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Second Regular Session**

**Rome, 14–17 November 2011**

## **PROJECTS FOR EXECUTIVE BOARD APPROVAL**

*Agenda item 9*

*For approval*



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## **PROTRACTED RELIEF AND RECOVERY OPERATIONS — COLOMBIA 200148**

### **Integrated Approach to Address Food Insecurity among Highly Vulnerable Households Affected by Displacement and Violence**

Number of beneficiaries	570,000
Duration of project	2 years (January 2012– December 2013)
WFP food tonnage	26,006 mt
<b>Cost (United States dollars)</b>	
WFP food cost	18,601,381
WFP cash voucher cost	1,905,181
Total cost to WFP	39,770,421

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for approval**

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

Fifty years of internal conflict in Colombia have displaced 3.6 million people, and 150,000 more are displaced each year. Afro-Colombian and indigenous people are disproportionately affected by violence and are vulnerable to exclusion, extreme poverty, malnutrition and illiteracy.

An assessment in May 2011 found that: i) 10 percent of internally displaced person households have poor food consumption and 36 percent perceive themselves to be severely food-insecure; ii) 60 percent of displaced Afro-Colombians have poor food consumption; and iii) 94 percent of indigenous people have caloric and protein intake deficiencies.

Protracted relief and recovery operation 200148 contributes to Millennium Development Goals 1, 2, 3, 4, 5 and 6<sup>1</sup> and is aligned with Strategic Objectives 1 and 3.<sup>2</sup> It aims to:

- improve access to food and dietary diversity among vulnerable groups affected by displacement and violence and with limited access to other programmes by providing emergency assistance and linking them to government programmes (Strategic Objective 1);
- address micronutrient deficiencies in children, especially iron deficiency, and maintain their nutritional status (Strategic Objective 1);
- help internally displaced children and those affected by violence to return to primary education through emergency school feeding (Strategic Objective 3); and
- support the recovery and rehabilitation of vulnerable displaced people by improving their livelihoods and asset base with a view to self-sufficiency and fostering inclusion in national social protection programmes (Strategic Objective 3).

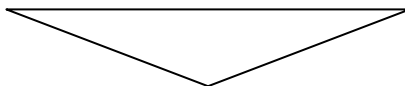
By focusing on areas where state presence is limited, the operation supports government relief and recovery policies for internally displaced people.

The 285,000 beneficiaries per year include recently displaced people, highly food-insecure Afro-Colombian and other indigenous groups, and moderately food-insecure internally displaced persons who may be in the process of returning to their places of origin. The Government is committed to supporting the transfer of beneficiaries to its social protection programmes or programmes for internally displaced persons.

<sup>1</sup> Millennium Development Goals 1 – Eradicate extreme poverty and hunger; 2 – Achieve universal primary education; 3 – Promote gender equality and empower women; 4 – Reduce child mortality; 5 – Improve maternal health; 6 – Combat HIV/AIDS, malaria and other diseases.

<sup>2</sup> Strategic Objectives 1 – Save lives and protect livelihoods in emergencies; and 3 – Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations.

## DRAFT DECISION\*



The Board approves the proposed protracted relief and recovery operation Colombia 200148 “Integrated Approach to Address Food Insecurity among Highly Vulnerable Households Affected by Displacement and Violence” (WFP/EB.2/2011/9-C/4).

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\* 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.

## SITUATION ANALYSIS AND SCENARIOS

### Context

1. Colombia has a population of 45 million and ranks 79<sup>th</sup> of 169 countries in the human development index. After steady 5 percent growth from 2002 to 2007, the economy declined in 2008 and 2009 but grew by 4.4 percent in 2010.<sup>3</sup> In 2009, 46 percent of the population lived in poverty and 7.3 million people faced extreme poverty. Poverty is worse in some regions and ethnic groups and reaches 64 percent in rural areas.<sup>4</sup>
2. The 50-year conflict has displaced 3.6 million people. Numbers have decreased in the past three years but 150,000 more people are displaced each year, of whom 75 percent are women and children. Only officially registered internally displaced persons (IDPs) are entitled to government humanitarian assistance, but up to 50 percent of people attempting to register are rejected; 22 percent of IDPs do not register, mainly because of fear.<sup>5</sup> Hence many IDPs are “invisible” and often become marginalized and poor.
3. There are no IDP camps in Colombia: most IDPs move from rural to peri-urban areas where they lack employment, live in precarious physical and sanitary conditions and face violence and discrimination. The official IDP registry shows that 12 percent of the indigenous population have been displaced by force since 1997,<sup>6</sup> leading to breakdowns of community and family structures and, which along with long-term extreme poverty and illiteracy, threatens food security. Insecurity also affects schools in many areas by preventing access to education.

### Food Security and Nutrition

4. Of IDP households, 10 percent have poor food consumption patterns<sup>7</sup> and 36 percent<sup>8</sup> perceive themselves to be severely food-insecure.<sup>9</sup> A joint survey of indigenous communities on the Pacific coast by the United Nations Children’s Fund (UNICEF), the United Nations Development Programme (UNDP) and WFP showed that 94 percent had

<sup>3</sup> UNDP. *Human Development Report 2009*. New York and World Bank. 2010. *Country Brief: Colombia*.

