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SUMMARY EVALUATION REPORT COLOMBIA PROTRACTED RELIEF AND RECOVERY OPERATION 105880

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for consideration

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

The humanitarian situation facing Colombia after more than 40 years of violence has led to one of the highest rates of displaced persons in the world. WFP works in close collaboration and coordination with the Government of Colombia to serve the displaced and vulnerable population.

The protracted relief and recovery operation continues to be relevant to the situation in Colombia, and plays an important role as part of the humanitarian assistance being provided to the displaced population. Five types of food assistance are used in the operation: relief; assistance for children at risk; assistance for pregnant and nursing women; emergency school feeding; and food-for-work or food-for-training activities.

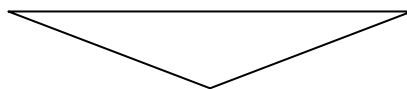
As of March 2010, 92 percent of the planned beneficiaries had received assistance, and 52 percent of the food planned for delivery had been distributed. Rations provided through the food-for-work/food-for-training activities and relief were reduced, as was the duration of projects carrying out those activities. The national average for timely food delivery is 79 percent. Beneficiaries and cooperating partners have indicated that they are highly satisfied with the operation with regard to both the quality of the products provided and the timeliness of deliveries.

The operation has had positive effects on the nutrition and health of the beneficiaries, as well as on their quality of life. It is worth noting the role of the operation in addressing gaps in assistance, which helps in transferring beneficiaries to government programmes. The operation also provides increased visibility to the population of displaced and vulnerable population; helps protect populations living in contexts of violence; strengthens the social fabric; and develops capacities through the partnerships that have been created and the multiplier effect achieved.

The flexibility of the WFP organizational structure in Colombia and the creativity of the country office are positive factors that account for the success of the operation. However, a number of challenges remain, including those associated with the gradual decline in funding, the source and type of resources available, the shifting nature of the violence, the organizational weaknesses noted among partners, and the expansion of the database.

The evaluation makes a series of recommendations related to programming, impact studies, the structure of the WFP country office, the database, the logical framework and funding.

DRAFT DECISION*



The Board takes note of Summary Evaluation Report Colombia protracted relief and recovery operation 105880 (WFP/EB.2/2010/6-C) and the management response in WFP/EB.2/2010/6-C/Add.1, and encourages further action on the recommendations, taking into account considerations raised by the Board during its discussion.

* 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.

BACKGROUND

1. The humanitarian situation facing Colombia after more than 40 years of violence has led to one of the highest rates of displaced persons in the world. The total number of Colombians who have been forced to leave their places of origin and relocate in urban areas is estimated at more than 3 million, making Colombia's displaced population the second largest in the world after the Sudan's.
2. In the late 1990s, a law was passed to address the problems of the displaced. Since then, the Constitutional Court has issued a number of rulings mandating that the Government provide assistance to the displaced.
3. In early 2008, the Board approved protracted relief and recovery operation (PRRO) 105880, the fourth operation since 2000 aimed at assisting internally displaced persons (IDPs) and other groups affected by violence in the context of Colombia's humanitarian crisis. The operation's objectives have been to prevent a deterioration of food security, improve the nutritional status of the displaced and support the development of human capital and community assets in a context of long-range recovery. The PRRO places priority on protecting the nutritional status of pregnant and nursing women and of children under the age of 6.
4. WFP works in collaboration and coordination with two agencies of the Government responsible for serving the displaced and vulnerable population: the Presidential Agency for Social Action and International Cooperation (AS, *Agencia Presidencial para la Acción Social y la Cooperación Internacional*) and the Colombian Family Welfare Institute (ICBF, *Instituto Colombiano de Bienestar Familiar*).
5. The operation provides food assistance through relief, assistance for children at risk, assistance for pregnant and nursing women, emergency school feeding, and food-for-work (FFW) and food-for-training (FFT) activities. WFP also provides technical assistance, promotes the capacity development of its local and national partners, and participates in promotional and awareness-building campaigns designed to strengthen national food security and nutrition policies. The PRRO focuses on filling gaps in humanitarian assistance and building bridges between beneficiaries and government entities to facilitate dialogue and assistance.
6. There is both large-scale and small-scale displacement in Colombia. Decree 2569 (for implementation of Law 387 of 1997) defines large-scale displacement as involving groups of 10 or more households or 50 or more individuals. Small-scale displacement involves small numbers of individuals or families and, in contrast to other countries, is the most common type in Colombia. This presents a complex challenge for the PRRO that is difficult to confront because the constant movement of IDPs calls for a decentralized and flexible response capacity based on a broad and varied decentralized network of cooperating partners, including the Catholic church, non-governmental organizations (NGOs), government agencies and others. Situated between centralized government services on the one hand and decentralized small partners on the other, the PRRO plays an important role in filling gaps and supplementing the Government's response to displacement.
7. Factors related to the PRRO context and its tactical and strategic partnerships affect the operation's design and choice of activities. The activities given priority are those that assist at-risk children and pregnant and nursing women within a comprehensive programme for displaced families and vulnerable beneficiary communities, with special emphasis on Afro-Colombian and indigenous groups affected by violence. One new feature of the

