policies and Programmes

17. The evolving nature of the humanitarian situation in Colombia has caused the Government and the international community to redirect their immediate and medium-term IDP assistance strategies. HAP2, formulated with national institutions and the international community, calls for more immediate and direct assistance to IDPs and outlines policies and investments that would encourage more durable solutions to the causes of the crisis.
18. In 1997, the Government enacted Law 387 and created the *Sistema Nacional de Atención a la Población Desplazada por la Violencia* (SNAIPD), comprising 14 ministries and agencies covering agriculture, social security, health and education and responsible for providing an integrated response to the IDP problem.
19. In 1999 the Government designated the *Red de Solidaridad Social* (RSS; Social Solidarity Network) as the agency responsible for planning, coordination and service delivery to IDPs. An action plan was prepared, consisting of four elements: (i) prevention measures; (ii) humanitarian assistance; (iii) return, relocation, and economic stabilization; and (iv) protection. The Government, its partners and the international community base their efforts on these priorities.
20. According to SNAIPD, of the US\$90 million budget earmarked for IDPs in 1999–2002, 37 percent went to humanitarian assistance and 52 percent to relocation, representing 43 percent and 19 percent of identified needs.¹¹ There is concern that government humanitarian assistance is inadequate because it is limited by law to three months and the

¹⁰ Ibid.

¹¹ RSS, 2004. www.red.gov.co.



capacity of the Government to facilitate the return of 30,000 displaced households by 2006 appears questionable. Most returnees have no guarantee of security as they return under fragile agreements with illegal armed forces.¹² To date, only 12,000 displaced families, about 58,000 people, have been assisted by RSS in returning to their place of origin.

21. Official assistance targets only the registered population. A UNHCR study showed that during 2002, for example, 57 percent of new IDPs received no assistance, either food or non-food.¹³
22. IDPs who seek government assistance are registered by RSS and are entitled to three months of food and non-food assistance. Apart from RSS, ICRC has since 1997 provided this assistance to registered IDPs and to others who approach it directly for assistance.¹⁴
23. IDPs are encouraged to send their children to school and to participate in community and institutional safety-net programmes in addition to receiving the food and non-food emergency package, which is generally a three-month food ration and essential household items. Food-assistance programmes of other national and international organizations are geographically limited and small-scale.

WFP Response

24. WFP assistance to IDPs has been ongoing since 2000 through PRRO 6139 and PRRO 10158.0; 350,000 highly vulnerable IDPs have been reached through targeted assistance to pregnant and lactating women, pre-school and primary schoolchildren, moderately to severely malnourished children and households participating in recovery activities geared to skills training, small-infrastructure rehabilitation and food production.

PRRO Rationale

25. The changing dynamics of internal displacement require a more focused response. WFP therefore plans to reorient and expand its assistance under PRRO 10366.0, including changes in logistics and programme modalities, more comprehensive assistance to recent IDPs and strengthened capacity at field level. In view of the extent of reorientation, WFP will terminate the current PRRO and start PRRO 10366.0 in April 2005.
26. The rationale for providing WFP food assistance through the proposed PRRO is that large numbers of IDPs, particularly recently displaced people, are unable to eat sufficient quantities of nutritious food on a regular basis.¹⁵

RELIEF AND RECOVERY STRATEGIES

Beneficiary Needs

27. The joint WFP/ICRC food and non-food needs assessment in 2004 developed household consumption categories that confirm that a high percentage of household income goes to meet basic food needs. Households in the lowest consumption category represent the

¹² For further analysis, see Perez, 2004, Colombia Joint Rapid Needs Assessment. ICRC/WFP. pp 28–31.

¹³ UNHCR, May 2003, p.1.

¹⁴ ICRC, 2003. Beneficiaries total approximately 110,000.

¹⁵ Joint WFP/ICRC food and non-food needs assessment, September 2004.



lowest level of food consumption, in which households do not consume any staple food items — the cereals and tubers that constitute the bulk of any diet — on a daily basis;¹⁶ cereals, tubers and eggs are consumed in combination on three or four days a week. Households in this category require food assistance; the category includes newly displaced and longer-term IDPs and provides relief and recovery assistance.