<sup>4</sup> MESEP: Misión para el Empalme de las Series de Empleo, Pobreza y Desigualdad. 2010. *Resultados cifras de pobreza, indigencia y desigualdad, 2009*. Bogotá, Departamento Administrativo Nacional de Estadística (DANE) and Departamento Nacional de Planeación (DNP).

<sup>5</sup> Subregistro: III ENV-2010. III Encuesta Nacional de Verificación. 2010.  
[http://www.codhes.org/index.php?option=com\\_content&task=view&id=39&Itemid=52](http://www.codhes.org/index.php?option=com_content&task=view&id=39&Itemid=52)

<sup>6</sup> Government of Colombia. 2010. *Resultados indicadores de goce efectivo de derechos de la población en situación de desplazamiento: primer seguimiento*. Bogotá.

<sup>7</sup> Government of Colombia. 2008 and 2010. *Línea de base y seguimiento, goce efectivo de derechos de la población en situación de desplazamiento. Resultados Indicadores de Goce Efectivo de Derechos de la población en situación de desplazamiento*. Bogotá.

<sup>8</sup> WFP. 2009. *Estado de nutrición, alimentación, condiciones de salud y saneamiento básico de la población desplazada por la violencia y la receptora vulnerable en siete ciudades de Colombia. Comparación entre la línea de base y seguimiento*. Bogotá.

<sup>9</sup> The household food consumption score and the *Escala de seguridad alimentaria en el hogar* measure different aspects of food security and nutrition; the latter measures the perception of food insecurity based on questions on household food security.

caloric and protein deficits.<sup>10</sup> Of displaced Afro-Colombians, 60 percent have poor food consumption.<sup>11</sup>

5. WFP's needs assessment indicates that the most vulnerable groups affected by violence live along the Pacific Coast, in southern and central-eastern areas, and some northern departments; they are mainly in rural areas and smaller towns, where institutional capacity and reach are low and access to communities is restricted.<sup>12</sup>
6. Chronic undernutrition and iron-deficiency anaemia are the main nutritional problems. In the latest national nutrition survey (ENSIN – *Encuesta nacional de situación nutricional*),<sup>13</sup> stunting among children under 5 was 13 percent; 33 percent of children aged 6–59 months, 10 percent of primary schoolchildren and 8 percent of women of childbearing age were anaemic.<sup>14</sup> National averages mask disparities among regions and population groups. Stunting among IDP children is twice the national average<sup>10</sup> and reaches 73 percent among indigenous children under 5; anaemia is 57 percent in indigenous children aged 1–5.<sup>10</sup> Poor dietary diversity affects the health and nutrition of IDPs.
7. Poor access to food, water and sanitation and inadequate child feeding and care practices are the critical factors in the food insecurity of IDPs and indigenous communities: 25 percent of IDPs earn only a quarter of the minimum wage,<sup>15</sup> which does not cover family food needs. National assessments indicate that access to livelihoods and employment is critical for most IDP households, yet income-generating programmes reached only 15,000 IDPs in 2009 and 2010.<sup>6</sup>
8. Of displaced women, 60 percent do not have paid employment, compared with 35 percent of displaced men.<sup>15</sup> Of jobs held by women, 60 percent are informal and 20 percent are domestic service. Salaries are low, women work long hours and face sexual exploitation.<sup>16</sup> Among Afro-Colombian and displaced indigenous women, only 5 percent earn the minimum wage, and they face social exclusion and racism.
9. National surveys in mid-2010 showed that only 34 percent of registered IDPs received emergency humanitarian assistance.<sup>6</sup> Unregistered IDPs have no access to government social programmes.

<sup>10</sup> WFP, UNICEF and UNDP. 2009. *Análisis de las condiciones de vulnerabilidad de la población indígena en el departamento del Chocó*. Bogotá.

<sup>11</sup> Government poverty reduction programme.

<sup>12</sup> The assessment was based on: 2008 and 2010 national surveys on the effective rights of the displaced populations; national verification exercises conducted by the IDP Verification Commission in 2007, 2008 and 2010; the database of the Unidos network; various WFP food security and nutrition studies from the past three years; and a recent WFP qualitative assessment in 14 municipalities affected by recent displacement.

<sup>13</sup> Ministry of Social Protection, Colombian Institute of Family Wellbeing, 2010. *Encuesta nacional de demografía y salud, ENDS 2010; ENSIN*. Bogotá Available at: <http://www.icbf.gov.co/icbf/directorio/portel/libreria/php/03.030811.html>.

<sup>14</sup> ENSIN, 2005 Survey

<sup>15</sup> Garay, L.B. 2010. *Tercer informe de verificación sobre el cumplimiento de derechos de la población en situación de desplazamiento*. Bogotá, Comisión de Seguimiento de la Política Pública sobre Desplazamiento Forzado.

