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PROTRACTED RELIEF AND RECOVERY OPERATION— COLOMBIA 10158.0

Assistance to Persons Displaced by Violence in Colombia

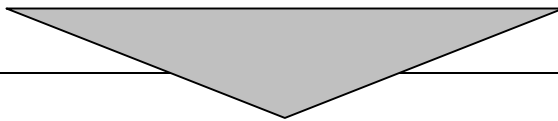
Number of beneficiaries	375,000
Duration of project	36 months (1 January 2003–31 December 2005)

Cost (United States dollars)	
Total cost to WFP	25,949,993
Total cost to Government	22,072,889
Total project cost	48,022,882
Total food cost	15,261,595

In February 2002, one US dollar equalled 2,238 pesos.

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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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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



Executive Summary

Colombia continues to face a humanitarian crisis after 40 years of a conflict that has caused the internal displacement of more than 1.5 million people, making it one of the countries with the highest numbers of displaced persons in the world. Forcing people to flee their homes and land is a deliberate strategy of the conflict; it arises from disputes over land tenure and territorial control. Individual and group displacement is on the increase, with 221,485 people displaced in 2001 alone. Afro-Colombians and indigenous groups are disproportionately affected.

Displacement in Colombia is linked with the country's national economic crisis: 57 percent of the population lives below the poverty line, and one out of four Colombians lives in absolute poverty. National unemployment increased almost threefold between 1995 and 2000. At 20 percent, it is currently one of the highest rates in Latin America.

The prolonged conflict has had an adverse effect on the food security of displaced people. The main problems are lack of access to food and a decline in food quality, rather than production issues. A WFP case study on internally displaced persons (IDPs) in May 2001 found that daily calorie consumption is well below the 2,100 kcal normally provided in emergency situations. Households headed by women in urban areas are especially vulnerable to insufficient food, and consume even fewer calories because of the high cost of meeting basic needs.

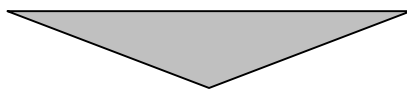
Hunger is a chronic problem for people between the fourth and twenty-fourth month after displacement. After three months of initial emergency assistance from the Government and the International Committee of the Red Cross (ICRC), displaced families must cover their own basic needs, often before resettling in a new location. WFP data show that while displaced families start to consolidate their incomes after 24 months, they remain caught in a vicious circle of loss of assets, consumption of cheaper food, reduced food consumption, malnutrition and indebtedness.

With the worsening security situation and few prospects for stability, the conditions for recovery and permanent resettlement are clearly lacking. The September 2001 survey by the Catholic Church indicates that only 20 percent of displaced persons have any hope of returning to their place of origin. This situation makes it difficult to continue to resettle IDPs and withdraw WFP assistance as foreseen in protracted relief and recovery operation (PRRO) 6139: Assistance to Persons Displaced by Violence in Colombia.

PRRO 10158.0 is proposed to cover the needs of 375,000 displaced persons for a three-year period starting in January 2003. The operation is to provide protracted relief assistance to displaced persons in transition between relief and recovery, focusing on the needs of families between the fourth and twenty-fourth month of displacement. WFP will provide nutritional supplements for 92,000 expectant and nursing mothers, infants, preschool children and people who are nutritionally at risk, school feeding for 113,000 children, and assistance to 170,000 people through capacity building and asset creation. Activities will be carried out in collaboration with national and international non-governmental organizations (NGOs) and government counterparts, with IDP communities participating in all stages of the activity cycle. WFP will seek US\$25.9 million from the donor community for this three-year PRRO.



Draft Decision



The Board approves PRRO for Colombia 10158.0—Assistance to Persons Displaced by Violence in Colombia (WFP/EB.2/2002/6/2).



CONTEXT AND RATIONALE

Context of the Crisis

1. Colombia continues to face a humanitarian crisis after forty years of conflict. The internal displacement of more than 1.5 million people makes Colombia one of the countries with the highest number of displaced persons in the world, many of whom are experiencing repeated displacement. Forcing people to flee their homes and land is a deliberate strategy of the conflict; it arises from disputes over land tenure and territorial control as armed factions seek to control geographical regions. Before the conflict, Colombia had one of the world's highest concentrations of elite landownership.
2. Most displacement affects individual families, but group displacements have increased over the last three years. At present, 95,000 households are included in the government registration system, which means that some 500,000 displaced persons are seeking assistance. Exact numbers of displaced families are difficult to ascertain because of the different methods of data collection used by the Government, the ICRC, the Consultancy for Human Rights and Displacement (CODHES) and the Catholic Church.
3. Even more important than the estimated number of displaced people is the alarming trend of individual and group displacement. Conflict is more evident in 15 strategically located micro-regions that have abundant natural resources and large areas of illicit crops. These regions have seen the displacement of more than 157,500 people in the last year alone, particularly Oriente Antioqueño, Norte del Cauca, Sur del Valle, Magdalena Medio, la Sierra Nevada de Santa Marta, Urabá, Centro del Chocó and Montes de María.
4. The worsening of the conflict is reflected in recent estimates of displaced persons. In the first six months of 2000, 467 cases of displacement were reported, involving 51,847 people. In the first six months of 2001, 1,091 displacements were registered, involving the removal of 85,012 people from their places of origin. The spread of displacement is alarming. In the first six months of 2001, an additional 310 municipalities were affected. Means of subsistence were disrupted and there was a high degree of insecurity. Rural areas are becoming depopulated.
5. Displacement in Colombia is linked to the national economic crisis. One out of four Colombians lives in absolute poverty, and 57 percent of the population is below the poverty line. The effects are clearly visible. Colombia's unemployment rate is one of the highest in Latin America. The informal sector provides more than 56 percent of employment. Between 1995 and 2000, national unemployment increased from 7.6 percent to more than 20 percent.
6. The increase in violence is evident from statistics reporting an annual 26,000 homicides in Colombia—the main cause of death—which makes it one of the most violent countries in the world. This loss of life affects gross domestic product (GDP). Colombia has experienced a 3 percent annual loss of GDP since 1988. The impunity with which violence and human rights violations occur leaves people with few alternatives other than abandoning their homes and communities.



