

Protracted Relief and Recovery Operation (PRRO)

Country:	ECUADOR	
Number:	10443.0	
Project Title:	Food assistance for the refugee population affected by the Colombian conflict.	
Duration:	December 2007- November 2010 (36 months)	
Number of beneficiaries:	Year 2007:	7,500
	Year 2008:	9,100
	Year 2009:	10,700
	Year 2010:	11,650
WFP food tonnage:	mt	6,084
WFP food cost:	US\$	5,671,359
Total cost to WFP:	US\$	7,520,031

Executive Summary:

Ecuador receives the largest number of Colombian refugees of any country in Latin America. This influx is a direct result of the conflict in Colombia, considered the worst humanitarian crisis in the western hemisphere in recent years.

By June 2007, 50,243 requests for asylum were registered in Ecuador. On average, it takes nine months to process a request for asylum from application to approval. During this time, the refugees are almost totally dependent on humanitarian assistance because Ecuadorian law prohibits people from seeking employment during the asylum process.

The present PRRO proposal succeeds the EMOP 10381.0, "Food assistance for the refugee population affected by the armed conflict in Colombia". It is based on the recommendations from various EMOP monitoring reports and the final evaluation. Special studies on food insecurity and vulnerability were also commissioned and served as an input to this PRRO.¹ All of these reports point to severe food insecurity among the group of Colombian refugees and recommend food assistance.

This PRRO will be jointly implemented with the United Nations High Commissioner for Refugees (UNHCR) and focus on reducing malnutrition among the refugee population. This operation is framed within the context of the Millennium Development Goals to eradicate hunger (MDG1) and improve the livelihoods of the refugee population (MDG7).

¹ 1)WFP/UNHCR joint evaluation, 2004; 2) UN Northern Border Evaluation Report , 2004; 3) Independent Emergency Needs Assessment Mission in the Northern region of Ecuador, June 2005; 4) Base line study EMOP 10381.0, 2005; 5) 1st Monitoring Report, 2005; 6) 2nd and 3rd Monitoring Reports, 2006; 7) Study of the Living Conditions of Refugees, asylum-seekers and other Colombians in Ecuador: Millennium development indicators and behavior, Nidi/CEPAR (Centro de Estudios de Población y Desarrollo Social), 2006.

To improve the food security and livelihoods of the refugees and their host communities, an intervention strategy comprising of two components is proposed:

- A relief component which guarantees food assistance during the period when their legalization process is ongoing, until they are able to join the labour market (SO2);
- A recovery component providing access to training and income generation, targeting especially women, thus supporting the integration of refugees into host communities in close collaboration with UNHCR (SO2)

During the first year of this PRRO, an emergency food security assessment (EFSA) of the beneficiary population and host communities will take place to further evaluate the changes in their food security situation over the last few years and to measure the impact of the previous food assistance.

1. SITUATION ANALYSIS AND SCENARIOS

(a) Overall context

1. The internal conflict in Colombia² has been considered the worst humanitarian crisis in the western hemisphere in the recent past³. This conflict has lasted more than 50 years, and no permanent solution is envisaged in the short term.
2. Ecuador receives the largest number of Colombian refugees of any country in Latin America. Since the year 2000, the number of refugees has increased, and as of June 2007, 50,243 requests were received. Of these, only 14,627 were accepted as 'refugees'⁴. In 2006 alone, 6,738 requests were received (an increase of 8 percent over the previous year).
3. It is estimated that one in five persons who flee Colombia for Ecuador request refugee status. According to the Ecuadorian Government, the Colombian citizens "... who do not request refuge due to fear, ignorance or other reason but comply with the requirements to be considered for refugee protection add up to about 250,000 persons"⁵. UNHCR, CEPAR and the Ministry of Foreign Affairs are carrying out a study on the "Needs for International Protection (NIP) of the Colombian population present on the northern border". The results on numbers of persons needing protection, the concentration of this population in parishes and the characteristics of the population will be presented in 2008.
4. According to preliminary data, 73 percent of this population in need of international protection is white/mestizo, 8 percent are native, and 19 percent are afro-colombian. Studies have shown that the last two groups have less access to necessary documentation in Ecuador. Most female-headed households among the NIP group are not registered and therefore considered particularly vulnerable. 7.7 percent of local homes stated that at least one member in their family is handicapped.