<sup>16</sup> Consultoría para los Derechos Humanos y el Desplazamiento (CODHES). Madre, Humanas, Limpal, Taller De Vida. Women's Link Worldwide. Report on Violations of Women's Human Rights. Submitted to the United Nations Human Rights Committee, 99<sup>th</sup> Session, Geneva, Switzerland. 12–30 July 2010. Available at: [http://www.womenslinkworldwide.org/pdf\\_programs/en\\_prog\\_rr\\_col\\_legaldocs\\_shadowrep.pdf](http://www.womenslinkworldwide.org/pdf_programs/en_prog_rr_col_legaldocs_shadowrep.pdf).

10. The school attendance rate for displaced primary-school children is 89 percent; for non-displaced children it is 94 percent.
11. Colombia is nearly self-sufficient in terms of food availability, with well integrated markets everywhere. But in areas affected by conflict and insecurity, armed groups restrict trade by disturbing supply chains, hence increasing transaction costs and prices.

## Scenarios

12. During PRRO 200148, WFP anticipates a decline in the intensity of conflict, slower displacement and improved security as the Government implements policies and social programmes for IDPs.

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## POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHER MAJOR ACTORS

### Policies, Capacities and Actions of the Government

13. The National Development Plan (2010–2014) introduced legislation to compensate Colombians who lost their land during the conflict. The Government is developing the resulting law covering victims and land restitution, which could result in 4 million conflict-affected people receiving compensation or restored land. The poverty reduction strategy Unidos reduces vulnerability by promoting rehabilitation, return and increased capacities. This protracted relief and recovery operation (PRRO) is aligned with these strategies.
14. The Government will invest US\$900 million in 2011 in linking IDPs to housing, income generation, land restitution programmes and return processes.
15. Despite the Government's emergency and recovery assistance for IDPs, the magnitude and complexity of displacement is beyond its humanitarian response capacity, especially in isolated and rural areas.
16. The Government has experience with cash and voucher modalities – including conditional cash transfers – in its poverty reduction and IDP programmes. On the basis of evaluations of these activities, WFP interventions will fill gaps and develop and test the most appropriate implementation models for particular contexts with a view to eventual hand-over to the Government.

### Policies, Capacities and Actions of other Major Actors

17. The International Committee of the Red Cross provides initial assistance in major displacements of people and individual cash and voucher assistance in some urban areas: its vouchers are valued at US\$41 per person per month and cover the two to three months immediately following displacement.
18. United Nations agencies, non-governmental organizations (NGOs) and community-based and religious organizations complement government assistance and fill gaps in various sectors.
19. WFP co-leads the food security cluster with the Food and Agriculture Organization of the United Nations (FAO) and the nutrition cluster with UNICEF. The clusters coordinate assistance in different areas and contribute to the enhancement of institutional capacities.

## OBJECTIVES OF WFP ASSISTANCE

20. This PRRO 200148 (January 2012–December 2013) contributes to Millennium Development Goals 1, 2, 3, 4, 5 and 6 and is in line with Strategic Objectives 1 and 3. Its objectives are to:
- i) improve access to food and dietary diversity among highly vulnerable groups affected by displacement and violence and with limited access to other programmes by providing emergency assistance and linking them to government programmes (Strategic Objective 1);
  - ii) address micronutrient deficiencies in children, especially iron deficiency anaemia, and prevent a deterioration of their nutritional status (Strategic Objective 1);
  - iii) help internally displaced children and those affected by violence to return to primary education through emergency school feeding (Strategic Objective 3); and
  - iv) support the recovery and rehabilitation of vulnerable displaced people by improving their livelihoods and asset base with a view to self-sufficiency and fostering inclusion in social protection programmes (Strategic Objective 3).

## WFP RESPONSE STRATEGY

### Nature and Effectiveness of Food Security-Related Assistance to Date

21. Over the last decade WFP has invested US\$142.5 million through PRROs in Colombia responding to the needs of IDPs.
22. The 2010 external evaluation found that PRRO 105880 (2008–2011):
- provided humanitarian assistance for IDPs;
  - addressed gaps in government assistance programmes and supported transfers of beneficiaries to these programmes;
  - increased the visibility of displaced and vulnerable populations; and
  - developed the capacity of partners.
23. The external evaluation recommended that WFP increase the range of activities targeting rural pregnant and lactating women (PLW), which will be addressed in PRRO 200148 by linking components into an assistance package for families and introducing cash voucher transfers for PLW.

### Strategy Outline

24. This PRRO adopts a family-oriented, integrated approach to supporting IDPs and conflict-affected people with high levels of food insecurity. Beneficiaries will receive food assistance and information about their entitlements, procedures for registration and inclusion into the national system to enable them to access social safety-net programmes.<sup>17</sup>

<sup>17</sup> Sistema de identificación potenciales beneficiarios de programas sociales.



## Relief

25. The relief component provides a package for targeted highly food-insecure families that includes a general food distribution (GFD) ration, blanket supplementary feeding for PLW and children under 5, and emergency school feeding for children aged 6–14 years. WFP will fill the gaps in relief assistance in areas where the presence, reach and institutional capacity of the Government are limited.

### ⇒ *General food distribution*

26. Immediately following displacement, beneficiary families will receive GFD for two months, during which the family situation will be assessed; mothers and young children will be enrolled in mother-and-child health programmes and children in emergency school feeding programmes. Information will be cross-checked against government databases with a view to including beneficiaries in government safety-net programmes.