Role of Food Aid

28. WFP food assistance aims (i) to meet immediate consumption needs and (ii) to serve as an income transfer to help prevent asset depletion, minimize the effects of debt burdens and allow for diversification in expenditures to meet other basic needs. In the longer term, food assistance will give IDP families the opportunity to acquire other assets and begin to invest in basic needs such as shelter, health and education. The rations are therefore designed to contribute to a nutritionally balanced diet to prevent deterioration in the health and nutritional status of IDPs.
29. Recent assessment surveys demonstrate that IDPs consume their entire emergency food package, thus releasing family income. Experience shows that WFP-marked food aid – as opposed to unmarked trucks, bags or other items – affords some protection from attack for implementing partners and IDP beneficiaries.

Programme Approaches

30. The PRRO is designed as a flexible tool to respond to evolving displacement situations, allowing WFP to identify quickly those most in need of food assistance through rapid assessments at sub-office level. The approach includes flexibility in programming and logistics support and in deploying staff to meet relief and recovery needs.
31. The PRRO approach is in line with WFP's Enhanced Commitments to Women and the recommendations of the 2004 gender mission;¹⁷ it builds on efforts already in place to respond to women's needs for assistance and protection.
32. The PRRO has introduced activities to foster self-reliance among IDPs in an environment that is not conducive to large-scale return or resettlement. Linking the relief and recovery components with respect to targeted general distribution giving way to targeted food for work (FFW), food for training (FFT) and vulnerable group feeding is an important step in supporting livelihoods in unstable humanitarian situations.
33. WFP acknowledges the need to build bridges between host communities and IDPs; the PRRO calls for approaches that can resolve tensions between the two groups.

Intervention Approaches

34. The intervention approaches for the relief and recovery components are:
 - relief response for new IDPs through a reduced targeted general ration;
 - recovery response to support livelihoods through FFW and FFT safety-net activities and vulnerable group feeding; and
 - school feeding to support livelihood change.

¹⁶ WFP/ICRC, 2004. *Identifying Food and Non-Food Needs of Internally Displaced: A Joint Survey of Internally Displaced Populations*. Joint assessment, September.

¹⁷ Colombia country case study, September 2004.



Risk Assessment

35. The following risks to implementation remain largely unchanged from the current PRRO:
- Security of IDP food recipients and WFP staff. The security situation in the country remains volatile; violence and armed group harassment are reported daily. Further investments in security for WFP staff, premises and cars are considered under direct support costs (DSC) to reach minimum operating security standards (MOSS) compliance.
 - Increase or change in the conflict. Either could limit WFP's access to IDPs. WFP will advocate for joint humanitarian missions and other coordinating mechanisms to help to secure access to blockaded communities.
 - Availability of funding resources. Although IDP needs have grown, there is always the risk of not obtaining sufficient funding for full implementation of the PRRO.
 - Availability of non-food support and programmes. Insufficient non-food inputs could undermine opportunities to build self-reliance.

Goal and Objectives

36. The goal of the PRRO is to protect and stabilize the livelihoods of IDPs and enhance resilience to shocks (Strategic Priority 2). The PRRO will employ two complementary strategies to achieve this goal:
- provide access to adequate food for new IDPs through relief assistance; and
 - build human and physical assets to conserve and diversify the asset base of food-insecure IDPs.
37. Outcomes include:
- reduced proportion of expenditure on food items;
 - increased diversity in diet;
 - retained and diversified human and physical assets; and
 - increased retention of displaced children in primary school.

IMPLEMENTATION PLAN BY COMPONENT

38. The relief component, comprising 38 percent of food assistance, consists of an emergency response through a reduced general ration for 160,000 new IDPs, people living in blockaded communities and people at risk of displacement. WFP relief food will meet immediate food needs and protect the human and physical assets of new IDPs as they make the initial transition to greater self-sufficiency. Targeted direct distributions will cover the first six months, the most critical period of displacement.
39. The PRRO recovery component, comprising 62 percent of food assistance, consists of transition safety-net activities for:
- new IDPs who received assistance under the relief component or through ICRC/RSS assistance and who are considered still food-insecure; and
 - longer-term IDPs who are identified as still food-insecure.



40. The first six months of assistance will be complemented by longer-term food assistance for people displaced for between 6 and 12 months; 339,000 people will benefit. Food-insecure IDPs will receive food through livelihood-support activities, vulnerable group feeding and school feeding. Differentiated rations will be provided for each type of activity. Vulnerable groups include children at nutritional risk, pre-school children and pregnant and lactating women.