activity to assist pregnant and nursing women is the effort to ensure that projects are linked to health and nutrition activities through health institutions, and that links are established between beneficiaries and the General System of Social Security for Health (SGSSS – *Sistema General de Seguridad Social en Salud*). Therefore, to be approved, projects must be linked to – or at least have the support of – some part of the health system.

8. Table 1 shows the institutional objectives and provides an overview of the types of assistance, along with the impact indicators.

| TABLE 1: LOGICAL FRAMEWORK AND TYPES OF ASSISTANCE |
|--|
| <p>Strategic Objective 1: Save lives and protect livelihoods in emergencies</p> <p><i>Type of assistance: Relief</i></p> <p>Goal: Reduce the various forms of hunger in target areas</p> <p><i>Output 1.1: Consumption of sufficient food during the period when assistance is provided to general food distribution (GFD) beneficiaries</i></p> |
| <p>Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations</p> <p><i>Types of assistance: FFW and FFT activities, emergency school feeding</i></p> <p>Goal: Reduce the various forms of hunger in target areas</p> <p><i>Output 3.1: Consumption of sufficient food during the period when assistance is provided to FFW and FFT beneficiaries</i></p> <p>Goal: Protect and restore livelihoods</p> <p><i>Output 3.2: Improved access to education in the areas selected</i></p> <p><i>Output 3.3: Stabilized or reduced vulnerability to hunger resulting from complex emergencies</i></p> |
| <p>Strategic Objective 4: Reduce chronic hunger and undernutrition</p> <p><i>Type of assistance: Assistance to pregnant and nursing women and children at risk</i></p> <p>Goal: Reduce the various forms of hunger in target areas</p> <p><i>Output 4.1: Improve or maintain the nutritional status of targeted pregnant and nursing women and children under 6</i></p> |

Results

9. Table 2 shows figures on beneficiaries and activities. As of March 2010, the PRRO had provided assistance to 92 percent of the planned beneficiaries, and 52 percent of the planned quantities had been delivered. This means that the rations, especially rice, had been reduced for the FFW/FFT and relief activities, as was the duration of the projects carrying out those activities. Table 3 shows the modifications to the plan. The priority activities in rural areas were school feeding, relief and FFW; the ratio of beneficiaries in rural versus urban areas is 31 to 69. The PRRO provided non-food items valued at US\$4.13 million to 1,019 projects.

| Activity | Beneficiaries | | Distributions | | Timeliness of delivery (%) |
|----------------------------|------------------|------------------------|---------------|---------------------|----------------------------|
| | Planned | Actual | Planned | Actual | |
| Relief | 383 000 | 374 961 (97%) | 17 563 | 6 842 (38%) | 82 |
| FFW/FFT (assets) | 280 000 | 318 795 (114%) | 16 426 | 5 253 (31%) | 74 |
| School feeding | 360 000 | 303 691 (84%) | 8 703 | 6 216 (71%) | 79 |
| Pregnant and nursing women | 140 000 | 96 545 (68%) | 12 726 | 8 399 (65%) | 79 |
| At-risk children | 100 000 | 80 137 (80%) | 8 190 | 6 483 (79%) | 79 |
| TOTAL | 1 263 000 | 1 174 129 (92%) | 63 608 | 33 193 (52%) | |