### ⇒ *Blanket supplementary feeding*

27. This will target for up to 12 months PLW and children aged 6–59 months as an individual take-home ration with micronutrient powder. Rations will be accompanied by awareness programmes in collaboration with health partners on child feeding and care, hygiene and disease prevention. Supplementary feeding will encourage participation in growth monitoring at health institutions.

28. In areas where food is available, markets are functioning and security conditions permit, WFP will provide a cash voucher valued at US\$11 per month to complement the supplementary feeding ration for 7,000 PLW. The programme builds on a pilot implemented under PRRO 104110 with a view to increasing food consumption and nutrient intake and diversifying diets.

### ⇒ *Emergency school feeding*

29. This will reach children in isolated and conflict-prone areas through projects such as “learning circles” that address IDP needs.<sup>18</sup> The programme will help children to return to primary schools, especially children who might otherwise be recruited by armed groups. Micronutrient powder will be provided to enhance school meals, and schools will benefit from government deworming campaigns.

## Recovery

30. The recovery component contributes to sustainable recovery among highly vulnerable families through income generation and human capital development.

### ⇒ *Food for work and food for training*

31. Food-for-work (FFW) activities will include construction and rehabilitation of water and sanitation systems, productive and physical assets, soil conservation, agricultural infrastructure, forestation, and nurseries. It will be supported with government inputs. The activities will improve and rehabilitate agricultural production and increase access to diversified diets.

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<sup>18</sup> Learning circles are community education programmes linked to mainstream schools by shared grading systems and extracurricular programmes; they also provide basic skills, counselling and psycho-social support for children.

32. In partnership with the National Training Institute (SENA, Servicio Nacional de Aprendizaje) and NGOs, WFP will support IDP participation in vocational, technical and business-management training. For returning IDPs and rural residents affected by violence, food for training (FFT) will aim to improve agricultural techniques. In line with evaluation recommendations, emphasis will be given to training in income-generation and small business management, accounting, manufacturing, construction, agriculture, food handling and preparation and sanitation. Other training will improve care-giving, nutrition, health, hygiene, literacy and numeracy, especially for women, and will be linked to the World Health Organization (WHO) Healthy Homes strategy.
33. Priority will be given to participation by adolescents in education in sexual and reproductive health, HIV and sexual and gender-based violence with a view to reducing early pregnancies, prostitution and sexual violence. Young people will also be taught about legal norms protecting occupational, child and adolescent rights in relation to recruitment and trafficking by armed groups, in coordination with UNICEF and the International Organization for Migration (IOM).

⇒ *Community-based programme for extremely vulnerable indigenous groups*

34. The situation of indigenous communities affected by violence, displacement and confinement requires a special approach to foster sustainable recovery and rehabilitation of livelihoods and assets. An innovative approach will be adopted that combines a community-based participatory approach and enhancement of indigenous organizations.
35. WFP, its partners and national institutions will support an inter-sectoral approach to food security: FFW activities will include construction of shelters, community centres and water and sanitation systems, and recovery of traditional nutritious crops<sup>19</sup> through land preparation and cultivation, nurseries and re-forestation.
36. The FFT component focusing on sustainable management of natural resources and organic fertilization techniques to recover productivity will be implemented on the basis of experience with indigenous communities in the Millennium Development Goal (MDG) Fund for Children, Food Security and Nutrition led by WFP in Pacific Coast areas.<sup>20</sup> Local government, indigenous organization and NGO partners will provide technical assistance, capacity development, training and non-food items. Health and nutrition education will be implemented through FFT and supplementary feeding.
37. The relief activities will complement recovery activities for extremely vulnerable indigenous groups.

### **Hand-Over Strategy**

38. The hand-over strategy for PRRO 200148 is aligned with government priorities. The integrated family approach will include households in one or more government social-protection schemes and provide training, assets and income-generation opportunities to promote sustainable livelihoods. Phase-out criteria will be based on WFP/Government indicators that enable measurement of results. The Government has a new operational structure that will enable it to assume greater ownership. An information system will help reduce duplication and measure results, ensuring that resources are reaching beneficiaries (see paragraph 66). The Government is committed to supporting the transfer of all beneficiaries from WFP assistance to government poverty-reduction or IDP programmes.

<sup>19</sup> Such as potatoes, beans and fruit.

<sup>20</sup> WFP. 2011. Country evaluation synthesis Colombia, 2002–2010. Office of Evaluation (OE), January. Rome.

It is expected that adequate mechanisms will be developed over the two years of the PRRO to permit transfer of beneficiaries to government programmes.

## BENEFICIARIES AND TARGETING

39. Activities will be concentrated in 13 departments on the border with Ecuador, the Pacific Coast, Cordoba and Guajira on the Caribbean coast, the border with Venezuela and some east-central departments. These have the highest levels of violence, confinement, displacement, expulsion, vulnerable and food-insecure households and indigenous and Afro-Colombian populations (see Annex III). Coverage may change depending on variations in displacements.