Beneficiaries, Food Basket and Commodity Requirements

41. WFP will cover the major IDP reception areas and will focus assistance in 17 departments with the highest concentration of displaced families: Antioquia, Bolivar, Bogotá/Cundinamarca, Meta, Ce0sar, Cauca, Chocó Córdoba, Magdalena, Sucre, Tolima, Santander, Atlántico, Norte de Santander, Valle del Cauca, Putumayo and Nariño. The crisis is fluid, however, with changing displacement patterns and blockaded communities, so these departments may change.
42. The joint WFP/ICRC needs assessment, which surveyed displaced households in six departments, identified 366,000 IDPs needing food assistance; 20,000 people in blockaded communities were added. About 113,000 children will benefit from the already funded school feeding activity. Thus 499,000 beneficiaries per year will be assisted.

TABLE 1: BENEFICIARIES BY CATEGORY						
Programme	Beneficiaries	Duration	2005	2006	Women	Men
Maintain livelihoods						
General distribution	New IDPs blockaded communities	3 to 6 months	160 000	160 000	81 600	78 400
Protect livelihoods						
Children under 5 at risk		180 days	50 000	50 000	25 500	24 500
Children under 2 (MCH)*		330 days	10 000	10 000	5 100	4 900
MCH	Pregnant and lactating women	330 days	18 000	18 000	18 000	
Pre-school	Children 2 to 6	240 days per year	35 000	35 000	17 850	17 150
FFW/FFT	IDP and vulnerable hosts	150 days	113 000	113 000	57 630	55 370
School feeding						
School feeding	Children 6 and older	180 days per year	113 000	113 000	57 630	55 370
Total			499 000	499 000	263 310	235 690

* Mother-and-child health.



Rations

43. WFP will ensure that food provided to the PRRO will be fortified with micronutrients whenever possible; salt is already fortified with iodine. The country office is working with suppliers and the Government to consider fortifying oil with vitamin A.
44. The food basket will be adapted to local consumption preferences through local purchases. The WFP food basket for each component is given in Table 2. Bienestarina is a wheat/soy blend fortified with vitamins, minerals and low-fat milk; the formula was originally developed with WFP. The Government contributed 3,740 mt of bienestarina to complement the WFP ration.

Product	Total requirement (mt)	Food for new IDPs (g)	Pregnant and lactating women (g)	Children at risk under 5 and under 2 (MCH) (g)	Pre-school and primary school (g)	FFW/FFT (g)
Rice	31 030.0	300	100	100	67	300
Pulses	8 880.5	75	25	25	33.33	75
Vegetable oil	3 888.0	25	25	25	16.67	25
Panela*	3 887.5	25	25	25	16.67	25
Bienestarina	3 740.0		50	50	33.33	
Salt	873.0	5	5	5	5	5
Total	52 959.0**					
kcal		1 634	919	919	670	1 634

* Sugar in blocks.

** 49,220 mt are supplied by WFP.

Selection of Activities

⇒ *New IDPs – Livelihood Protection*

45. Targeting criteria include people who are newly displaced (six months or less) and new IDPs receiving assistance from ICRC/RSS.
46. WFP will expand the emergency response to IDPs who register with RSS and ICRC. This will increase the average period of assistance.
47. About 40 percent of new IDPs do not register with the RSS¹⁸ and are not assisted by ICRC. The registration process with RSS may be unknown or difficult and time-consuming; IDPs may hesitate to approach it. The reach of ICRC may be insufficient, in spite of its 16 offices. WFP will therefore provide emergency rations through Catholic

¹⁸ UNHCR report, 2002. Refers to IDPs not registered between 1995 and February 2002.



Relief Services (CRS),¹⁹ either as a family ration or through community kitchens, whichever is most appropriate. Take-home rations will be distributed to adult women in targeted households at distribution points within easy reach of their homes if possible.

⇒ *Food to Support Livelihood Strengthening and Asset Creation*

48. Targeting criteria include food-insecure beneficiaries from the relief component who spend at least 60 percent of their income on food, vulnerable groups and primary-school children in areas with high concentrations of IDPs.
49. FFW activities will take into account IDP priorities, including sanitation, house construction, community facilities and schools. WFP will continue to support short-cycle agricultural projects where possible, with the aim of improving family food consumption.
50. FFT promotes social protection and facilitates community integration. Vocational training is available to IDPs through government and non-governmental organization (NGO) programmes to develop skills to improve competitiveness in urban labour markets. Rations provide an additional incentive for IDPs to acquire new skills. WFP and partners will strive to reach the goal of 70 percent women in FFT activities.
51. FFT and FFW activities will require non-food inputs such as replacement agricultural tools, construction supplies and training materials; some costs are included in the other direct operational costs (ODOC) budget and others are provided by government or other implementing partners. People participating in these activities will receive individual daily rations providing 1,634 kcal.

⇒ *Vulnerable Group Feeding*

52. Children at risk. The activity will target moderately to severely malnourished children and children under 5 at risk of malnutrition living in communities with a high concentration of IDPs. Children admitted to the programme will receive a ration equivalent to 919 kcal.
53. Pregnant and lactating women and children under 2. The activity will target pregnant and lactating women living in communities with high concentrations of IDPs between the ages of 13 and 19 (23 percent) and pregnant women under 19 (7 percent).²⁰ Through its partners, WFP will provide a ration equivalent to 919 kcal and 25 g protein to mothers and their children under 2.
54. The *Instituto Colombiano de Bienestar Familiar* (ICBF) and NGOs will offer awareness sessions to mothers participating in both programmes to improve their knowledge of child care, health and nutrition practices including reproductive health and HIV/AIDS awareness. A deworming programme will be implemented with a local institution at the municipal level, with the support of the World Health Organization (WHO).
55. Pre-school children aged 3 to 6. IDP pre-school children will receive on-site cooked lunches to allow parents, especially mothers, to participate in other government or NGO-sponsored integration programmes or to pursue income-generating options. Careful targeting of beneficiaries in communities will avoid overlaps with other programme activities. The ration will provide 670 kcal per child per day and 20 g of protein.

¹⁹ CRS has a nationwide coverage of 71 dioceses and 1,600 parishes.

²⁰ PROFAMILIA, 2001. *Encuesta de salud sexual y reproductiva en zonas marginales: Situación de las mujeres desplazadas*.



56. School feeding. Primary-school children will receive a school lunch providing 670 kcal and 20 g of protein. The food will be prepared by community cooks, who will receive FFW rations. Through its partners, the country office will train women volunteers in food preparation, storage, hygiene, child-care and nutrition. School feeding will not take place in areas with high concentrations of new IDPs.

Activity Approval Mechanism

57. Approval mechanisms have been reviewed. The role of sub-offices has been strengthened so that they can respond quickly to demands from the field and implementing partners. New approval mechanisms involving partners and strengthened coordination at the regional level are being designed.
58. Implementing partners will submit activity and project proposals to WFP sub-offices in line with established procedures. The sub-offices will review rapid assessment results, taking into consideration targeting criteria and other aspects of the proposals; once all steps are completed, the sub-offices will approve projects. Women in IDP communities will be involved in planning activities in order to ensure that their needs are met.
59. WFP sub-offices will monitor activity selection by implementing partners and implementation performance.

Institutional Arrangements and Coordination

60. The WFP counterpart for this PRRO will be the Government's *Agencia Colombiana de Cooperación Internacional* (ACCI; Colombian Agency for International Cooperation). WFP will work through agreements with RSS, ICBF, church organizations, international and national NGOs, and municipalities and regional governments.
61. WFP will negotiate a partnership with the Catholic Church because it provides ample capacity to reach new IDPs, registered and non-registered, in reception communities. It is trusted, which enhances its ability to reach IDPs who otherwise would not register. In areas where the Catholic Church is unable to respond, agreements will be drawn up with the Colombian Red Cross.
62. Capacity will be strengthened at the field level to respond to changing displacement patterns. WFP will have five main sub-offices and five satellite sub-offices in IDP reception areas, covering 17 departments. The sub-offices will be responsible for coordination with the ten field offices of the International Organization for Migration (IOM), the six UNHCR field offices, the four offices of the Office of the United Nations High Commissioner for Human Rights (UNHCHR) and the three offices of the Office for the Coordination of Humanitarian Affairs (OCHA).
63. The main sub-offices will have a programme coordinator, one monitoring and evaluation (M&E) reports assistant, two field monitors, two drivers and one administrative assistant; the satellite sub-offices will have one coordinator, a monitor and a driver. This additional staff capacity is included in DSC. WFP will ensure that sub-offices and field offices continue to share premises with other agencies as far as possible.
64. Through RSS, ICBF and regional and local governments, the Colombian Government will contribute resources for non-food inputs and other operational costs to a value of US\$30 million, including 3,740 mt of bienestarina, in line with the Letter of Intent signed in September 2004. Government commitments will be clearly stated in the Letter of Understanding.



65. WFP is engaged in HAP2, leading the food-security thematic subgroup. It has strengthened partnerships with UNICEF, WHO, IOM, the United Nations Population Fund (UNFPA) and NGOs to conduct joint activities, improve technical, programme and operational aspects of WFP assistance, improve targeting and monitoring of food distributions and assess the impact of WFP food aid. All partnership agreements include the Enhanced Commitments to Women and HIV/AIDS awareness campaigns.

Capacity-Building

66. WFP will provide training for staff and implementing partners in logistics, results-based management (RBM), M&E, gender and HIV/AIDS awareness. It will strengthen the capacity of its main implementing partners with the aim of consolidating its activities with a reduced number of partners.
67. A *Procedures and Operations Manual* provided to all WFP implementing partners together with a set of training activities (included in ODOC) will help implementing partners to follow WFP's targeting and monitoring requirements. Skills training will be directed to the special needs of the IDP population, especially women, to support their capacity to reintegrate and provide for their families.

Logistics Arrangements

68. To ensure efficient and cost-effective deliveries, commodity handling and commodity tracking, the country office will operate through five warehouses/extended delivery points (EDPs) located as close as possible to final delivery points (FDPs) and will facilitate delivery of food to remote areas. The country office will cover these costs, estimated at US\$110/mt, out of landside transport, storage and handling (LTSH).
69. **Food procurement.** Depending on cash or in-kind contributions, WFP will rely on private suppliers for local purchases of rice, panela, vegetable oil and salt. Pulses are generally procured internationally, given high local prices, and received at the port of Barranquilla. To minimize costs and ensure proper commodity tracking and monitoring, packages are standardized to 1 kg for components that need small packaging; other quantities will be purchased in the normal 50 kg and 25 kg bags.
70. **Warehousing.** The country office will establish five EDPs at Barranquilla, Medellín, Bucaramanga, Bogotá and Cali, preferably sharing office space with the main sub-offices. Warehouses are staffed and have communications equipment. In the case of local purchases, suppliers will deliver food to the five EDPs.
71. **Transport.** Local companies will be registered at the EDPs to transport food to FDPs. Transport rates valid for shorter periods will be obtained from the registered transporters, in order to enhance competition and decrease costs. Transport will, however, be contracted from the country office in Bogotá for all warehouses.
72. The Commodity Movement Processing and Analysis System (COMPAS) will be installed in the five warehouses and the country office, recording distribution data from partners' reports. To ensure proper start-up, one experienced data-entry clerk will spend one month with the newly recruited data clerks in addition to initial training.

Monitoring and Evaluation

73. WFP Colombia is the lead agency on IDP needs assessment and vulnerability analysis. WFP has developed a *Sistema de Identificación y de Monitoreo de la Vulnerabilidad Alimentaria* (SIMVA, Food Vulnerability Identification and Monitoring System), which is used by partners and other agencies throughout Colombia. The system allows the office to



gather baseline information and monitor progress on reducing food vulnerabilities. A nine-month nutritional survey funded by the European Community Humanitarian Office (ECHO) will assess the nutritional status and health of IDP households and allow comparisons with non-displaced households in the same communities.

74. WFP will pursue its commitment to RBM and will continue to strengthen its capacity at the country office sub-offices with additional monitors, introduction of a rapid-assessment methodology that supports development of baselines and linkages between COMPAS and the standardized project report (SPR) process. Data collection will include quantitative and qualitative methods enabling implementing partners to obtain standard reporting information and ensuring that WFP monitors cross-check information. Universities will carry out special monitoring studies.
75. The monitoring responsibilities of WFP's partners and committees receiving commodities will be defined in the *Procedures and Operations Manual*. Standard beneficiary distribution data include the number of rations distributed by gender and region, spot checking at distribution sites and random verification of commodity management, and case studies on food consumption and expenditures.
76. Weekly situation reports will be included in WFP's emergency reports to donors and partners and WFP's EPWeb will serve as a tool for preparedness and response. A final evaluation is scheduled for 2007.

Security Measures

77. In view of security problems in Colombia, the United Nations has established a United Nations Security Coordinator (UNSECOORD) office and prepared a regularly updated security plan. With UNSECOORD, WFP is training its staff in security issues before assigning them to the field. As of December 2003, UNSECOORD declared security phase III for Putumayo province and phase II for the rest of the country, with the exception of Bogotá DC and Cartagena, which are phase I. Security authorizations are issued for staff movements in phase II and phase III areas.
78. WFP has hired a dedicated international security officer to become MOSS compliant and to ensure maximum security for staff. It is upgrading security measures in its offices and communications, including greater bandwidth for country-wide internet access and an enlarged network infrastructure; monthly recurring costs of the very small aperture terminal (VSAT) connection for WINGS have been included in the budget. These investments in MOSS compliance have resulted in substantial increases in DSC.

Exit Strategy

79. WFP has little influence over the future of the conflict, but it will increase its attempts to design activities to help IDPs adapt to their new environment.
80. A new law obliging municipalities to support school feeding programmes means that a large number of schools receive food assistance from the Government. The process can take time; some schools have already graduated from WFP assistance.

Contingency Mechanism

81. An updated contingency plan will be finalized before the end of 2004. Conflict could escalate as a result of increased efforts to end the 40-year war and could result either in access to formerly blockaded communities or increased short-term displacement. The number of refugees could increase as a result of confrontations between armed groups close to the borders, especially in Ecuador, Panama and Venezuela.



BUDGET PROPOSAL AND INPUT REQUIREMENTS

82. The operation will require 49,220 mt of food, with an additional 3,740 mt of bienestarina contributed by the Government, comprising 20,124 mt for emergency response and 29,095 mt for livelihood-support activities. The cost to WFP is US\$40.2 million — US\$32.0 million direct operational costs (DOC), US\$5.6 million DSC and US\$2.6 million indirect support costs (ISC).

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

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



ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost per mt	Value (US\$)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Rice	31 690	442.30	14 016 376
– Sugar	3 888	332.58	1 292 935
– Vegetable oil	3 888	1 239.69	4 819 369
– Iodized salt	874	195.18	170 615
– Pulses	8 880	497.38	4 416 953
Total commodities	49 220		24 716 248
External transport			399 600
Subtotal for ITSH			5 426 518
Total LTSH			5 426 518
Other direct operational costs			1 389 933
Total direct operational costs			31 932 299
B. Direct support costs (see Annex II for details)			
Total direct support costs			5 597 309
C. Indirect support costs (7%)			
			2 627 073
TOTAL WFP COSTS			40 156 680
¹ This is a notional food basket used for budgeting and approval purposes. The contents may vary depending on the availability of commodities.			



ANNEX II

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
International professional staff	981 900
National general service staff	19 250
Temporary assistance	1 751 067
Overtime	5 015
National consultants	44 054
Staff duty travel	1 060 739
Staff training and development	119 432
Subtotal	3 981 457
Office expenses and other recurrent costs	
Rental of facility	193 420
Utilities (general)	170 849
Office supplies	95 204
Communication and IT services	185 782
Insurance	57 701
Equipment repair and maintenance	86 559
Vehicle maintenance and running costs	237 235
Other office expenses	21 000
United Nations organizations services	19 236
Subtotal	1 066 986
Equipment and other fixed costs	
Vehicles	194 285
Furniture, tools and equipment	153 706
TC/IT equipment	200 876
Subtotal	548 867
TOTAL DIRECT SUPPORT COSTS	5 597 309



ANNEX III: LOGICAL FRAMEWORK — COLOMBIA PRRO 10366.0 (2005–2007)

Results hierarchy	Performance indicators	Data source and frequency	Risks, assumptions
Protect and stabilize livelihoods of displaced persons – SP2			
1. Stabilize livelihoods (relief component)			
Outcome 1.1. Increased access by food-insecure IDPs to a greater diversity of foods.	Outcome-level indicators <ul style="list-style-type: none"> ➤ 1.1.a. Percentage of targeted IDP household expenditures allocated to food.¹ ➤ 1.1.b. Percentage of targeted IDP households that show an increase in the frequency and diversity of foods consumed.¹ ➤ 1.1.c. Percentage of IDPs of country total receiving WFP food rations.¹ 	<ul style="list-style-type: none"> - Rapid needs assessments and baselines - SIMVA and monitoring system - Nutritional survey - Reports and case studies - National studies 	Timely and adequate contribution of funds. IDPs willing to be identified. Security problems do not significantly reduce access by WFP or implementing partners. NGOs and Implementing partners have commitment and financial, human and technical capacity to reach hungry IDPs and carry out needs assessments and baseline studies.
Key outputs 1.1.1 Food delivered on time to newly identified IDPs.	Output-level indicators <ul style="list-style-type: none"> ➤ 1.1.1.a Quantity of food distributed to targeted IDPs.² ➤ 1.1.1.b Number of targeted IDPs receiving food.² 	<ul style="list-style-type: none"> - COMPAS - Gender-disaggregated participant records - Distribution records - Post-distribution monitoring - WFP project data base - WFP M&E and Implementing partners 	
2. Protect livelihoods and increase asset base (recovery)			
Outcome 2.1 Food-insecure IDPs are increasingly able to retain and diversify their human capital and physical assets.	Outcome-level indicators <ul style="list-style-type: none"> 2.1.a. Same indicator as 1.1.a. 2.1.b. Percentage of targeted IDP households able to retain or increase their assets.³ 	Same as 1.1. <ul style="list-style-type: none"> - ECW baseline 	Same as under 1.1. Complementary NFI assistance provided by other actors.



ANNEX III: LOGICAL FRAMEWORK — COLOMBIA PRRO 10366.0 (2005–2007)

Results hierarchy	Performance indicators	Data source and frequency	Risks, assumptions
<p>Key outputs</p> <p>2.1.1 Food-insecure IDPs and vulnerable groups access food-supported asset-creating activities.</p>	<p>Output-level indicators</p> <p>2.1.1.a. Same indicators as 1.1.1. a and 1.1.1.b.⁴</p> <p>2.1.1.b. Number of targeted IDPs participating in asset-creating activities.⁵</p> <p>2.1.1.c. Number of assets created through FFW/FFT by asset type.</p>	Same as 1.1.1	
3. Support access to education and reduce gender disparity in education			
<p>Outcome</p> <p>3.1 Displaced children are retained in school.</p>	<p>Outcome level indicators</p> <p>3.1.a. Percentage of boys and girls completing grade.⁶</p> <p>3.1.b. Annual drop-out rates.⁶</p> <p>3.1.c. Attendance rates by gender in WFP-assisted primary schools.⁶</p>	<ul style="list-style-type: none"> - Same as 1.1 - School statistics - School feeding baseline and follow-up surveys 	<p>Same as under 2.1.</p> <p>Reports kept in primary schools.</p>
<p>Key outputs</p> <p>3.1.1 Food provided to IDP school children in WFP-assisted primary schools.</p>	<p>Output-level indicators</p> <p>3.1.1.a. Number of boys and girls receiving food.</p> <p>3.1.1.b. Quantity of food distributed to schools.⁷</p> <p>3.1.1.c. Number of schools reached.</p>	Same as 1.1.1.	

1 – Newly displaced/less than six months vs longer-term IDPs, disaggregated by type of expenditure – food and non food.

2 – By age group and gender, planned vs actual, and commodity type.

3 – By physical, human and social assets retained, by FFW assets created or FFT skills acquired, age group and gender.

4 – By distribution modality and target group: newly displaced, nutritionally at-risk girls and boys under 5, pregnant/lactating women, pre-school girls and boys.

5 – By gender, planned vs actual, FFW or FFT.