10. In considering the percentage of planned beneficiaries against actual beneficiaries, the percentage is lowest in the “pregnant and nursing women” activity (68 percent), and in rural areas there is lower participation in that activity than in others. In the FFW/FFT activity, in contrast, the planned figure was exceeded (114 percent). As for amount distributed, the actual figures are closest to the planned figures in the assistance to at-risk children activity (79 percent), while falling shortest of the planned figures in the FFW/FFT activity (31 percent). As shown in Table 2, attempts are being made to maximize two different things: the number of beneficiaries served in the relief and FFW/FFT activities, and the amount distributed through the activities for women and children (which include assistance to pregnant and nursing women, assistance to at-risk children and emergency school feeding). There is no significant difference among the five activities as regards the timeliness of deliveries.

| Activity | Number of days for which food was distributed | | Frequency of deliveries | | Total kilocalories (day/person) | | | |
|----------------------------|---|--------|-------------------------|---------------------|---------------------------------|--------|--------------|---------------|
| | Planned | Actual | Planned | Actual | Planned | Actual | | |
| | | | | | | 2008 | 2009 | 2010 |
| Relief | 90 | 40–210 | every 30 days | every 30 or 40 days | 2 092 | 1 552 | 1 462 | 1 462 |
| At-risk children | 360 | 360 | every 30 days | every 40 days | 1 113 | 1 113 | 1 113–1 023* | 1 113 |
| School feeding | 210 | 210 | every 30 days | every 30 days | 706.8 | 707 | 706.8–590* | 707 |
| Pregnant and nursing women | 360 | 360 | every 30 days | every 40 days | 1 200 | 1 200 | 1 200–1 110* | 1 200 |
| FFW/FFT | 180 | 40–160 | every 30 days | every 40 days | 1 340 | 890 | 890 | Not available |

* At the lower level for a 6-month period in 2009

Efficiency

11. As regards internal efficiency, non-food expenditures for the PRRO came to 41 percent – including 12 percent for landside transport, storage and handling (LTSH), with 2 percent for other direct operational costs and 11 percent for direct support costs. Pipeline reports indicate that the PRRO has generally managed to avoid breaks, except for a major interruption of the rice supply in 2009 resulting from import restrictions. There were no deficits of pulses, oil and flour – the most important food items from a nutritional standpoint. The national average of timely deliveries – deliveries that occur within 30 days of the scheduled date – is 79 percent. Although this is below the 90 percent target, qualitative interviews with beneficiaries and cooperating partners indicate that both groups are highly satisfied with the PRRO in terms of both the quality of the items provided and the timeliness of delivery.
12. In 2008, the operation received 71 percent of the expected funding and distributed 63.8 percent of the planned quantities. In 2009, it received 72 percent of the expected funding and distributed 53.5 percent of the planned quantities. Local purchases account for 44 percent of the food, regional and international purchases for 12.9 percent and in-kind donations for 43.1 percent. Figure 1 shows the donors' cumulative contributions by month. As shown, there are periods during which no confirmed contributions are received, and others in which contributions are received in a timely fashion. This pattern for receiving donations affects the operation's ability to use its resources at the most opportune times. Figure 2 compares monthly distributions with available resources and the planned distributions. There is a lapse of an average of three months between the arrival of a cash donation and the point at which the food items it purchases are deposited in WFP warehouses. On the other hand, the fact that some of the donations are given in kind means that some of the food must be repackaged to facilitate distribution, which requires additional time.