<b>TABLE 1: BENEFICIARIES BY ACTIVITY PER YEAR</b>			
<b>Activity</b>	<b>Men</b>	<b>Women</b>	<b>Total</b>
GFD	110 000	115 000	225 000
School feeding	16 000	16 000	32 000
Supplementary feeding (PLW)	-	14 000	14 000
Supplementary feeding (children aged 2–5)	9 000	10 000	19 000
Supplementary feeding (children aged 6–24 months)	7 500	8 000	15 500
FFW and FFT	141 000	144 000	285 000
Vouchers	-	7 000	7 000
<b>TOTAL</b>	<b>139 980</b>	<b>145 020</b>	<b>285 000</b>

Note: The total number of beneficiaries takes into account any overlap between activities

40. Three categories of beneficiary households identified by the needs assessment,<sup>21</sup> will be targeted as described below.
- i) Highly food-insecure and vulnerable households, including recently displaced households headed by women or disabled people, that include children or elderly dependents, and that have no access to government assistance programmes. An estimated 170,000 beneficiaries will benefit from GFD, supplementary feeding, emergency school feeding, FFW and FFT under the integrated family approach.
  - ii) Moderately vulnerable households that include returnees and households displaced for three or more years in host communities that receive no assistance and have high dependency ratios. These 60,000 beneficiaries per year will benefit from FFW and FFT linked to government and other programmes; relief assistance will be provided on the basis of an assessment.
  - iii) Extremely vulnerable indigenous households, including those that are displaced, confined or at high risk of displacement. These 55,000 beneficiaries will benefit from the full range of PRRO 200148 activities designed as community-based programmes.

<sup>21</sup> WFP. 2011. *Evaluación de la seguridad alimentaria y nutricional en las poblaciones vulnerables de Colombia*. May. Bogotá.

## NUTRITIONAL CONSIDERATIONS AND RATIONS

41. The ration for GFD, FFW and FFT covers the estimated caloric intake gap for targeted households. The needs assessment estimated that the average food gap for the most vulnerable households ranges from 800 kcal/day to 1,000 kcal/day; it is even higher for indigenous groups. The ration is in line with WFP nutritional guidelines and local habits. To address high micronutrient deficiencies, particularly anaemia, WFP will provide iron-fortified wheat flour and vegetable oil fortified with vitamin A and vitamin D.
42. The FFW and FFT family ration,<sup>22</sup> which is equivalent to 40 percent<sup>23</sup> of the average rural labour wage, will be distributed for 100 days to encourage self-targeting participation by the most food-insecure and poorest households. Activities will take place when availability of income-generating work is low to enable families to increase their assets and human capital.
43. The emergency school feeding ration covers a quarter of the daily calorie requirement of primary schoolchildren; it includes micronutrient powders.
44. The supplementary feeding ration for PLW and children under 5 covers a third of daily calorie requirements; it includes Bienestarina, a locally produced fortified blended food provided by the Government.<sup>24</sup> The ration is aligned with government guidelines<sup>25</sup> and based on the previous PRRO baseline with a view to reducing anaemia in children under 2 by 17 percent.<sup>26</sup>
45. The supplementary feeding ration was designed to accompany GFD, FFW or FFT rations for up to 5 months a year. For targeted households, cash vouchers will augment daily calorie needs by 32 percent by enabling mothers to purchase foods with high protein, vitamin and mineral value.

<sup>22</sup> The family ration consists of five individual rations.

<sup>23</sup> WFP family ration costs per month are based on the market prices of WFP-supplied products compared with average rural labour pay of Col\$12,000 (US\$6.67) per day.

<sup>24</sup> A mix of wheat and soya flour, powdered whole milk and vitamins and minerals. See: <http://www.icbf.gov.co/icbf/directorio/portel/libreria/php/03.0730.html>.

<sup>25</sup> See: [www.icbf.gov.co/icbf/directorio/portel/libreria/php/03.01010206.html](http://www.icbf.gov.co/icbf/directorio/portel/libreria/php/03.01010206.html).

<sup>26</sup> WFP mother-and-child health baseline and follow-up study, 2008–2009: in children aged 2 to 5 anaemia was reduced by 18 percent.

<b>TABLE 2: FOOD RATION/TRANSFER BY ACTIVITY (g/person/day)</b>				
	<b>GFD</b>	<b>Emergency school feeding</b>	<b>Supplementary feeding (children 6–59 months and PLW)</b>	<b>FFW/FFT</b>
Rice	125	30	30	125
Pulses	50	25	25	50
Vegetable oil	25	15	25	25
Wheat flour	30	20	20	30
Sugar	15	15	15	15
Micronutrient powder	-	1	1	-
Bienestarina	-	10	30	-
Cash voucher (US\$/person/month)	-	-	11	-
<b>TOTAL</b>	<b>245</b>	<b>115</b>	<b>145</b>	<b>245</b>
<b>Total kcal/day</b>	<b>1 004</b>	<b>490</b>	<b>651</b>	<b>1 004</b>
% kcal from protein	9	9	10	9
% kcal from fat	24	29	37	24
Total kcal/day voucher	-	-	120	-
No. of feeding days/year	60	210	360	100