7. Presidential candidates for the May 2002 elections have suggested various ways of advancing the fragile peace process and overcoming the recurrent deadlocks in negotiations. These range from military intervention to full commitment to the peace negotiations. One of the greatest challenges for Colombia is providing alternative livelihood options for 20,000 self-supported guerrillas and 16,000 ex-militaries and their families.
8. An estimated 30 to 50 percent of displaced people live in and around the major cities. There is a lack of capacity to satisfy the basic needs of the poorest, particularly in terms of local health, educational and social services. All political parties consider it essential that the international community should continue its assistance, extend humanitarian aid to people displaced by violence and support the rebuilding of social networks, which are crucial during periods of transition and during reintegration after stability has been attained.

Situation Analysis

9. The worsening security situation and limited prospects for stability mean that the conditions for recovery and permanent resettlement are lacking. The September 2001 survey by the Catholic Church indicates that only 20 percent of displaced people have any hope of returning to their places of origin. The earlier goals of continuing the resettlement of IDPs and subsequent withdrawal of WFP assistance, as foreseen in PRRO 6139: Assistance to Persons Displaced by Violence in Colombia are hence unviable. Annex III contains a summary of that operation.
10. Displacement of the Afro-Colombian and indigenous populations increased by a disproportionate 80 percent during the first six months of 2001, compared with rates for 2000. The Afro-Colombian population accounts for 18.6 percent of displaced people; indigenous peoples account for 5.24 percent. These rates are 53 percent higher than the national rates. Displacements of indigenous people usually involve large groups moving from one location to another. This causes overexploitation of resources and results in food deficiencies and serious sanitation problems for host families and displaced people alike.
11. A WFP case study of IDPs in northern Colombia in May 2001 suggests that hunger is a chronic problem for people between 4 and 24 months after displacement. When the government and ICRC end their initial emergency assistance to displaced families after three months, the families must provide their own basic needs in new locations. They have no guarantee of assistance for resettlement, and often no means of livelihood. WFP data show that as a result of these constraints, most families fall into a vicious cycle of loss of assets, consumption of cheaper food, reduced food consumption, malnutrition and indebtedness.
12. The study concluded that daily calorie consumption was well below the 2,100 kcal that is normally provided in emergency situations. Households headed by women in urban areas are especially vulnerable to insufficient food, and consume even fewer calories because of the high cost of meeting basic needs.
13. Every year, Colombia imports more than 1 million tons of wheat and yellow maize, and increasing quantities of other staple foods. Significant national reductions in food production resulting from the conflict have been reported. At household level, the food security problems of the displaced are related to poor access to food and a decline in food quality, rather than to production problems.
14. Displaced families face difficulties in securing access to food because of the lack of job opportunities, high food prices and the prevalence of economically blocked areas.



Unemployment rates among IDPs are extremely high and represent the greatest problem for communities of displaced families. Almost 50 percent of women are unemployed, 23 percent receive less than the minimum wage and another 22 percent receive the minimum wage. Jobs are sporadic and temporary.

15. Before displacement, families were largely dependent on farm work and day labour. Disintegration of families is one of the major effects of displacement, and it often entails increased responsibilities for women. This new situation affects men in their role as the main providers for their families.
16. The WFP study confirmed that a reduction in the quantity of food consumed is accompanied by a decline in its quality. Before displacement, family diets generally consisted of meat, rice, pulses, eggs, milk, yucca, cassava and bananas. After displacement, diets are often reduced to yucca and bananas. According to CODHES, 79 percent of displaced families consume an insufficient quantity of foodstuffs, 33 percent acquire cheaper foods, 29 percent reduce the quantity of food consumed, and only 3 percent place their children in school feeding programmes. The loss of seed for traditional crops is another factor that affects the food security of displaced persons, in particular Afro-Caribbean and indigenous groups.
17. In Colombia, malnutrition is prevalent in rural areas and parts of urban areas. Studies carried out by *Médecins sans frontières* (MSF) in Soacha, one of the largest reception areas for displaced people, show that levels of malnutrition and stunting among children under 5 are constant and significantly above national averages. Chronic malnutrition among IDPs exceeds 26 percent, whereas the national averages are 10 percent for urban areas and 19 percent for rural areas.

Government Recovery Policies and Programmes

18. Government policy regarding IDPs is based on re-establishing conditions that permit people to move from welfare assistance to agriculture and other productive activities. The national response capacity is being strengthened through the National System for Integrated Attention to the Displaced Population (SNAIPD), which is coordinated by the Social Solidarity Network (RSS) and comprises public and private entities. SNAIPD has drafted an action plan and earmarked funding for displaced people of US\$63.4 million for the year 2001 and US\$70.5 million for 2002. Although significant, these funds are not sufficient.
19. Territorial entities coordinate assistance to displaced populations and receive political, technical, human and economic support from the Government. In this respect, RSS, the national coordinating body for displaced people and the counterpart for the current PRRO, has emphasized the strengthening of departmental, local and district committees for the displaced population, which implement government policy.
20. Despite the progress made in the legal and institutional framework to meet the needs of displaced families, human and financial resources at national and local levels are not sufficient to satisfy the urgent demands that result from recurrent displacements. There is a need to re-examine the policies for prevention and protection, with support from United Nations and NGO partners.

Rationale

21. People will continue to be displaced and to live in situations of transition for the foreseeable future. The WFP food-needs assessment of May 2000 indicates that expectant and nursing mothers, infants, preschool children and primary schoolchildren suffer food



deficiencies for periods of 4 to 24 months. These displaced people have lost family ties, social-support structures and possessions and are forced to adjust to new, primarily urban environments. They have to find new means of survival in places where the costs of such basics as food, water and fuel are very high.

22. With ICRC assistance, the Government will continue to target the emergency needs of displaced people. The problem goes beyond the emergency phase, however, and its magnitude surpasses the Government's capacity to assist hungry people after the first three months of displacement. The lack of attention to families beyond the third month of displacement is increasingly acknowledged by government agencies, NGOs and the United Nations but it is still insufficiently addressed. This PRRO will provide assistance to the "forgotten" displaced populations in urban and rural areas who are caught in the transition between relief and recovery.
23. PRRO 10158.0 is proposed to cover a three-year period starting in January 2003, as a replacement of PRRO 6139. Government and non-governmental partners seek coherence between the PRRO and their programmes for a minimum of three years. The aim is to cope with new cycles of displacement while replicable modalities are designed for food-aid programmes at community and neighbourhood levels, and to provide better continuity between short-term assistance to displaced people and existing medium- and long-term programmes.
24. With its network of field offices, WFP is strongly positioned to strengthen local committees' ability to attend to the displaced and to mobilize the technical assistance and material contributions of communities and new NGO partners.