**Figure 1: Contributions and Requirements (Cumulative)
to June 2010**

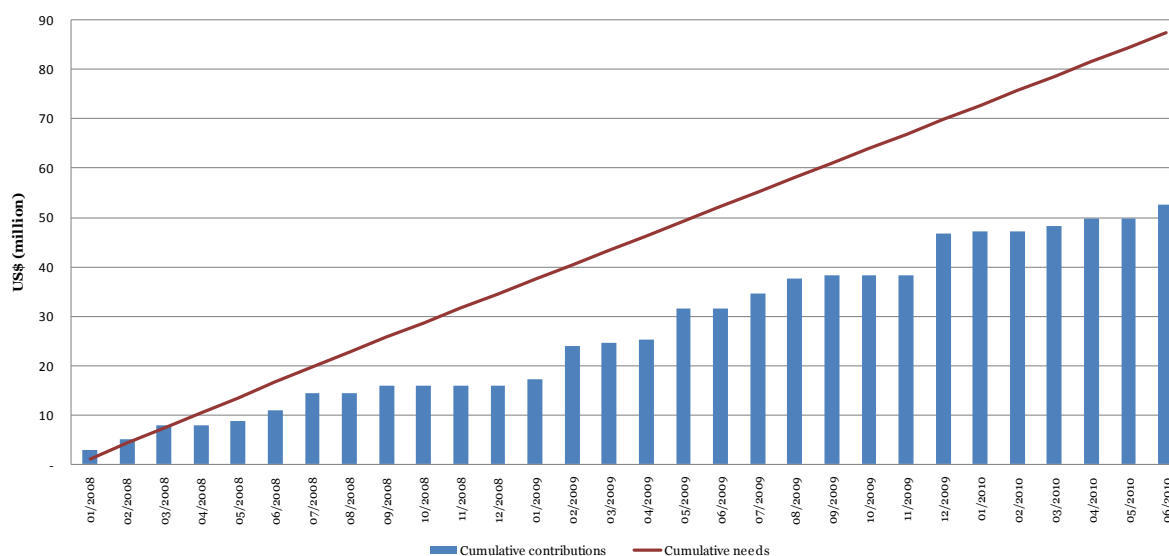
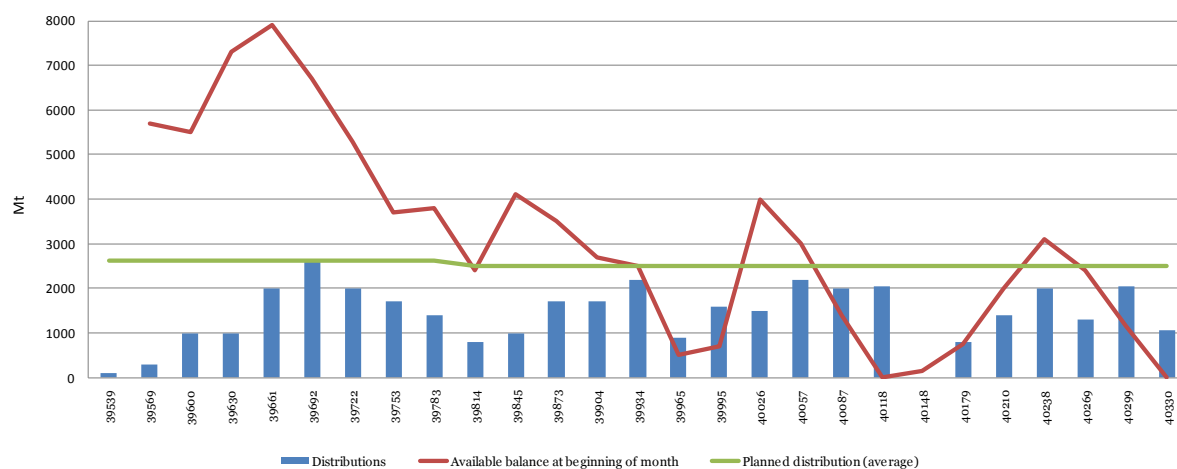


Figure 2: PRRO 105880: Available Resources, Planned and Actual Monthly Distributions



Effectiveness

13. In the logical framework, each activity has a series of indicators to measure its impact on the lives of the beneficiaries. The most important indicators for sustainability are those that measure the extent to which beneficiaries transfer to government programmes, and the degree to which health practices are adopted – a high-priority aspect of the activities for pregnant and nursing women and at-risk children. Table 4 shows the indicators by activity.

| TABLE 4: PERFORMANCE INDICATORS | |
|---|---|
| Activity | Indicators |
| Relief | <ul style="list-style-type: none"> Dietary diversity and frequency of meals Proportion of household expenditure devoted to food Percentage of beneficiaries transferring into government programmes |
| FFW/FFT | <ul style="list-style-type: none"> Dietary diversity and frequency of meals Percentage of beneficiaries transferring into government programmes Proportion of household expenditures devoted to food Proportion of households with improved access to water and sanitation facilities Number and types of assets created Participants and types of training Number of women participating Number of community-based organizations supported |
| School feeding programmes | <ul style="list-style-type: none"> Percentage of children enrolled in WFP-assisted schools Number of institutions and children covered by government programmes |
| Pregnant and nursing women/at-risk children | <ul style="list-style-type: none"> Dietary diversity and frequency of meals Percentage of beneficiaries transferring into government programmes Prevalence of undernutrition Prevalence of anaemia Number of beneficiaries provided with supplements Proportion of household expenditures devoted to food |