<b>TABLE 3: TOTAL FOOD/CASH VOUCHER REQUIREMENTS BY ACTIVITY (mt)</b>					
	<b>GFD</b>	<b>Emergency school feeding</b>	<b>Supplementary feeding</b>	<b>FFW/FFT</b>	<b>Total</b>
Rice	3 375	403	1 043	7 125	11 946
Pulses	1 350	336	869	2 850	5 405
Vegetable oil	675	202	869	1 425	3 171
Fortified wheat flour	810	269	696	1 710	3 485
Sugar	405	202	522	855	1 983
Bienestarina	-	(134)	(1 043)	-	(1 178)
Micronutrient powder	-	8	8	-	16
<b>TOTAL</b>	<b>6 615</b>	<b>1 420</b>	<b>4 007</b>	<b>13 965</b>	<b>26 006</b>
Cash voucher (US\$)	-	-	1 905 181	-	-

## IMPLEMENTATION ARRANGEMENTS

### Partners

46. At the community level WFP works with partners such as parishes, community-based IDP organizations, NGOs, ethnic organizations, schools, health centres and parents' associations with a view to reaching the most affected and excluded IDPs and addressing gaps in assistance.
47. WFP will work with partners that can target those most in need and that have: i) adequate financial, human and infrastructure resources; ii) the ability to provide integrated technical support and assistance; iii) links with government programmes; and iv) access to insecure rural areas. WFP and the Government offer partners capacity development through training, non-food items to improve facilities and services and an opportunity to create synergies with government programmes.
48. At the national level WFP works with the Office of the United Nations High Commissioner for Refugees to promote IDP rights, programmes in education, government entitlements, community advocacy and protection issues. WFP and UNICEF will participate in activities designed to protect adolescent girls and boys from forced recruitment and other forms of violence and will continue to support nutrition in emergencies.
49. For FFW, WFP will work with FAO, the Pan-American Development Foundation, IOM, the Cooperative Housing Foundation, local governments and local government entities and NGOs to provide technical assistance, training and non-food items.
50. Partnerships with the private sector and the ministries of agriculture, social protection and education for the social and economic rehabilitation of displaced people will be crucial to achieving self-sufficiency among displaced families.
51. These partnerships will be based on a joint strategy agreed with the main government counterparts.

### Participation

52. WFP will promote community and beneficiary participation in all phases of PRRO 200148, with emphasis on women's involvement; FFT will empower women with regard to their fundamental rights to subsistence and protection.
53. The community-based approach will involve affected populations in identifying and designing actions that can be supported by food assistance. WFP will use advocacy and capacity development to sensitize local authorities and promote participation by displaced people, women and indigenous organizations in decision-making and development planning.

### Transfer Modalities – Cash Vouchers

54. The voucher component of PRRO 200148 is based on successful experience. WFP will seek agreements with supermarkets and shops with the capacity to manage cash vouchers and guarantee food supplies, product quality, transparency and monitoring of resource destinations. Vouchers will be distributed to participants monthly by implementing partners. WFP will include the Government and the supermarkets in the design process to minimize risks. Lessons learned during PRRO 200148, particularly in behaviour changes, will be shared with partners and stakeholders.

## Capacities

55. To carry out these activities, WFP will maintain its field presence but will reduce the area of operations from 22 to 13 departments. The integrated family-centred approach will require a modification of partnership strategies to include participation by staff of government counterparts Acción Social and the Instituto Colombiano de Bienestar Familiar (Colombian Institute for Family Welfare).

## Non-Food Inputs

56. The new focus of PRRO 200148 requires a capacity development component for government entities, local partners, community and indigenous organizations and displaced populations. Priority will be given to enhancing the asset base of the affected population and their human, physical and economic capital; this will require high levels of government and partner contributions.

57. Complementary resources from the Government or other sources will be required to: i) improve government information systems to enhance targeting and follow-up of IDP and social protection programmes related to food security; ii) enhance the skills of local governments with a view to improving and expanding assistance for conflict-affected populations; and iii) prevent new displacements through early warning, technical assistance to improve food security and nutrition planning, and needs assessments and contingency planning. Non-food inputs will be provided by partners such as government representatives, NGOs, United Nations agencies and private-sector organizations.

## Environmental Impact

58. WFP and the Government have established guidelines on environmental, health and safety standards for FFW activities: infrastructure projects will include environmental screening and mitigation plans. WFP, its partners, beneficiary families and communities will promote sustainable management of natural resources and environmentally friendly agriculture and production practices.

## Logistics

59. Most food will be contributed in-kind or imported, because local prices are substantially higher than international ones. The port for entry, customs clearance and bonded warehousing will continue to be Barranquilla on the Atlantic coast.

60. Imported food arrives in 50 kg sacks. Distribution, however, requires 1 kg packaging to meet government health requirements so re-packaging centres will be established; the costs will be covered by the Government.

61. Warehouses in Bogotá and Cali staffed by a logistics assistant and the Commodity Movement Processing and Analysis System data analyst will serve as intermediate delivery points. Departments in central and eastern areas will be served by Bogotá; those in southern and western areas by Cali.

62. Some final delivery points in the north will be served by a temporary food storage facility with tracking from the Bogotá office.

63. The dispersion of beneficiaries and difficult access to isolated areas results in high logistics costs. WFP will maximize vehicle payloads and use the most cost-effective routes.