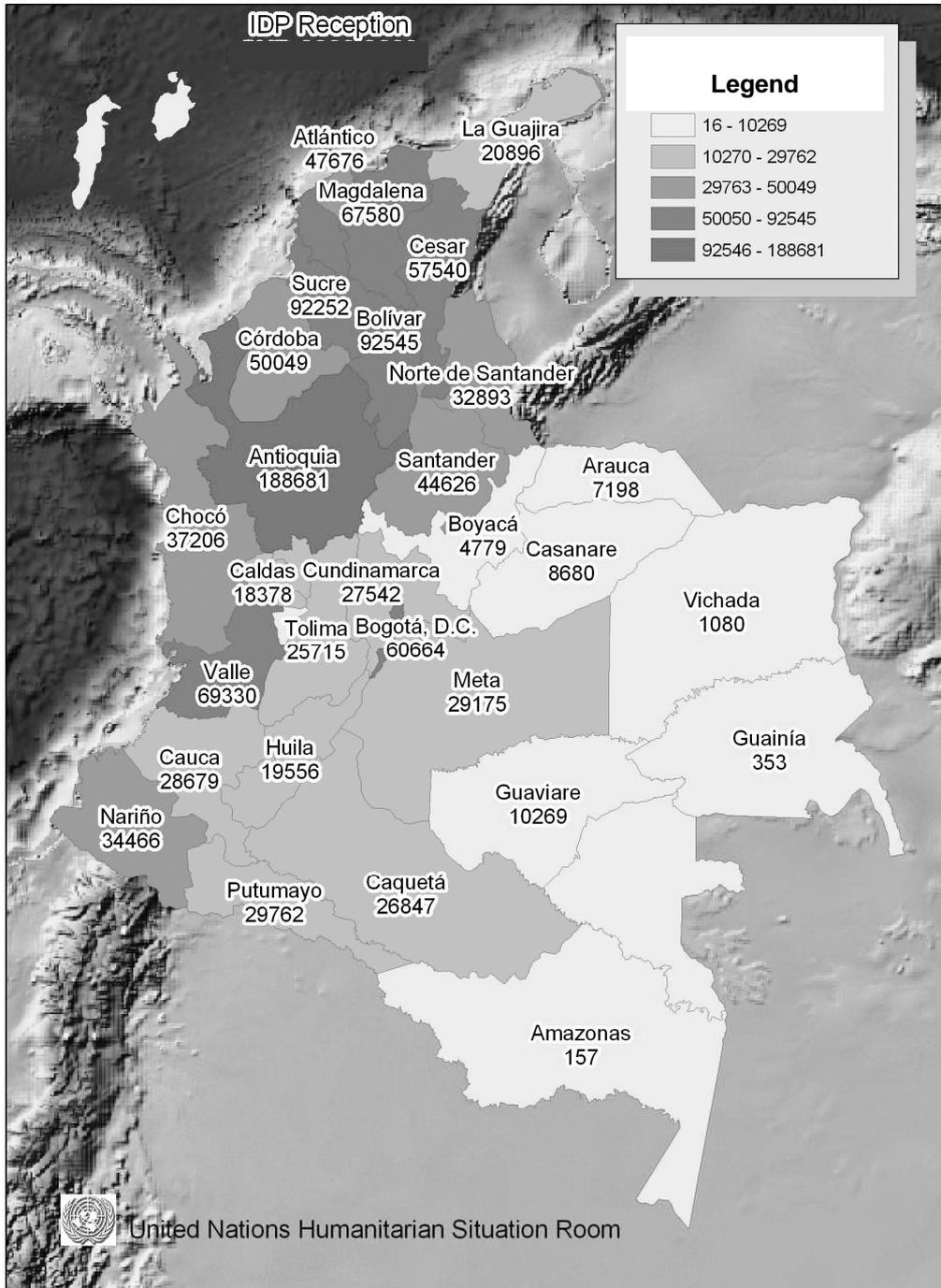
6 – Compared to baseline year.

7 – Planned vs actual, and commodity type.



ANNEX IV

COLOMBIA PRRO 10366.0



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



ACRONYMS USED IN THE DOCUMENT

ACCI	<i>Agencia Colombiana de Cooperación Internacional</i> (Colombian Agency for International Cooperation)
CODHES	<i>Consultoria para los Derechos Humanos y el Desplazamiento</i>
COMPAS	Commodity Movement Processing and Analysis System
CRS	Catholic Relief Services
DOC	direct operational costs
DSC	direct support costs
ECHA	United Nations Executive Committee on Humanitarian Affairs
ECHO	European Community Humanitarian Office
EDP	extended delivery point
FDP	final delivery point
FFT	food for training
FFW	food for work
HAP2	Humanitarian Action Plan Phase II
ICBF	<i>Instituto Colombiano de Bienestar Familiar</i>
ICRC	International Committee of the Red Cross
IDP	internally displaced person
IOM	International Organization for Migration
IP	implementing partner
ISC	indirect support costs
ITSH	internal transport, storage and handling
LTSH	landside transport, storage and handling
M&E	monitoring and evaluation
MCH	mother-and-child health
MOSS	minimum operating security standards
MSF	<i>Médicos Sin Fronteras</i>
NGO	non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
ODOC	other direct operational costs
PRRO	protracted relief and recovery operation
RBM	results-based management
RSS	<i>Red de Solidaridad Social</i> (Social Solidarity Network)
SIMVA	<i>Sistema de Identificación y de Monitoreo de la Vulnerabilidad Alimentaria</i> (Food Vulnerability Identification and Monitoring System)



SNAIPD	<i>Sistema Nacional de Atención a la Población Desplazada por la Violencia</i>
SPR	standardized project report
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCHR	Office of the United Nations High Commissioner for Human Rights
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNSECOORD	United Nations Security Coordinator
VSAT	very small aperture terminal
WHO	World Health Organization