14. **Assistance to pregnant and nursing women and at-risk children.** WFP-sponsored studies on these activities show a change in the prevalence of undernutrition – a change that is more evident in children than in mothers. One factor contributing to the difference is that although rations are allocated to women, they are shared among the household members, diminishing their direct impact on the targeted recipients. Food insecurity continues to be a cause of concern, but it is encouraging to see that figures on food consumption among project beneficiaries show an improvement in the quality of the food consumed. In terms of hand-over, there are differing interpretations as to how successful it has been. According to the data collected by the evaluation team, fewer than half of the beneficiaries had access to health services. On the positive side, however, there has been an increase in the percentage of beneficiaries receiving government subsidies after participating in an assistance project: 10 percent more at-risk children and 14 percent more pregnant and nursing women.
15. **School feeding.** The indicators relating to this activity focus on hand-over rates (of individuals and institutions) and on school enrolment rates. There has been a slight increase in the numbers of PRRO beneficiary families that send their children to school. A further positive development is the increase in the number of children receiving subsidies after participating in the project (between 48 percent and 60 percent of the total, depending on the study). However, there are no data on the number of educational institutions receiving government support after participating in PRRO projects. In rural areas, school feeding is the most frequent activity (42 percent), and it plays an important role in protecting children from forced labour.
16. **Relief.** This activity helps people transfer into government programmes providing emergency assistance: cooperating partners provide legal aid and assist people in getting accepted into the centralized government registry for IDPs. Although there are some cases in which hand-over has been successful – for example, a study conducted by a PRRO sub-office showed that nearly 90 percent of beneficiaries of infant feeding centres were successfully transferred – this is not the case for other aspects related to hand-over of the relief activity. During field visits, the evaluation team observed that in 2010 only 25 percent of those who declared displaced status were admitted by the state into the official registry. According to government data, the national average of denial of IDP status is 21 percent. However, other national studies sponsored by the Office of the United Nations High Commissioner for Refugees (UNHCR) and provided to the evaluation team indicate percentages as high as 53 percent.
17. **Food for work/food for training.** These activities differ from each other in terms of where assistance is provided and the beneficiary populations. The FFW activities concentrate on rural projects and emphasize basic sanitation and agricultural production. The FFT activities are more common in cities, and the majority of their participants are women. Although basic sanitation is a priority in the logical framework, the statistics show that 22 percent of participants in FFW projects so far have worked on sanitation improvement projects. As to the outputs of the FFW and FFT activities, there has been a wide range of projects aimed at creating individual, agricultural and community assets, along with capacity-building projects in literacy, occupational skills and hygienic practices. Over half of the projects focussed on supporting household crops or gardens. Nearly half of the training courses focused on income generation. With regard to the extent of hand-over to government programmes, the data show an increase of 13 percent in the FFT activity (61 percent total) and 18 percent in the FFW activity (79 percent total). These hand-over rates are the highest among all the activities in the PRRO.

Direct Impact

18. The expected results defined in the logical framework focus on progress in combating hunger and undernutrition, and strengthening livelihoods.
19. *Component 1 – Combating hunger.* Food security continues to be a source of concern for the vast majority of the families in the reference study. Only 6.3 percent of the households were food-secure, but this represents a rise of 4 points above the baseline. Another positive development is that food consumption data from the end of the project showed an improvement in the nutritional quality of the food consumed. This suggests that projects that assist pregnant and nursing women and at-risk children have had a positive effect on families. The general pattern suggests that food insecurity has been mitigated, even though about two thirds of those interviewed still suffer from moderate or severe food insecurity.
20. *Component 2 – Combating undernutrition.* The study on the beneficiaries of activities to assist pregnant and nursing women and at-risk children revealed a change in the prevalence of undernutrition, more evident among children than among women. It is a positive development, but generally insufficient to lift household members above the “vulnerable or undernourished” category. Improvements in beneficiaries’ health status can be seen as long as they participate in the projects, but they appear to be provisional changes that in most cases last only as long as the project, according to the reference study. The fact that family food expenditures have increased suggests that displaced families with small children will not manage to maintain the benefits achieved once they no longer benefit from the project.
21. *Component 3 – Strengthening livelihoods.* Over half of the FFW projects focus on supporting household crops or gardens, and a significant number on basic sanitation. In the FFT activities, nearly half of the beneficiaries participated in income-generating projects. These patterns show the differences in how the two activities are applied. The FFW activity is more common in rural areas, while FFT predominates in urban areas. There is a clear positive impact of these activities on the lives of the beneficiaries, not only because of the food and other products provided, but also because the way the projects are managed has positive indirect effects, which are described in more detail below.