## PERFORMANCE MONITORING

64. The robust one-to-one identification system required to meet government priorities is implemented by WFP and the Government to enable targeting and follow-up of individual families.
65. At the identification stage, vulnerable households' food security and needs will be assessed and used as a baseline. At the end of each intervention, a follow-up assessment will measure the progress of each family. WFP will collaborate with the Government to include the most vulnerable people in social protection programmes.
66. To implement this system, WFP will augment capacity at the sub-office level, which will require participation by counterparts; PRRO 200148 will rely on the Government's information systems to report on beneficiary access to official programmes.
67. WFP has built a sound monitoring system over the past three years. Process and output indicators are reported monthly and consolidated at the sub-office and national levels. The system allows WFP to monitor a sample of interventions in any month and provides data on each component of the PRRO. The country office has developed a web-based information system to enable immediate reporting at all levels on activities and outputs.

## RISK ASSESSMENT AND CONTINGENCY PLANNING

### Hazard and Risk Assessment

#### ⇒ *Contextual risks*

68. The main contextual risk is increased conflict, which could result in significant increases in the number of displaced people, confinement, insecurity, blocked humanitarian access and threats to humanitarian actors. Another risk is a natural disaster that damages or destroys the assets and livelihoods of IDPs and other vulnerable populations, thereby increasing the number of people needing relief food assistance and requiring reallocation of resources to an emergency response.

#### ⇒ *Programmatic risks*

69. New mayors and governors will take office in early 2012, so new partner relationships and increased enhancement of institutional capacity to respond to the humanitarian situation will be required. Rising prices may reduce the value of cash vouchers: this will be addressed by regular reviews and adjustment of vouchers in line with inflation and discounts agreed with contracted shops.

#### ⇒ *Institutional risks*

70. The main risk is delay in donor and counterpart contributions to WFP, which would prevent activities from meeting the requirements of the targeted populations.

### Contingency Planning

71. WFP will engage in United Nations and government contingency planning processes to identify risks, develop response plans and coordinate activities in advance of potential emergencies.



72. Local governments will be helped to develop early warning systems and to implement timely responses and preventive measures in areas at risk of violence or other hazards, and assistance will be given in the preparation of contingency plans. Resources under the recovery component will be re-allocated to relief activities if necessary.

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## SECURITY CONSIDERATIONS

73. The United Nations Department of Safety and Security has an office in Bogotá and five regional offices. Its decentralized system promotes direct communications and sharing of information at the field level. The security risk assessment system is prepared for each department and some municipalities. Minimum operating security standards compliance is based on this system; in the compliance evaluation of the United Nations Security Management System in November 2010, WFP was found to be 95 percent compliant.
74. WFP has upgraded security measures for its offices and communications, including greater bandwidth for its network.

## ANNEX I-A

PROJECT COST BREAKDOWN			
Food <sup>1</sup>	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	15 430.32	8 814 980	
Pulses	5 405.73	3 928 268	
Oil and fats	3 171.00	4 306 408	
Mixed and blended food	15.91	400 776	
Salt	1 983.30	1 150 949	
<b>TOTAL FOOD</b>	<b>26 006.25</b>	<b>18 601 381</b>	
Vouchers		1 905 181	
Subtotal food			20 506 562
External transport			3 853 492
Landside transport, storage and handling			5 832 680
Other direct operational costs			800 549
Direct support costs <sup>2</sup> (see Annex I-B)			6 175 334
<b>Total WFP direct costs</b>			<b>37 168 617</b>
Indirect support costs (7.0 percent) <sup>3</sup>			2 601 804
<b>TOTAL WFP COSTS</b>			<b>39 770 421</b>

<sup>1</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>2</sup> Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

<sup>3</sup> The indirect support cost rate may be amended by the Board during the project.

**ANNEX I-B**

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff and staff-related costs</b>	
International professional staff	794 280
Local staff – national officers	361 530
Local staff – general service	61 365
Local staff – temporary assistance	2 128 256
Commercial consultancy services	338 440
Staff duty travel	585 054
<b>Subtotal</b>	<b>4 268 925</b>
<b>Recurring expenses</b>	
Rental of facility	432 437
Utilities	197 406
Office supplies and other consumables	238 077
Communications services	87 721
Equipment repair and maintenance	75 120
Vehicle running costs and maintenance	259 133
Office set-up and repairs	266 519
<b>Subtotal</b>	<b>1 556 413</b>
<b>Equipment and capital costs</b>	
Vehicle leasing	244 800
Communications equipment	56 542
Local security costs	48 654
<b>Subtotal</b>	<b>349 996</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>6 175 334</b>