RECOVERY STRATEGY

25. Current conditions offer limited opportunities for return and resettlement, a situation that does not seem likely to change over the next few years. Although the importance of long-term solutions is recognized, the scope for recovery is limited under present security conditions. This PRRO will support a transition strategy and seek opportunities for recovery.
26. WFP's assistance is directed towards alleviating immediate hunger among displaced people during transition from emergency assistance. As more stable conditions prevail, food aid will be directed towards strengthening human capital and developing social networks that will assist in the reintegration of displaced people. WFP will continue to monitor the situation in Colombia and will assess the needs of displaced and host populations, adjusting the use of food aid to the requirements of displaced and hungry people.

Beneficiary Needs

27. The unpredictable nature of the conflict and the widespread presence of armed factions prevent the United Nations, the Government and NGOs from ascertaining precise numbers and locations of displaced people. Urban districts are known to be the major reception areas.
28. In 2000 and 2001, women and children represented about 74 percent of the displaced population and nearly 80 percent of displaced people in large cities. According to the RSS management report for January 2000 to June 2001, women headed 49.7 percent of the registered households.



29. Of the displaced people interviewed, the proportion of expectant mothers aged between 15 and 49 years was 8.4 percent, almost double the national rate as reported in the 2000 National Study of Social Development. In Bogotá, 40.6 percent of women in this age group suffer from iron deficiency, indicating a high risk of anaemia during pregnancy. Nationally, 11 percent of babies have low birth weight—less than 2.5 kg—and 31 percent are underweight—2.5 to 2.9 kg. These data underscore the importance of intensifying preventive strategies such as supplementing iron in wheat flour and providing enriched weaning food.
30. Children under 5 are the first to be affected by hunger, which causes delayed physical and mental development: 19.5 percent of rural children under 5 are malnourished, compared with 10 percent in urban areas. Only 4 percent of young children attend nursery schools (National Planning Department, 2000) because their services are limited and they cannot provide food.
31. Recent studies show that 21 percent of IDP family members over 6 years of age do not receive any formal education, 57 percent have attended primary school and 21 percent have been to secondary school. Only 36 percent finish primary school; 8 percent complete secondary school (CODHES, 2001).
32. Children do not attend school because: (i) family budgets cannot cover parents' association dues, transport, contributions to meals or the cost of uniforms, textbooks and other materials, even though there are no school fees; (ii) children work, either on the streets to earn income or in the home; (iii) families arrive at a location when schools are no longer accepting new pupils; and (iv) the displaced population suffers from rejection and discrimination (CODHES, 2001).
33. In 2001, the NGO *Profamilia* carried out a situational analysis of displaced women. This survey reports that 48 percent of IDPs' dwellings have earth or sand floors, 75.3 percent have zinc or mud roofs, in the central zone 18 percent have plastic or burlap roofs and 30.8 percent lack sanitation. Some 37.8 percent of interviewees confirmed that they lack access to the public water supply and must obtain water from unsafe sources.
34. About 76 percent of IDPs are concentrated in seven departments: Antioquia, Bogotá, Magdalena, Bolívar, Valle del Cauca, Putumayo and Cauca. Other departments with high percentages of displaced people are Sucre, César, Santander and Meta. It is calculated that Bogotá will receive at least 20,000 displaced persons in 2002, Medellín and Cartagena will receive at least 6,000 and Cali 5,000.
35. WFP has been assisting some 110,000 people annually under the current PRRO in these departments of northern Colombia. Based on the results of an internal evaluation of PRRO 6139 in November 2001, WFP will continue to consolidate its operations in areas with high concentrations of displaced families and in new areas in the south.
36. PRRO 10158.0 will assist 375,000 displaced persons over three years.

The Role of Food Aid

37. WFP assistance will:
 - satisfy immediate food needs so as to alleviate hunger and improve nutrition among vulnerable groups;
 - provide beneficiaries with food so that they can participate in productive and skill-development activities; and



- provide nutritional supplements to displaced preschool children and primary schoolchildren and encourage families to place their children in school and maintain regular attendance.

Programme Approaches

38. Adverse security conditions place the majority of displaced families in a situation of transition from relief to recovery, so WFP will focus on initiatives that satisfy immediate food needs and at the same time enable the development of organizational and training processes. This will create conditions for social stability and strengthen the operational and mobilizing capacity of displaced persons.
39. Depending on institutional support in the targeted areas, entry points for supplementary feeding support will be existing preschool, community kitchen, mother and child health (MCH) and nutritional recovery programmes. With regard to food-for-work (FFW) and food-for-training (FFT) activities, PRRO 6139 supported mostly agriculture, livestock and cultivation projects, given the immediate need for food among IDPs. This trend may continue in the future but, with new partnerships and funding, more support can be provided to infrastructure projects.
40. Activities will be planned at local level. WFP will support plans that have been adopted by municipal and departmental committees for displaced persons, and will promote participation by departmental and municipal authorities that are responsible by law for assisting the displaced population. WFP will assist the mobilization and selection of non-governmental, religious and private-sector partners. Through these partnerships, displaced families and organizations for displaced people will be able to participate more effectively in selecting the activities to be undertaken. Priority will be given to developing the abilities and capacities of women.
41. Mobilization of resources will be reinforced at municipal, departmental and local levels of government and through NGOs and church organizations, based on plans adopted by municipal committees for displaced persons.
42. Partnership agreements will be established with other United Nations programmes for IDPs in order to improve the technical, programme and operational aspects of WFP assistance. This approach will include placing WFP monitoring staff in satellite offices, and sharing premises and service agreements with other United Nations agencies.
43. WFP will create greater national and international awareness of the plight of Colombia's displaced persons and their food insecurity by disseminating advocacy and media materials related to the PRRO.

Risk Assessment

44. Potential risks include the following issues.
 - The change of Government, which could have an influence on:
 - the priority that the Government gives to displacement issues;
 - current political strategies and operational modalities to assist displaced persons, including targeting priorities;
 - the budgetary commitment to the PRRO which at national level has been earmarked for 2003 only;



the availability of local human resources for implementation and monitoring of the PRRO.

- Security levels and increased violence. Security conditions reached critical levels in 2001 when for the first time international humanitarian aid workers and food deliveries were affected. Additional security investments have been called for by WFP for staff, premises and vehicles, involving changes in direct support costs (DSC) and food-procurement strategies. Massacres, kidnappings, armed assaults and death threats continue despite the peace negotiations. Such events are likely to interrupt PRRO activities occasionally.
- The donor community's commitment and response in the face of the prolonged problem of internal displacement. Although PRRO 6139 has received solid backing, WFP will need to continue working closely with the donor community in order to obtain sustained and diversified financial support.
- The Government's limited operational response capacity. At municipal level, this includes limited capacity to generate funds in the current economic crisis and failure to establish committees for the displaced as needed. There is currently greater awareness of the plight of displaced families and greater clarity in terms of policy and budget allocations. The present local and departmental governments will remain in place until 2004.

Objectives and Goals

45. The primary goal of the PRRO is to support the social and economic reintegration of displaced persons by improving their food security.
46. The PRRO objectives, which take into account ethnicity, gender and age, are to:
 - alleviate immediate hunger and build capacities to improve the health and well-being of displaced families;
 - develop the capacity to improve family food security through building and rehabilitating productive assets and skills; and
 - strengthen the capacity of local institutions and social networks to address the food-security issues of IDPs through improved data collection, analysis and decision-making.

IMPLEMENTATION PLAN

Key Programme Components

47. The PRRO will provide protracted relief assistance for displaced persons from marginalized urban and rural areas who are in transition between relief and recovery assistance. It includes:
 - nutritional supplements for 92,000 expectant and nursing mothers, infants, preschool children and people who suffer from hunger;
 - school feeding for 113,000 children;
 - assistance to 170,000 family members in capacity building and asset creation.



Beneficiaries' Needs and the Food Basket

48. Beneficiaries and their needs have been identified using the WFP food-needs assessment of May 2001 and the PRRO internal evaluation of November 2001, supported by the WFP contingency plan developed in May 2001. The attached budget (Annexes I and II) contains indicative planning figures for each component, which will be adjusted quarterly in response to needs.

Nutritional Supplements (92,000 beneficiaries)

Mother and Child Health

49. Targeted women participate in MCH programmes, which are run mainly by the Colombian Institute for Family Welfare (ICBF) in areas with high concentrations of displaced families.
50. In the current PRRO, the Government provides 210 kcal per day of *bienestarina*, a fortified weaning food. In response to WFP's internal evaluation recommendation that additional supplementary foods be incorporated in order to improve the calorie-protein mix, WFP will add to the *bienestarina* a monthly take-home ration of rice, pulses, oil and sugar. This ration supplies 716.2 kcal and 18.25 g of protein a day. It will be provided for a maximum of 15 months, as suggested in the supplementary feeding guidelines.
51. ICBF will provide educational talks to mothers in order to enhance their knowledge of health and nutrition practices for solving problems related to child survival, protection and development. Issues related to reproductive health, sexual education and the fight against AIDS will be included as topics for discussion.
52. Targeted children will include orphans and those who are looked after by relatives. These groups have been singled out because in the current PRRO they receive only the *bienestarina* provided by the Government.
53. WFP will follow the recommendation of the internal evaluation of the PRRO and will add pulses and brown sugar to the *bienestarina* take-home ration in order to provide a nutritious snack and drink. This ration supplies a daily intake of 313 kcal and 16 g of protein. It will be provided for two years, after which children can be enrolled in preschool programmes.

Preschool Feeding

54. Targeted children will be those who are not covered by any other programme and who reside in areas with high concentrations of displaced persons.
55. WFP assistance builds on initiatives of women leaders to identify and care for disadvantaged children. WFP provides women volunteers with training in food preparation and management. Partnerships will be established, especially with municipalities and NGOs, to complement the food basket, provide complementary training in child-care practices and contribute with other resources, including non-food items.
56. A ration will be provided for 240 days a year. Midday meals consisting of rice, pulses and vegetable oil with a drink made from brown sugar and *bienestarina* will be prepared on-site by women volunteers. These meals provide 635.9 kcal and 9.75 g of protein, which is the recommended nutritional value for a half-day school programme.

Nutritional Recovery Programmes



57. Targeted beneficiaries are nutritionally at-risk women and children who have recently been released from nutrition programmes serving areas with high concentrations of displaced persons.
58. Daily take-home rations will consist of rice, brown sugar, wheat flour and pulses, equivalent to 1,456 kcal and 40.9 g of protein per person per day. The wheat flour is iron-fortified. This ration is three times the recommended supplementary feeding ration because of the severe food deficiency found among these families and the widespread sharing of food at home that were reported by the internal evaluation and WFP monitoring reports during the current PRRO.
59. Assistance will be provided for a maximum of six months, during which time partner NGOs will continue to provide follow-up care in order to ensure beneficiaries' complete recovery of nutritional status.

Community Kitchens

60. Targeted beneficiaries will be selected from marginalized urban areas outside municipal boundaries that have high concentrations of displaced persons. Community groups will operate the community kitchens, following country-office guidelines.
61. According to the WFP food-needs assessment, such populations have one of the lowest per capita calorie consumptions. An urban focus was introduced as a result of this study and the contingency-planning exercise of 2001.
62. WFP will supply rice, pulses, brown sugar, vegetable oil and wheat or maize flour for an average of 220 days a year. WFP's contribution to the community kitchens is equivalent to 1,277 kcal and 28.9 g of protein per person per day. Partnerships with municipalities and NGOs will be promoted in order to subsidize the kitchens further. Other direct operational cost (ODOC) funding is requested for kitchen equipment.

School Feeding (113,000 beneficiaries)

63. Schools with a high percentage of displaced children will continue to be targeted. As the strategy focuses on urban areas, the majority of targeted schools will be in peripheral urban districts.
64. The displacement of families results in various age groups making increased demands on public institutions, whose budgets are already overstretched by the economic crisis. Many of the schools assisted under PRRO 6139 have volunteer teachers whose temporary contracts are paid through NGOs by municipalities. Most schools require kitchen and canteen materials as well as teaching materials, which are included under the ODOC budget.
65. PRRO 6139 is currently providing an early morning snack of juice and a *bienestarina* cake providing 370 kcal per day, which is inadequate in view of the hunger experienced by these children. The WFP internal evaluation found that the snack at school is in many cases the only food that the children consume throughout the day.
66. WFP will provide brown sugar with *bienestarina* as an early morning drink and pulses and iron-fortified wheat flour with which to prepare a fortified mid-morning snack for an average of 160 days a year. This ration supplies 744.84 kcal and 22.65 g of protein per child. The food will be prepared by community cooks, who will receive FFW rations.



Food-for-work and Food-for-training (170,000 beneficiaries)

67. Communities themselves play a key role in prioritizing FFW activities. Under PRRO 6139, communities approached partners working in targeted areas with high concentrations of displaced persons, mainly to ask for FFW and FFT in productive activities, construction work and psychosocial rehabilitation.
68. Displaced families receive vocational training related to FFW projects, such as construction skills in order to participate in self-help housing construction and training in agricultural techniques, including seed handling, small-enterprise management and literacy. Such activities have facilitated participants' reintegration into the labour market and have helped them to adjust to working in new agricultural environments. Major emphasis is placed on training women in productive organization. Workshops for psychosocial rehabilitation of displaced families form an integral part of the proposed projects; their nature and duration depend on the project to which the training is related.
69. FFW projects include school and housing construction for temporary settlements, cultivation and rearing livestock, land preparation and reconstruction of farm infrastructure including:
- living fences;
 - small roads;
 - water channels;
 - aqueducts;
 - latrines;
 - sewage channels; and
 - clean-water conduits.

Approximately 25 percent of FFW resources will be dedicated to training.

70. FFW and FFT activities will require non-food inputs such as replacement agricultural tools, construction supplies and training materials. Costs have been included in the ODOC budget.
71. Each participating family will receive five daily rations of rice, brown sugar, oil, wheat flour and pulses providing 1,879 kcal and 43.75 g of protein each. These will be provided for a maximum of 200 days work.

Selection of Activities

72. In departmental and municipal committees for IDPs, or in regional PRRO councils in areas where the committees do not function, government, non-governmental and WFP field monitoring data are reviewed to identify high concentrations of displaced persons. The conclusions of the WFP food-needs assessment regarding the characteristics of vulnerable households are applied in these targeting exercises.
73. Further strengthening of vulnerability analysis and mapping (VAM) tools and regular implementation of food-needs assessments by this PRRO will result in more accurate data on the vulnerability of displaced households and their needs.
74. Potential partners are mobilized through coordination meetings on PRRO objectives and local support modalities. Activities are selected through dialogue with partners and beneficiary communities. The decentralized process of submission and approval of



proposals for funding is detailed in the manual of PRRO procedures, which includes selection criteria for the various activities according to the:

- existence of food deficiencies in beneficiary households;
 - institutional preconditions for supplementary and school feeding activities;
 - technical, environmental and economic viability of FFW activities; and
 - ability to absorb a large number of beneficiaries in order to ensure cost-effectiveness.
75. Schools in areas that have high concentrations of displaced persons and that are excluded from other feeding programmes are selected for PRRO activities. School selection is verified through a baseline survey.
76. WFP will support activities that are based on:
- the presence of IDPs who are ready to participate in managing the activities, and the existence of local IDP committees that are fully functional and support the operation;
 - women's participation in defining priorities, controlling assets and managing activities; and
 - the existence of government and non-governmental institutions that have the will, the experience and the technical and economic capacity to contribute to the programme.

Activity Approval Mechanism

77. Committees for displaced persons or the regional PRRO councils consisting of WFP staff, beneficiary representatives and implementing partners will approve activity proposals. Proposals are evaluated during PRRO suboffice field visits with the IDP community and WFP implementing partners. The suboffices will guarantee that activities are defined through participatory approaches that consider gender, age and ethnicity. Each region will prepare quarterly action plans.
78. Municipalities will be informed of all PRRO activities undertaken with cofinancing. Additional resources will be mobilized locally as far as possible.

Institutional Arrangements and Selection of Partners

79. WFP works through the Colombian Agency for International Cooperation (ACCI), with the Government, NGOs, churches and the private sector to support the framework for a national welfare policy for displaced persons. All partnership agreements include WFP Commitments to Women.

Government Partners

80. RSS will coordinate and monitor all activities. RSS and ICBF are the main partners for obtaining government counterpart contributions to the PRRO.
81. Local authorities manage support activities for displaced persons in their areas, with political, technical, human and economic support from national institutions such as ICBF. The municipalities' financial commitment will be made during the approval phase of development plans and when the new municipal administrations begin to function.
82. At local level, municipalities and international and national NGOs implement activities on the basis of signed agreements.
83. Through RSS and ICBF, the Government plans a commitment of US\$6.5 million in 2003. This covers:



- unloading, delivery and exchange of wheat for local products;
 - transport costs of imported food for direct distribution, or of locally acquired commodities to distribution points;
 - non-food inputs;
 - materials for housing construction and other social infrastructure;
 - creation of a technical and operational team responsible for coordinating and monitoring the PRRO; and
 - donations of *bienestarina*.
84. The health and education ministries will support the PRRO by means of instructions to departmental and municipal offices.

Non-governmental Partners

85. NGOs will be responsible for supporting and advising on the identification, formulation and implementation of activities. They will seek the complementary resources that are required and will provide training, mainly to women, in decision-making and leadership and in managing and overseeing food commodities. Training will include the use of monitoring indicators and results.
86. Strong support and coordination with the *Caritas Pastoral Social* and local, regional and national NGOs has been a feature of PRRO 6139 and will continue under this PRRO. Some 50 national and international NGOs are participating in PRRO 6139.
87. WFP and NGOs will coordinate their efforts to achieve greater visibility and exchange of experiences in field operations.

Beneficiaries

88. Beneficiary representatives participate in the activity-approval committees and constitute the food distribution and verification committees, which control food and activity management. Community organizations contribute to the labour required in FFW activities and supplement the food baskets for other activities.

WFP

89. WFP will be present in the field at four suboffices, which will supervise monitoring staff in satellite offices with other United Nations agencies. This network will help to ensure a flexible response to changing security and IDP requirements. It will guarantee transparency and equitable distribution of food commodities according to established targeting criteria.
90. The WFP regional office will offer assistance and will share experiences from WFP's protracted operations for IDPs elsewhere in the world. Topics may include targeting, monitoring, VAM, management of human resources, logistics and local purchases, security and contingency planning.

United Nations

91. The United Nations Thematic Group on Persons Displaced by Violence was established on the basis of recommendations submitted by Francis Deng in his report on Colombia to the Human Rights Commission. ICRC, the European Community's Humanitarian Aid Office (ECHO) and RSS took part as observers. The Office of the United Nations High Commissioner for Refugees (UNHCR) is responsible for coordination, with technical



support from the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). WFP participates in this forum in order to exchange displacement information with the Government, which can be used to establish United Nations humanitarian action plans, responses and long-term assistance strategies. WFP also participates in information sessions for the donor community.

92. WFP will continue to share suboffices with UNHCR, the International Organization for Migration (IOM), the World Health Organization (WHO) and the United Nations Development Programme (UNDP). WFP works with:
- UNHCR and the United Nations High Commissioner for Human Rights (UNHCHR) in protection and prevention activities and exchange of information about displacement;
 - the Food and Agriculture Organization of the United Nations (FAO) and the International Fund for Agricultural Development (IFAD) in agriculture and livestock recovery and small-business development;
 - WHO and the United Nations Children's Fund (UNICEF) in support of mothers and children;
 - UNDP in regional coordination; and
 - the United Nations Population Fund (UNFPA) in combating AIDS and in family planning.
93. The Secretary-General of the United Nations has nominated a Special Representative to Colombia and established guidelines for the United Nations on political issues, human rights, humanitarian matters, coordination and security. Locally, WFP has adopted these guidelines as presented by the Department of Political Affairs and heads of organizations within the Executive Committee on Peace and Security.

Bilateral Donors

94. There will be regular national coordination meetings with donors on emerging needs and achievements.

Capacity-building

95. Internal evaluation of the PRRO, which was jointly carried out by beneficiaries, partners and WFP, highlighted the need to build capacities with multidisciplinary teams in the following areas:
- identification and planning of wide-ranging responses to the problems faced by committees for the displaced and authorities working in areas with high IDP concentrations;
 - cost-effective planning of food procurement, deliveries and distribution;
 - programme planning for areas where circumstances are changing rapidly;
 - decentralized management and continuous evaluation of the cost-effectiveness of logistical systems and commodity purchases;
 - monitoring food needs and the effects of food aid;
 - coordination of the exchange of experiences among partners and institutions in order to create awareness of needs and progress;
 - coordination and training in staff security;



- capacity in logistics and commodity purchases in the light of increasing security challenges;
- coordination with RSS and ICRC emergency-assistance programmes for the initial three months.

Logistics Arrangements

96. As a result of evaluation of the purchasing and distribution system currently used by the WFP country office, food products will be purchased locally in accordance with delivery plans, 48 percent of which will be from funds generated by the exchange of wheat for local products and 52 percent from cash contributions for local purchases. Various procurement options and distribution arrangements will be used for maximum cost effectiveness, in the light of security conditions.
97. Under PRRO 6139, food is purchased on the basis of a call for tenders for supply and delivery to beneficiaries, with all risks borne by the suppliers or transporters. Tenders will include detailed responses to the services requested, allowing the purchasing committee to analyse transport costs and seek alternatives as required. A major delivery-cost factor is the remoteness of beneficiary locations. Other factors that contribute to high transport costs are difficult mountain roads, road blockades, frequent assaults and robberies, the presence of armed and violent groups and high insurance rates.
98. In order to stimulate local markets and production, the Government and WFP will conduct regional tendering processes in places close to distribution points. These will be evaluated and negotiated by the national purchasing committee, in accordance with WFP procedures.
99. Transport costs from suppliers' bases to beneficiary settlements will be settled against government or municipal counterpart budgets, or by IDP organizations or associations.
100. Security conditions and logistical constraints in Colombia justify local purchases of food commodities. Should security conditions improve, WFP will consider resorting to imported commodities when the costs are lower than those of local purchases.
101. Logistics arrangements for the importation of wheat will be maintained as outlined in PRRO 6139.

Monitoring and Evaluation (M&E)

102. Within the framework of PRRO 6139, monitoring responsibilities for information from partners are defined in the manual of procedures. Local committees will continue to be responsible for local logistics and for the control and verification of distribution.
103. RSS will design the PRRO's information database but WFP, as resource administrator, will maintain it. The flow and analysis of data will be strengthened. Information from partners will be used to develop common strategies.
104. The internal evaluation of PRRO 6139 was the basis of the reorientation presented in this proposal, which focuses on providing assistance to families in transition. The final review of this operation, scheduled for 2003, will provide additional insight regarding the lessons learned. PRRO 10158.0 will undergo a technical review in mid-2004, and a final evaluation on termination.



Security Measures

105. The Government has principal responsibility for the security of United Nations personnel. Government bodies are regularly informed of the location of offices, staff, activities and communications and information systems. In view of current insecurity, the United Nations has established a United Nations Security Coordinator (UNSECOORD) office and has prepared a security plan, which is regularly updated. There is coordination with the diplomatic corps and security officials at embassies in Bogotá. Together with UNSECOORD, WFP has trained its staff in security issues before assigning them to the field.
106. Other security measures employed by WFP include the use of distinctive logos for fieldwork, upgraded security in offices, communications equipment for emergencies and mobile telephones. Security authorizations are issued for staff movements in areas declared to be in phases II and III by UNSECOORD. Regular contact is maintained with the International Red Cross in the field and in Bogotá.
107. The following requirements related to field security are anticipated for this PRRO:
- an additional suboffice and three satellite offices;
 - installation of high-frequency radios and other security features, including laptop computers equipped for radio-transmitted e-mail and faxed messages, for offices and cars;
 - two-way Motorola portable radios;
 - satellite telephones;
 - trauma kits; and
 - material for the protection of offices.
108. The planned secondment of three UNSECOORD security officers to the United Nations' Colombia field operations is particularly important for WFP.

Exit Strategy

109. Further displacement is likely. It will therefore be difficult for WFP to phase out, especially considering limited government and local capacity to assist displaced persons. The deteriorating security situation precludes return and permanent resettlement at this time, which implies increasing intervals between initial displacement and resettlement. The social and economic damage produced by the war will require major reintegration and restructuring to recover human, social and natural capital. The PRRO strategy will be continuously reviewed and adjustments introduced as required.

Contingency Mechanism

110. The PRRO has a contingency plan that indicates five existing situations as having the potential to grow in importance. One of these deals with a potential escalation of the conflict, with a proposal to increase the budget by up to 10 percent for a contingency allocation of emergency food aid. Over the next three years, more mass displacements will probably occur, affecting particularly in the *Zona de Distensión* (peace negotiation zone). There are numerous possibilities for conflict in this zone and its surroundings and, should violence occur, displacement would be on a massive scale. Another possibility is that peace negotiations come to a successful conclusion, thereby increasing the number of IDPs wanting to return to their places of origin. In this case, additional funding would be required to meet their needs.



BUDGET

111. WFP costs of the PRRO expansion are US\$25,949,993 for three years. Food requirements are estimated at US\$15,261,595, approximately 60 percent of WFP costs. The government contribution is US\$22,072,889.

RECOMMENDATION

112. 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 ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity (mt) ¹			
– Wheat	54 863		7 406 235
– Rice	6 800		3 114 400
– Wheat flour	5 100		1 820 700
– Oil	1 020		983 280
– Pulses	2 040		1 238 280
– Sugar	1 700		698 700
Total commodities	71 523		15 261 595
External transport			3 950 136
Other direct operational costs			1 512 500
Total direct operational costs			20 724 231
B. Direct support costs (see Annex II for details)			
Total direct support costs			3 348 119
Total WFP direct costs			24 072 350
C. Indirect support costs (7.8 percent of total direct costs)			
Subtotal indirect support costs			1 877 643
TOTAL WFP COSTS			25 949 993

¹ This is a notional food basket used for budgeting and approval purposes. The mix and quantities of commodities as in all WFP-assisted projects, may vary depending on availability.



ANNEX II**DIRECT SUPPORT REQUIREMENTS (*dollars*)****Staff**

National professional officers	1 330 518
National general service staff	401 463
Temporary assistance	23 346
Overtime	6 225
International consultants	20 000
National consultants	176 474
Staff duty travel	510 048
Staff training and development	45 000
Subtotal	2 513 074

Office expenses and other recurrent costs

Rental of facility	236 479
Utilities	40 467
Office supplies	82 404
Communication and information technology (IT) services	114 045
Insurance	6 400
Equipment repair and maintenance	12 632
Vehicle maintenance and running costs	84 048
Other office expenses	18 000
Subtotal	595 475

Equipment and other fixed costs

Vehicles	160 000
Communications and IT equipment	62 600
Furniture, tools and equipment	17 970
Subtotal	240 570

TOTAL DIRECT SUPPORT COSTS	3 348 119
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ANNEX III**ABSTRACT: PROTRACTED RELIEF AND RECOVERY OPERATION—
COLOMBIA 6139.00—ASSISTANCE TO PERSONS DISPLACED BY
VIOLENCE IN COLOMBIA**

In Colombia, 8.3 million people live in absolute poverty, despite the economic gains achieved over the last two decades. In 1997, per capita gross national product (GNP) was US\$2,180, and the Human Development Index 0.82. In 1995, the aggregate household food-security index was 87, and the infant mortality rate 35 per 1,000. Colombia is a net importer of food commodities, among which wheat is the principal item.

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

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

Red and WFP believe that there is scope for supporting IDPs with a recovery programme. FFW 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 long-term objectives: to restore human capacity and enhance social cohesion, to support settlement, resettlement and return in order to facilitate reintegration into society, to mitigate the impact of future crises and to contribute indirectly to the peace process.

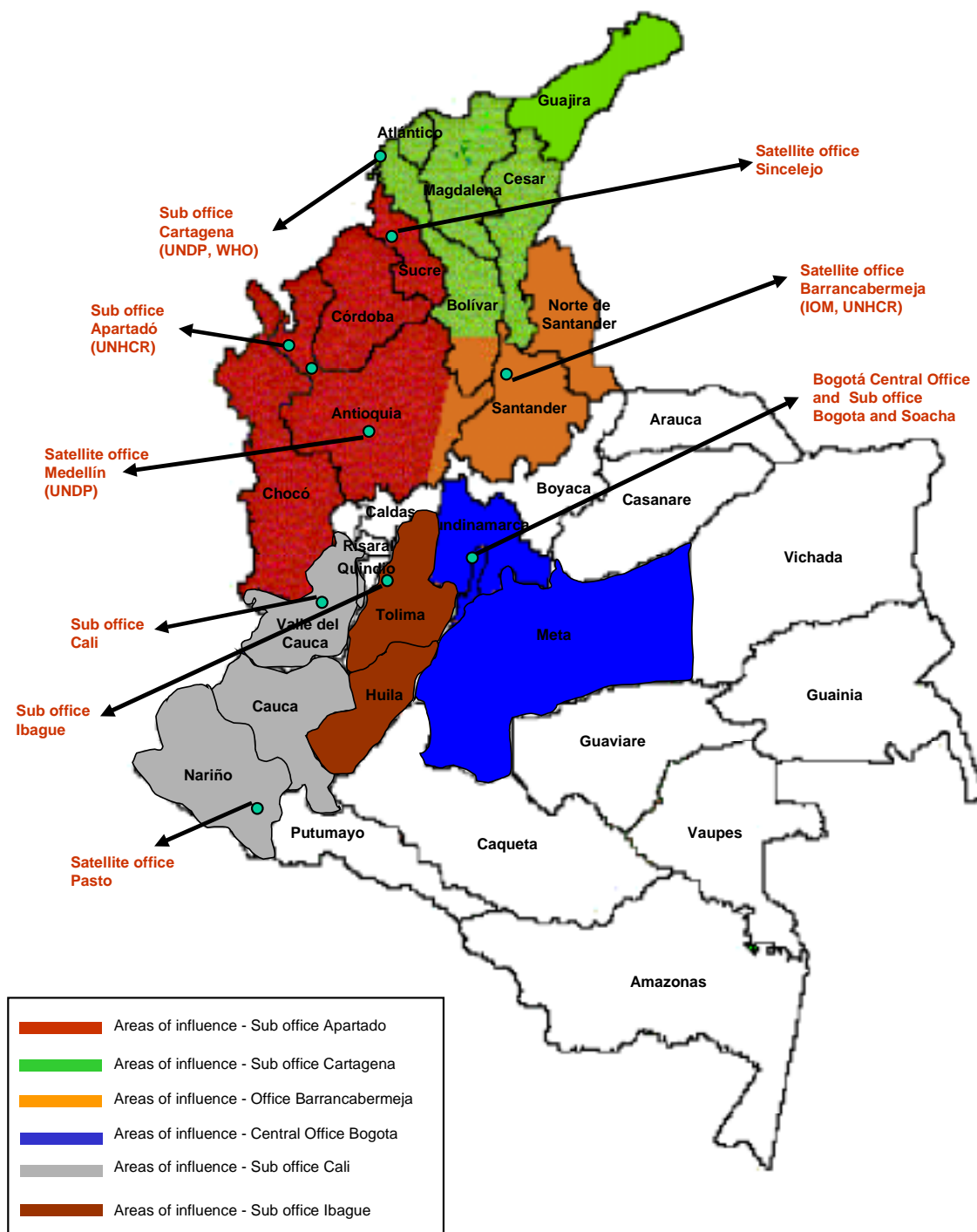
Almost half of the PRRO programme, will take place at village and municipal levels, where women will be encouraged to assume leadership roles in community participation. The PRRO's other components include support to IDPs in urban areas, support for the return and resettlement of IDPs, advocacy and training and a contingency plan for the 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 alliances with 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, which started operations in January 2000, and UNDP will coordinate its current US\$300,000 capacity-building pilot experiences and early-warning projects with this PRRO and its FFW activities.



ANNEX IV

PRRO Assistance to people displaced by violence in Colombia Geographical coverage, office and sub offices



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.



ANNEX V

BENEFICIARIES AND RATIONS

Beneficiary group and commodity	Ration (g)	Energy content (kcal)	Protein content (g)	Fat content (g)	Beneficiaries	Days attended
Expectant and nursing mothers						
Weaning food	30	94.64	7.80	0.42		
Rice	60	216.00	4.20	0.30		
Oil	25	221.25	0.00	6.25		
Sugar	25	82.33	0.25	0.04		
Pulses	30	102.00	6.00	0.18		
Subtotal	170	716.22	18.25	7.18	12 000	450
Children under 2						
Weaning food	30	94.64	7.80	0.42		
Sugar	25	82.33	0.25	0.04		
Pulses	40	136.00	8.00	0.24		
Subtotal	95	312.97	16.05	0.69	10 000	508
Preschool children						
Weaning food	30	94.64	7.80	0.42		
Rice	50	180.00	3.50	0.25		
Oil	20	177.00	0.00	5.00		
Sugar	25	82.33	0.25	0.04		
Pulses	30	102.00	6.00	0.18		
Subtotal	155	635.97	9.75	5.47	20 000	720
Nutritional recovery						
Rice	100	360.00	7.00	0.50		
Sugar	30	98.80	0.30	0.04		
Oil	40	354.00	0.00	10.00		
Pulses	70	238.00	14.00	0.42		
Weaning food	40	126.18	10.40	0.56		
Wheat/maize flour	80	280.00	9.20	1.20		
Subtotal	360	1 456.98	40.90	12.72	15 000	180
Community kitchens						
Rice	100	360.00	7.00	0.50		
Sugar	40	131.73	0.40	0.06		
Oil	30	265.50	0.00	7.50		
Pulses	50	170.00	10.00	0.30		
Wheat/maize flour	100	350.00	11.50	1.50		
Subtotal	320	1 277.23	28.90	9.86	35 000	220



BENEFICIARIES AND RATIONS

Beneficiary group and commodity	Ration (g)	Energy content (kcal)	Protein content (g)	Fat content (g)	Beneficiaries	Days attended
School feeding						
Sugar	50	164.66	0.50	0.07		
Weaning food	40	126.18	10.40	0.56		
Pulses	30	102.00	6.00	0.18		
Wheat flour	50	175.00	5.75	0.75		
Oil	20	177.00	0.00	5.00		
Subtotal	190	744.84	22.65	6.56	113 000	480
Food for work/training						
Rice	200	720.00	14.00	1.00		
Wheat flour	150	525.00	17.25	2.25		
Sugar	50	164.66	0.50	0.07		
Oil	30	265.50	0.00	7.50		
Pulses	60	204.00	12.00	0.36		
Subtotal	490	1 879.16	43.75	11.18	170 000	200
TOTAL					375 000	



ACRONYMS USED IN THE DOCUMENT

CODHES	Consultancy for Human Rights and Displacement
FAO	Food and Agriculture Organization of the United Nations
FFT	Food for training
FFW	Food for work
GDP	Gross domestic product
ICBF	Colombian Institute for Family Welfare
ICRC	International Committee of the Red Cross
IDP	Internally displaced person
IT	Information technology
ITSH	Internal transport, storage and handling
LTSH	Landside transport, storage and handling
MCH	Mother and child health
NGO	Non-governmental organization
ODOC	Other direct operational cost
PRRO	Protracted relief and recovery operation
RSS	Social Solidarity Network
SNAIPD	National System for Integrated Attention to the Displaced Population
UNDP	United Nations Development Programme
UNHCHR	United Nations High Commissioner for Human Rights
UNHCR	Office of the United Nations High Commissioner for Refugees
UNSECOORD	United Nations Security Coordinator
VAM	Vulnerability assessment and mapping
WHO	World Health Organization