Indirect Effects

22. The presence of the PRRO has a number of indirect effects, or value-added elements, in the context of Colombia, where these indirect effects are at least as important as the direct effect of food deliveries. The indirect effects fall into four categories:
 - a) greater visibility for the displaced and vulnerable population that is not served because of gaps in assistance coverage;
 - b) protection afforded to the populations living in violent environments by the presence of the PRRO;
 - c) strengthening of the social fabric; and
 - d) development of capacities through the partnerships established and through a multiplier effect.

Factors that Explain the Results

⇒ *Factors beyond WFP control*

23. **Efficiency.** There has been a gradual reduction in the resources available for PRRO 105880 in relation to the original plan. The strategy for responding to this deficit has been to maintain the number of planned beneficiaries for each activity, while reducing the budget for certain activities. Such a strategy is justified given that the objective is to use the resources to fill gaps in short-term assistance, and then transfer the beneficiaries to government programmes.
24. The shortfall of resources for implementing the PRRO is not the only problem; uncertainty regarding when resources will be received creates further programming difficulties. In the absence of confirmed contributions, the operation is forced to reduce its interventions on the assumption that it will have to function for the remainder of the year with the resources already in hand. The arrival of contributions at year's end generates a perception that resources were not fully utilized. The PRRO is perhaps more vulnerable to these "boom and bust" cycles because of the fact that a single donor supplies over 50 percent of the resources.
25. The evolving nature of violence in Colombia has a cross-cutting effect on the effectiveness, timeliness of deliveries and other efficiency factors of the PRRO. Violence is expected to continue spreading to new areas of the country. In response to this trend, the PRRO has established a sub-office in Cali (covering the departments of Cauca and Valle del Cauca) as well as a satellite office in the Putumayo and Nariño regions. Violence is also shifting toward eastern areas of the country. So far, however, there are no plans to expand the presence of the PRRO to the area because the population is very small and dispersed – a situation that would require a major investment to help a relatively limited number of people.
26. **Effectiveness.** All of the PRRO projects assume that partners will have a certain level of capacity for implementation, whether they are in the government education or health systems, or cooperating partners such as schools and community-based organizations. WFP has determined that the advantages of working with organizations with less than optimal capacity – such as community-based organizations and national NGOs – outweigh the implications for the effectiveness of the PRRO of weak organizational skills.
27. **Impact.** Some WFP-sponsored studies examining the context in which the PRRO operates noted structural impediments that impede improvement in the living conditions for displaced families. These obstacles reduce the impact of efforts by the PRRO to protect and restore their livelihoods.

⇒ *Factors under WFP control*

28. **Scale of organizational structure.** From the perspective of the evaluation team, the size of the regional teams is quite small in relation to the operation's coverage and approach.
29. **Flexibility of organizational structure.** Taking into account the characteristics of the violence and displacement – and how they vary from one part of the country to another – WFP has created a flexible system to respond appropriately to the needs in each location. This flexibility is vital for dealing with the Colombian situation, and its importance should not be underestimated. However, it does create challenges. Figures on the timeliness of deliveries and the LTSH are affected by the need to respond to the shifting situation.

30. **Logistical systems – pipeline.** Certain factors – mostly beyond WFP control – affect the efficiency with which the operation is able to turn contributions into distributable resources, namely: i) the high proportion of contributions made in kind (43 percent); ii) the fact that expanding the PRRO depends on a donor base in which a single donor is responsible for up to 50 percent of confirmed contributions; iii) the difficulties in procuring locally because of the differences between local and international prices – as much as 30 or 40 percent in the case of rice – even when local purchase has many positive effects; and iv) the difficulties in delivering to small projects, which are the most common in Colombia, since the staple items provided by donors are packaged in large containers. In addition, various factors contribute to the relatively poor timeliness of delivery (79 percent, as opposed to the 90 percent target in the logical framework), including security considerations, road conditions, verifications resulting from supervisor visits, and the need to consolidate deliveries to organize distribution routes as efficiently as possible in order to minimize transport costs.
31. The PRRO has been quite creative in finding alternatives to distributing items arriving as in-kind donations. A full 44 percent of the staple foods are purchased locally, and buying from small producers is given priority. Using coupons can be an alternative, but it is clear that using food in the PRRO adds value and increases its indirect impacts.
32. **Monitoring systems.** In its current form, the monitoring system does not capture important indirect impacts such as the creation partnerships, multiplier effects, protection of the population, increased visibility for the displaced population and support provided for community-based organizations. Although these impacts do not appear in the logical framework, their value added is so obvious that it would be worth finding a way to measure them explicitly where maximizing the indirect impacts during implementation of the PRRO has an impact on its efficiency or effectiveness.

CONCLUSIONS

Consistency and Relevance.

33. The operation continues to be relevant to the Colombian situation and to play an important role as part of the humanitarian assistance being provided to the displaced population. The nature of the displacement continues to evolve, and it is crucial that the PRRO acknowledge the importance of maintaining as much flexibility as possible for dealing appropriately with the situation.

Efficiency

34. The configuration of the PRRO presents some challenges for maximizing efficiency; the operation manages to be efficient through strategic use of the multiplier effect and through partnerships that allow for sharing of logistics costs. It is also clear that WFP functions with a relatively small team given the scope of the operation. The perception of the evaluation team is that the obstacles to increasing efficiency derive, internally, from the need to maintain the flexibility of the PRRO, and, externally, from trends in donor contributions and in WFP financing systems at the global level.

Outputs

35. The data on effectiveness show a high rate of achievement of the objectives, and indicate that the operation would be accomplishing even more were it not for the budget deficit. Despite the deficit, the operation has provided assistance to 92 percent of the planned

beneficiaries, even with only half of the planned volume of food. It was decided to increase activities targeting women and children as much as possible – covering pregnant and nursing women, children at risk, and beneficiaries of school feeding – and to reduce the resources for FFW and FFT. In reality, the latter two activities have served a greater number of beneficiaries than planned, although with smaller rations than in the past, and for shorter periods. Given the intent to make the Government more aware of populations not served by government programmes, it makes sense to try to help the greatest possible number of beneficiaries, even with less food and for shorter periods.

Effectiveness and Impact

36. The PRRO has had positive effects on the nutrition and health of the beneficiaries and on their quality of life. Emphasis should be given to the role of the PRRO in remedying gaps in assistance, which facilitates transferring beneficiaries to government programmes. In addition, the presence of the PRRO and its mode of operation create a multiplier effect. In many cases, there are indirect effects that are more important than the food distributed. However, these come to light only through informal conversations and anecdotal accounts with key informants. At present the country office data base does not capture this type of information.

Interconnection and Sustainability

37. It became evident in the course of the mission that operational links with other entities are one of the PRRO's strong points. There are various examples of partnerships created and multiplier effects achieved, but it is difficult to create a document showing the nuances of the process to establish partnerships and/or the extent of the multiplier effect. Moreover, the lessons learned from this PRRO have not yet been systematized to assemble a range of best practices – which would be valuable not only for the staff working on the PRRO but also for WFP efforts around the world.
38. The operation's strategic links have innovative aspects, although they are still in the experimental stage. The relationship with ICBF and AS is a first stage in that process of creating strategic links. The next step will be to formalize cooperation agreements with the ministries responsible for those operational programmes, such as the Ministry of Social Protection and the Ministry of Education. Given the size of the teams in the field, it has not been possible to devote adequate time to establishing the link between operations and public policy, but work to create partnerships has intensified, as has the multiplier effect felt in the field every day.
39. For now, the indicator of hand-over to government programmes is used as an indicator of the sustainability of the design of the PRRO. However, there is no proof that hand-over is equivalent to sustaining the lives of the IDPs.

RECOMMENDATIONS

Programming

40. The following recommendations might apply more to the next stage of the PRRO, but some of them might be applicable now. Programming officers should look more closely at the following recommendations.
41. **Recommendation 1:** Find a way to expand activities for pregnant and lactating women and at-risk children in rural areas, given the difficulty of ensuring that the activities are linked to effective health care services.

42. **Recommendation 2:** Explore the possibility of increasing the impact on women of the activities for pregnant and lactating women. This may be achieved in two ways: i) replacing the individual ration with a family ration; and ii) looking for ways to more explicitly coordinate activities for pregnant and lactating women with other forms of assistance used in any activity carried out at the household level.
43. **Recommendation 3:** Devote a larger share of the FFW activities to basic sanitation projects, even though all the outputs of FFW activities are useful.
44. **Recommendation 4:** Consider the possibility of focusing more of the FFW activities on programmes, while recognizing in any case that all training can be useful.

Indirect Effects

45. Given the significant added value that indirect effects provide in the Colombian context, it is important to seek ways to reinforce them through the work of the PRRO. The following recommendations are directed primarily at how to identify and prioritize the indirect effects according to the context.
46. **Recommendation 5:** Create more opportunities for cooperating partners to meet each other, not only to draw lessons learned concerning progress on the projects, but also to strengthen links among institutions to ensure the sustainability of the joint effort.
47. **Recommendation 6:** Undertake a study to identify and highlight the combined effects of the various kinds of assistance, particularly school feeding and food for assets.
48. **Recommendation 7:** Sponsor three market studies on the possible alternatives to distribution of food in kind in order to better programme the alternatives in line with the context.
- i) a study on the viability of increasing the percentage of the budget devoted to local purchases;
 - ii) a study on whether and in what way indirect effects are enhanced by purchasing local products supplied by small producers; and
 - iii) a study to identify the indirect effects of the use of staple products compared to vouchers.

WFP Country Office Structure

49. The following recommendations on structure are intended to draw attention to acknowledged structural requirements to address the challenges of managing a PRRO in an evolving context.
50. **Recommendation 8:** Consider establishing a stable presence in the eastern part of the country by opening a satellite office to take advantage of the synergy created by the presence of WFP staff and at the same time enhance the indirect effects of protection, greater visibility and strengthening of the social fabric. Perhaps a presence could be established by moving one of the satellite offices currently located in an area where the conflict has ended.
51. **Recommendation 9:** Expand the teams of the sub-offices and satellite offices.
52. **Recommendation 10:** Foster staff exchanges among sub-offices and satellite offices through project visits in order to appreciate the variety of perspectives provided by the different contexts.

The Country Office Database and Logical Framework

53. Because the database captures an extraordinary quantity of information it is necessarily mostly descriptive. It would be important to take more advantage of deductive analysis to look more closely at the impact of various activities on programming. Before the end of the PRRO cycle, the follow-up team should undertake the following activities.
54. **Recommendation 11:** Establish how to measure the impact indicators already in the logical framework and outline, through a process of deduction, the impact of the various activities and the differences between PRRO beneficiaries and non-beneficiaries. It is important that the background studies sponsored by WFP include questions on whether the interviewee was a beneficiary and of what activity.
55. **Recommendation 12:** Develop new indicators that make it possible to highlight the PRRO's indirect effects in relation to the context, specifically: visibility, protection, strengthening of the social fabric, the multiplier effect and the establishing of partnerships. It would be worth creating a database that allowed for capturing variations in the number of levels, number of partners, etc., and the degree of leverage achieved. Analysis of other indicators could be added, such as the number of beneficiaries, the different indirect effects, or health practices adopted.
56. **Recommendation 13:** Once the hand-over is completed, sponsor a follow-up study on beneficiaries, broken down by activity type, to see more clearly the sustainability of the changes experienced by beneficiaries during project implementation.

Fundraising

57. **Recommendation 14:** To promote greater timeliness and predictability of contributions, the country director should formulate a fundraising strategy with the support of the External Relations Department and donors, to diversify the donor base in support of strategic initiatives that the country office considers priorities for the future.

ACRONYMS USED IN THE DOCUMENT

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|-------|---|
| AS | <i>Agencia Presidencial para la Acción Social y la Cooperación Internacional</i> (Presidential Agency for Social Action and International Cooperation) |
| FFA | food for assets |
| FFT | food for training |
| FFW | food for work |
| GFD | general food distribution |
| ICBF | <i>Instituto Colombiano de Bienestar Familiar</i> (Colombian Family Welfare Institute) |
| IDP | internally displaced person |
| LTSH | landside transport, storage and handling |
| NGO | non-governmental organization |
| PRRO | protracted relief and recovery operation |
| SGSSS | <i>Sistema General de Seguridad Social en Salud</i> (General System of Social Security for Health) |
| UNHCR | Office of the United Nations High Commissioner for Refugees |