<b>ANNEX II: LOGICAL FRAMEWORK</b>		
<b>Results</b>	<b>Performance indicators</b>	<b>Risks, assumptions</b>
<b>Strategic Objective 1: Save lives and protect livelihoods in emergencies</b>		
<b>Outcome 1.1</b> Improved food consumption over assistance period for targeted households affected by emergencies	<ul style="list-style-type: none"> <li>➤ Household food consumption score Target: &gt; 85% is acceptable</li> <li>➤ Coping strategy index (CSI) Target: decrease in at least 30% of CSI</li> </ul>	Stability of IDPs in settlement areas for continued assistance  Security situation allows for timely and secure arrival of food and does not hamper beneficiary access to food distribution sites  Complete rations are distributed  Natural disasters do not affect food access by conflict-affected population
<b>Outcome 1.2</b> Reduced micronutrient deficiency among the most vulnerable targeted populations, with emphasis on children under 2	<ul style="list-style-type: none"> <li>➤ Iron-deficiency anaemia (% Hb&lt;11g/L) Target: reduce prevalence in children under 2 by 20%</li> <li>➤ Iron-deficiency anaemia (% Hb&lt;11g/L) Target: reduce prevalence among children aged 2–5 years by 25%</li> </ul>	Timely and complete delivery of food ration and micronutrient powders  Adequate access to healthcare, including deworming  Access to basic sanitation and drinking water
<b>Output 1.1.1</b> Food and non-food items distributed in sufficient quantity and quality to target groups of beneficiaries under secure conditions	<ul style="list-style-type: none"> <li>➤ No. of beneficiaries receiving food and non-food items, by category Target: 100%</li> </ul>	Government provides funds to procure non-food items
<b>Output 1.2.1</b> Micronutrient supplements are distributed promptly to pre-school children	<ul style="list-style-type: none"> <li>➤ No. of timely distributions as planned Target: 100%</li> </ul>	Deworming campaigns by health providers  Training in the preparation and consumption of micronutrients
<b>Output 1.2.2</b> Health and nutrition education programmes are in place.	<ul style="list-style-type: none"> <li>➤ No. of participants attending nutrition and health training activities, by gender, ethnic group and age group Target: 100% of planned</li> </ul>	



<b>ANNEX II: LOGICAL FRAMEWORK</b>		
<b>Results</b>	<b>Performance indicators</b>	<b>Risks, assumptions</b>
<p><b>Output 1.2.3</b> Emergency school feeding rations are distributed on time</p>	<p>➤ No. of school-age children receiving rations, by gender and ethnic group Target: 100% of planned</p>	
<p><b>Output 1.2.4</b> Emergency school feeding coverage aligned with programme of work</p>	<p>➤ No. of schools assisted by WFP Target: 100% of planned</p>	
<b>Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations</b>		
<p><b>Outcome 3.1</b> Targeted beneficiaries and communities have increased their physical and productive asset base for more sustainable livelihoods</p>	<p>➤ Community asset score Target: &gt; 70% of communities improve their score</p>	Availability of FFW and FFT programmes from Government or NGOs in rural areas
<p><b>Outcome 3.2</b> Targeted beneficiaries have increased knowledge and skills to improve their livelihoods and food security</p>	<p>➤ Targeted beneficiaries improve their knowledge of nutrition, preventive health, sexual and reproductive health, by gender and age group. Target: 100% of planned</p> <p>➤ Targeted beneficiaries improve their technical and business capabilities, by gender, ethnic and age group Target: 100% of planned</p>	



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
<p><b>Outcome 3.3</b> Stabilized enrolment of girls and boys, including IDPs, in assisted schools at pre-crisis levels, including stabilized retention of children at high risk of dropping-out from learning circles</p>	<ul style="list-style-type: none"> <li>➤ Retention rate</li> </ul> <p>Target: 70 percent</p>	<p>The Ministry of Education continues to support these programmes</p> <p>Access to conflict areas</p>
	<ul style="list-style-type: none"> <li>➤ Enrolment: average annual rate of change in no. of girls and boys enrolled</li> <li>➤ % of children assisted in special primary education programme or involved in primary schools in conflict or confinement areas</li> </ul> <p>Target: 100% of planned</p>	
<p><b>Outputs 3.1.1 and 3.3.1</b> Food and non-food items distributed on time and in sufficient quantities to targeted women, men and adolescents</p>	<ul style="list-style-type: none"> <li>➤ No. of targeted beneficiaries receiving food and non-food items, by category.</li> </ul> <p>Target: 100% of planned</p>	
<p><b>Output 3.2.1</b> Human capital development activities implemented and supported by food assistance</p>	<ul style="list-style-type: none"> <li>➤ Household human capital score</li> </ul> <p>Target: &gt; 50% of beneficiary households improve their scores</p> <ul style="list-style-type: none"> <li>➤ No. of targeted beneficiaries participating in technical and business skills training, by category.</li> </ul> <p>Target: 100% of planned</p>	
<p><b>Output 3.3.2</b> School feeding coverage aligned with the programme of work</p>	<ul style="list-style-type: none"> <li>➤ Number of schools assisted by WFP</li> </ul>	



### ANNEX III

## COLOMBIA PRRO 200148 GEOGRAPHICAL COVERAGE



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

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## ACRONYMS USED IN THE DOCUMENT

CSI	coping strategy index
ENSIN	<i>Encuesta nacional de situación nutricional</i> (national nutrition survey)
FAO	Food and Agriculture Organization of the United Nations
FFT	food for training
FFW	food for work
GFD	general food distribution
IDP	internally displaced person
IOM	International Organization for Migration
MDG	Millennium Development Goal
NGO	non-governmental organization
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund