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Operational matters
For information

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Crisis response revision of Colombia country strategic plan (2017–2021) and corresponding budget increase

	Current	Change	Revised
Duration	April 2017 – December 2021	N/A	N/A
Beneficiaries	1 195 000	963 260	2 158 260
	<i>(USD)</i>		
Total cost	161 240 066	93 303 121	254 543 187
Transfer	119 919 313	78 450 914	198 370 227
Implementation	18 790 551	5 928 073	24 718 624
Total transfer and implementation	138 709 864	84 378 987	223 088 851
Adjusted direct support costs	12 577 691	3 229 577	15 807 268
Subtotal	151 287 555	87 608 564	238 896 119
Indirect support costs (6.5 percent)	9 952 512	5 694 557	15 647 068

Gender and age marker* 2A

* <http://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>.

Rationale

1. Following the official request by the Government of Colombia to the United Nations to support the response to the Venezuela migrant crisis in February 2018, WFP activated a Level 2 emergency response targeting 350,000 vulnerable migrants and members of the

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host communities for eight months in the departments of Arauca, La Guajira, Nariño and Norte de Santander.

2. As an increasing number of vulnerable migrants are expected to arrive, it is necessary to extend WFP's support to the Government through 2019.
 - Recent estimates by the Office of the United Nations High Commissioner for Refugees and the International Organization for Migration show that nearly 3 million people have migrated from Venezuela to neighbouring countries and this number is expected to reach 5 million by the end of 2019. As of December, over 1.1 million Venezuelans are in Colombia in addition to the over 300,000 Colombian returnees. The Refugee and Migrant Response Plan estimates that by the end of 2019, over 2.2 million refugees and migrants from Venezuela will be in Colombia, out of which 1.1 million will be in need of humanitarian assistance. Despite the lack of disaggregated age/gender data, the indicated percentage of women and girls compared to men and boys is based on the general statistics of 51 percent women/girls versus 49 percent men/boys.
 - Migrants lacking formal documentation and support networks often choose to stay in the border areas of Arauca, Cesar, La Guajira and Norte de Santander where poverty and unemployment are high. According to a joint assessment conducted by WFP, the Food and Agriculture Organization of the United Nations and the United Nations Children's Fund (UNICEF) almost 60 percent of the migrant population (Venezuelans and Colombian returnees) living in these areas spends more than 65 percent of their income to purchase food, which makes them vulnerable to food insecurity. More than 40 percent spends over 75 percent of their income on food, which makes them highly vulnerable to food insecurity. The study also highlighted that these populations often resort to negative coping strategies to meet their food needs, including reducing the number of meals, as well as food quality and quantity.
 - The 2018 WFP emergency food security assessment estimated that 96 percent of migrants in transit who set out on foot to their destination (*caminantes*) are food insecure. The assessment found that *caminantes* spend more than 75 percent of their income or savings on food and as many as 70 percent reduce the number and size of daily meals. Most of the interviewed *caminantes* identify food assistance as their main priority to continue their travel, followed by decent accommodation and transport.
3. Furthermore, the Government of Colombia has requested WFP to continue with the implementation of the school meals programme targeting Colombian children in La Guajira under activity 10 in the country strategic plan (CSP). Hence, WFP is planning to continue procuring and delivering daily meals to over 290 educational institutions.

Changes

Strategic orientation

4. Previous CSP revisions aimed at: including a school meals programme in response to the Government's request; increasing beneficiaries to prevent malnutrition; aligning the indirect support cost rate to 6.5 percent; increasing beneficiary numbers under activities 3 and 4; simplifying the budget; and increasing beneficiaries under activity 9.
5. This revision (6) will not result in any change of the strategic orientation of the CSP.

Strategic outcomes

6. This revision does not imply a change in strategic outcomes. Changes relate to an increase in beneficiary figures, an expansion of geographic coverage (as per government priorities and analysed needs) and an increase in costs for activities 3, 4 and 10.

Transfers and beneficiary analysis

7. With this revision of the CSP, WFP will provide relief assistance to 826,000 vulnerable people for an additional year in the five border departments of Arauca, La Guajira, Cesar, Nariño and Norte de Santander and in other departments with high concentrations of migrants as prioritized by the Government of Colombia. This figure is based on the number of assisted beneficiaries, current migration trends, monthly profiling, registration and targeting of migrants. In addition to the migrant crisis response, the revision allows for continued assistance to 137,000 children under the school meals programme (activity 10). Planned assessments during 2019 will integrate gender and age analysis for more gender details.
8. Provision of hot meals: WFP will provide two daily cooked meals with a value of COP 3,200 (approx. USD 1) per person per day to an estimated 632,000 targeted vulnerable migrants, returnees and host populations in community kitchens for an average of 15 days, depending on their needs. Women, children, the elderly and people living with disabilities will be prioritized for assistance in community kitchens. WFP will transfer resources to cooperating partners who purchase the food locally.
9. Distribution of food vouchers: WFP will provide monthly unconditional food assistance in the form of vouchers of COP 96,000 (approximately USD 30) to 285,000 targeted vulnerable people for an initial period of three months. The period of assistance may be extended based on beneficiaries' vulnerability. Female-headed households, families with children under 5, the elderly or people living with disabilities will be prioritized for enrolment in the voucher programme.
10. WFP will work with the Government to render its social protection scheme more responsive to shocks by piloting the inclusion of migrants among the beneficiaries of cash-based transfer programmes. Transfers will be supplemented by social support activities to help strengthen migrants' integration and self-reliance.
11. Preventative blanket nutrition support to pregnant and lactating women (PLW) and children under 5 among migrants and host populations: WFP will provide blanket supplementary nutrition support to 78,000 PLW and children under 5, which will be identified among the beneficiaries of the food voucher scheme. The nutritional support of six months will consist of vouchers coupled with the distribution of micronutrient powders to ensure meal fortification at home. WFP, in collaboration with local health secretariats and other United Nations agencies, will coordinate the provision of a comprehensive package of activities, including deworming, prenatal care, iron supplementation, promotion of breastfeeding, adequate complementary feeding, vaccinations, nutritional assessments and a communication and information campaign promoting the consumption of healthy foods.
12. Food kits: WFP will provide food kits as an alternative to vouchers to about 53,000 vulnerable migrant and returnee families living mostly in remote locations of the department of La Guajira, where food availability is low. These kits are valued at COP 96,000 (approximately USD 30) and will be distributed for three months based on continued monitoring of the food security and livelihoods of targeted beneficiaries. Current basic vulnerability targeting criteria applied to both food kits and voucher assistance prioritize women and single women with young children.
13. Assistance to "*migrantes caminantes*": WFP aims to assist approximately 55,000 migrants in transit with commodity vouchers in four key strategic transit points along the main migrant routes. The vouchers are valued at COP 7,000 (approximately USD 2,16) and will be redeemed by cooperating partners to purchase a food kit with rations for approximately five days. Migrants will have the option to receive kits at each of the four distribution points along the route.

14. Provision of school meals: WFP will assist 137,000 Colombian students per month under the Government's school meals programme (activity 10) and 15,000 mixed resident and migrant/returnee primary schoolchildren in schools with a high level of migrant enrolment in La Guajira (activity 4), providing daily vouchers valued at COP 3,000 (approximately USD 1) per schoolchild for the purchase of food to prepare school meals.

Partnerships

15. WFP has four sub-offices in the border areas (three in the border area with Venezuela and one bordering Ecuador), implementing activities under the CSP including emergency assistance to migrants in five departments. Current WFP field office premises are inadequate and in view of an expected continuation or even worsening of the migrant crisis, WFP will identify appropriate long-term facilities. The security risk management tool will be used to identify, analyse and manage safety and security risks to WFP staff, assets, premises and operations. Such premises will eventually be shared with other United Nations agencies and partners.
16. Increased staffing capacity will be required in key sectors such as vulnerability analysis and mapping (VAM), cash-based transfer (CBT) and supply chain, with the aim to assess modalities (including supply chain assessments and preliminary assessments for pairing the voucher scheme with the Government's social protection system). An increase of staff capacities to cope with outlined contingency scenarios is partially catered for in the budget revision and will be supported by regional/global surge capacities depending on the development and specific response requirements of the changing situation.

Supply chain challenges

17. WFP will continue to engage with different retail chains to expand its assistance and to promote more cost-efficient solutions for hot meals, value vouchers and food kits. WFP will explore opportunities for expanding partnerships with wholesalers and retailers to speed up processes and support a greater number of individuals.
18. Options for strengthening and expanding supplies as well as retailer networks will continue in line with the development of contingency scenarios. Moreover, a comprehensive supply chain analysis will be conducted during the second quarter of 2019 to review different operating models, assessing end-to-end supplies for hot meals, value vouchers and supplementary feeding programmes and to formulate recommendations to strengthen and expand prevailing systems and procedures. The market and retailer assessment will review capacities of producers, suppliers and retailers, including prevailing conditions of trade, procurement, transport, storage and distribution, legal conditions and the role and cost effectiveness of supply chain actors.
19. WFP will carry out continuous price monitoring to gauge the composition and value of the food basket, check appropriateness of supplies, detect potential inflationary pressures and to adopt mitigation measures.

Monitoring and evaluation

20. The secondary information on the number, location and profile of Venezuelan migrants and Colombian returnees is limited, not up-to-date or non-existent. To close this gap, WFP will strengthen the monitoring and evaluation and VAM capacity of the country office and conduct two assessments in 2019 that will also integrate gender and age analyses for a more detailed gender/age breakdown.
21. The active participation of specialized government entities will be essential to build capacities at local level and highlight the importance of food security and nutrition.
22. With the support of the VAM team in the regional bureau of Panama, local humanitarian partners such as UNICEF as well as dedicated health partners and the Government, a

food security and nutrition analysis will be carried out starting in March. Assessments will identify the populations that are food-insecure and at risk of malnutrition, reduce exclusion errors of programmes and inform targeting and design of assistance. Both assessments are expected to integrate gender and age analyses.

23. An assessment of economic opportunities in collaboration with main humanitarian partners the United Nations Development Programme, the Office of the United Nations High Commissioner for Refugees and the International Organization for Migration, UNICEF, others) is envisaged before mid-2019 to help identify opportunities and design the most appropriate programmes for livelihood and resilience activities to promote socio-economic integration.
24. The scale-up in the implementation will put additional pressure on the field teams to perform regular monitoring. However, adequate monitoring processes will be ensured through the increase in direct support costs to strengthen capacities in several areas. This includes hiring additional staff, improving data collection in the field and the establishment of remote monitoring through telephone helpline channels, chats and other communication channels.

Emergency preparedness and response planning for a contingency scenario of sudden major migrant influx

25. WFP is reinforcing preparedness and response measures, systems and mechanisms in collaboration and complementarity with key strategic partners in view of a sudden entry of 500,000 migrants. Some of the contingency measures foresee capacities and structures for increased reception and information centres at key border crossings and transit points, an immediate scale-up of the kitchen and retailer networks for the provision of hot meals and distribution of locally purchased food kits or vouchers. In preparation of the revised 2019 Humanitarian Response Plan, an inter-agency emergency preparedness and response component is being considered.

Security and other risks

26. The uncertainty of the peace agreements and the presence of non-state armed groups constitute risks for the implementation of WFP activities and security of its staff. Government transition and change in priorities may affect activities undertaken in the communities and especially those related to associations of former Revolutionary Armed Forces of Colombia members and their communities. In order to mitigate these risks, WFP will undertake extensive consultations with communities and strengthen local and community ownership and leadership.
27. Security challenges linked to the presence of armed groups may arise in some border department areas (especially Arauca and Norte de Santander). While there have been no direct attacks against United Nations staff, an increased presence could incite actions that impede humanitarian access. Another potential risk is the possible competition between migrants and host population over limited humanitarian assistance, restricted local resources, limited employment/income opportunities and limited basic public services that will require support through adequate and accurately targeted interventions. WFP deployed experienced national field security assistants to sub-offices along border regions and will liaise closely with the United Nations Department of Safety and Security and the humanitarian country team to mitigate security risks and ensure staff safety in compliance with minimum operating security standards and security protocols.
28. A major constraint on WFP's emergency activities in Colombia is the significant shortage of data on the migrant population. In addition, current registration and profiling of migrants contemplate only those who entered the country through official border crossings (vary between 40 percent and 60 percent). Given that WFP's assistance is based on

geographic targeting of communities with the highest density of mixed migrants along border areas as per Government directives and priorities, there is a risk that some of the most vulnerable migrant populations living in urban centres or remote municipalities will not be reached. WFP and key partners such as the national Red Cross and local religious/civil society associations are consulting the possibility of a geographical expansion for unconditional assistance in particular for transiting migrants as well as modalities for longer-term conditional assistance aimed towards resilience-promoting and socio-economic integration activities in partnership with the United Nations, international non-governmental organizations and private sector partners.

29. WFP's local implementing partners often have limited experience in emergency operations and provide their services to multiple humanitarian actors in the five border departments. Hence, their capacities are relatively limited. As WFP is scaling up operations, it is working to identify new partners and build their capacity.
30. WFP will need to secure the surge capacity and resources necessary to implement the emergency response as well as strategically and operationally engage with the Government, key strategic partners, civil society, the private sector and donors to secure adequate resources.

Beneficiary analysis

TABLE 1: DIRECT BENEFICIARIES BY STRATEGIC OUTCOME, ACTIVITY AND MODALITY								
Strategic outcome	Activity	Modality	Period	Women	Men	Girls	Boys	Total
				(18+ years)	(18+ years)	(0-18 years)	(0-18 years)	
1	2	Cash-based transfers	Current	4 000	3 000	-	-	7 000
			Increase/decrease	-	-	-	-	-
			Revised	4 000	3 000	-	-	7 000
2	3	Food	Current	35 000	34 000	-	-	69 000
			Increase/decrease	-	-	-	-	-
			Revised	35 000	34 000	-	-	69 000
		Cash-based transfers	Current	209 240	200 760	-	-	410 000
			Increase/decrease	413 513	397 296	-	-	810 809
			Revised	622 753	598 056			1 220 809
	4	Food	Current	8 000	7 000	-	-	15 000
			Increase/decrease	-	-	-	-	-
			Revised total	8 000	7 000	-	-	15 000
		Cash-based transfers	Current	41 700	41 300	-	-	83 000
			Increase/decrease	7 650	7 350	-	-	15 000
			Revised total	49 350	48 650			98 000
3	5	Food	Current	22 000	21 000	-	-	43 000
			Increase/decrease	-	-	-	-	-
			Revised total	22 000	21 000	-	-	43 000
		Cash-based transfers	Current	4 500	4 500	-	-	9 000
			Increase/decrease	-	-	-	-	-
			Revised total	4 500	4 500	-	-	9 000
	6	Food	Current	125 000	113 000	-	-	238 000
			Increase/decrease	-	-	-	-	-
			Revised	125 000	113 000	-	-	238 000
	10	Food	Current	-	-	129 500	129 500	259 000
			Increase/decrease	-	-	-	-	-
			Revised	-	-	129 500	129 500	259 000
		Cash-based transfers	Current	-	-	-	-	-
			Increase/decrease	-	-	70 100	67 351	137 451
			Revised	-	-	70 100	67 351	137 451

Strategic outcome	Activity	Modality	Period	Women	Men	Girls	Boys	Total
				(18+ years)	(18+ years)	(0-18 years)	(0-18 years)	
5	9	Food	Current	4 000	4 000	-	-	8 000
			Increase/decrease	-	-	-	-	-
			Revised total	4 000	4 000	-	-	8 000
		Cash-based transfers	Current	28 160	25 840	-	-	54 000
			Increase/decrease	-	-	-	-	-
			Revised total	28 160	25 840	-	-	54 000
Total (without overlap)			Current	481 600	454 400	129 500	129 500	1 195 000
			Increase/decrease	421 163	404 646	70 100	67 351	963 260
			Revised	902 763	859 046	129 500	129 500	2 158 260

Transfers

	Strategic outcome 2				Strategic outcomes 2 and 3
	Activity 3				Activities 4 and 10
Beneficiary type	Venezuelan migrants and Colombian returnees and migrants in transit through community kitchens	Vulnerable Venezuelan migrants, Colombian returnees and host communities through value vouchers	Vulnerable PLW and children <5 of targeted Venezuelan migrants, Colombian returnees and host communities through commodity voucher	Resettling and transiting (Caminantes) Venezuelan migrants residing in very remote areas through food kits	Mixed migrant schoolchildren in La Guajira
Modality	Commodity voucher	Value vouchers	Commodity voucher	Commodity voucher	Commodity voucher
Cereals	-	-	-	-	-
Pulses	-	-	-	-	-
Oil	-	-	-	-	-
Salt	-	-	-	-	-
Sugar	-	-	-	-	-
SuperCereal	-	-	-	-	-
SuperCereal Plus	-	-	-	-	-
Micronutrient powder	-	-	-	-	-
Total kcal/day	2 080	2 080	2 080	2 080	1 000

TABLE 2: FOOD RATION (g/person/day) or CASH-BASED TRANSFER VALUE (USD/person/day) BY STRATEGIC OUTCOME AND ACTIVITY					
	Strategic outcome 2				Strategic outcomes 2 and 3
	Activity 3				Activities 4 and 10
Beneficiary type	Venezuelan migrants and Colombian returnees and migrants in transit through community kitchens	Vulnerable Venezuelan migrants, Colombian returnees and host communities through value vouchers	Vulnerable PLW and children <5 of targeted Venezuelan migrants, Colombian returnees and host communities through commodity voucher	Resettling and transiting (Caminantes) Venezuelan migrants residing in very remote areas through food kits	Mixed migrant schoolchildren in La Guajira
% kcal from protein	10.5	10.5	12	10.5	13
Cash-based transfers (USD/person/day)	1	1	1.36	0.46	1
Number of feeding days per year	30	90	90	90	180

TABLE 3: TOTAL FOOD/CASH-BASED TRANSFER REQUIREMENTS AND VALUE						
Food type/ cash-based transfer	Current budget		Increase/decrease		Revised budget	
	Total (mt)	Total (USD)	Total (mt)	Total (USD)	Total (mt)	Total (USD)
Cereals	6 684	3 592 923	-	-	6 684	3 592 923
Pulses	2 286	2 507 138	-	-	2 286	2 507 138
Oil and fats	1 131	1 427 111	-	-	1 131	1 427 111
Mixed and blended	69	259 485	-	-	69	259 485
Others	4 467	4 264 355	-	-	4 467	4 264 355
Total (food)	14 637	12 051 010	-	-	14 637	12 051 010
Cash-based transfer and comm. vouchers		63 677 432		62 860 430		126 537 863
Total (food and cash-based transfer value)	14 637	75 728 443	-	62 860 430	14 637	138 588 873

Cost breakdown

	Strategic Result 1	Strategic Result 2	Strategic Result 3	Strategic Result 4	Strategic Result 5	Total
	Strategic outcome 2	Strategic outcome 3	Strategic outcome 4	Strategic outcome 5	Strategic outcome 1	
Transfer	64 028 614	14 422 300	0	0	0	78 450 914
Implementation	4 432 834	1 495 239	0	0	0	5 928 073
Adjusted direct support costs						3 229 577
Subtotal						87 608 564
Indirect support costs (6.5 percent)						5 694 557
Total						93 303 121

	Strategic Result 1	Strategic Result 2	Strategic Result 3	Strategic Result 4	Strategic Result 5	Total
	Strategic outcome 2	Strategic outcome 3	Strategic outcome 4	Strategic outcome 5	Strategic outcome 1	
Focus area	Crisis response	Root causes	Resilience building	Resilience building	Root causes	
Transfers	122 792 141	38 735 529	3 553 535	9 901 503	23 387 519	198 370 227
Implementation	12 361 398	6 659 624	1 404 843	1 846 125	2 446 634	24 718 624
Adjusted direct support costs	7 629 679	3 391 346	547 192	1 256 273	2 982 777	15 807 268
Subtotal	142 783 218	48 786 500	5 505 570	13 003 901	28 816 930	238 896 119
Indirect support costs (6.5 percent)	9 319 411	3 220 458	362 968	853 873	1 890 359	15 647 068
Total	152 102 629	52 006 957	5 868 538	13 857 774	30 707 288	254 543 187

Acronyms used in the document

CBT	cash-based transfer
COP	Colombian peso
CSP	country strategic plan
PLW	pregnant and lactating women
UNICEF	United Nations Children’s Fund
VAM	vulnerability analysis and mapping