² Human Development Report, 2006

³ Report from UNHCR's Joint High Commissioner, Mr. Kamel Morjane mission to Colombia, in February 2004

⁴ The term "refuge seeker" refers to individuals who request the status of refugee in the office for Refugees in the Ministry of Foreign Affairs (MoFA) or in any of the provincial offices of UNHCR. The term "refugee" denotes the individuals recognized by the MoFA as refugees and therefore they enjoy the protection of the Ecuadorian State.

⁵ Plan Ecuador. Peace, justice and equity response, Government of Ecuador. April 2007.

5. Ecuador's present legislation⁶ states that asylum seekers are not authorized to participate in the labour market. This increases their vulnerability and makes it almost impossible for them to earn an income. The asylum seeking process, from the moment the request is made to its approval, takes an average of nine months⁷. During this period, the refugee population depends almost entirely on humanitarian assistance.
6. Many Colombians who have fled to Ecuador and have not requested asylum remain in an illegal status, which makes it difficult for them to exercise their rights and increases their vulnerability⁸. In addition, it is estimated that a third of the Colombian population in Ecuador who are in need of humanitarian assistance are women heads of household⁹. A percentage of these women, especially those with small children, are forced to resort to prostitution for survival.
7. Colombian citizens who look for asylum in Ecuador differ from the local population only in their spoken accent since they share the same physical characteristics and the same language. The greatest concentration of Colombian refugees is found in the provinces of Pichincha¹⁰, Carchi, and Imbabura, followed by Sucumbíos, Esmeraldas and Azuay¹¹. Contrary to what happens in other countries, the refugee population in Ecuador does not live in refugee camps; they live together with the local communities.
8. The host communities are mostly populations with scarce resources; 83.9 percent live on less than US\$ 2 a day. They have limited basic services and the massive presence of refugees further reduces those services for the local population. In the tight local labour market, the newcomers compete for low-skill jobs and hence, salaries remain low in provinces, while the average rate of unemployment is around 8 percent and under-employment around 69 percent¹².
9. The vast majority of the Ecuadorian population has traditionally shown an open disposition toward their northern neighbours. However, in the past few years, xenophobia is rising and is being reflected in the attitude of certain authorities, the media and the population in general.
10. The increased violence and lack of safety in the northern border of Ecuador has more than one cause, but the internal Colombian conflict has a predominant weight in the situation. According to the Ecuadorian Government "the violence has increased at an alarming rate, as evidenced by official information and information from various human right organizations..."¹³
11. The impact of aerial fumigations with a mixture of "glifosato" and other chemical substances to eliminate illicit crops in the border area of the Colombian side is still being debated. A recent

⁶ Decree N. 3301, 6 May 1992, Regulation for the Application in Ecuador of the Norms Contained in Geneva Convention of 1951 regarding the Refugee Statute and in its Protocol of 1967.

⁷ One of the recommendations from the UNIFEM study– Page 96, is to expedite the process and the duration of the procedures for refugees requests, since frequently, it can take up to a year, *a very extended period of time in which, furthermore, the seekers are prohibited to work*. Bureaucratic requirement of the Govt. Refugees administrative office, results in an accumulation of cases, that wait to have the first interview with authorities. According to UNHCR statistics, in December 2006, there were 5,600 persons waiting for their first interview.

⁸ Nidi/CEPAR: 2006. In February 2007, UNHCR initiated a study with the purpose of obtaining more detailed information regarding this population.

⁹ CEPAR, 2006, p.34

¹⁰ The province of Pichincha is not in the border area, nor does it lodge the greatest part of refugees, but it is the province where the capital of the republic is, and therefore offers greater access to public services and labor opportunities..

¹¹ The provincial HDR data presented here comes from the Human Development Report 2001

¹² Op. Cit. Page 18

¹³ Plan Ecuador. Peace, justice and equity response, Government of Ecuador. April 2007

UN study ¹⁴ states that “*there is credible and trustworthy evidence that these fumigations cause physical and mental harm to the populations*”. There is a clear pattern between the increase in the intensity of the fumigations on the Colombian side and the influx of refugees to the Ecuadorian side.

12. In April 2007, the Ecuadorian Government presented “Plan Ecuador” as a State Policy that conceives human safety as a result of peace and development¹⁵. Faced with the impact of the Colombian conflict, the Plan directs its efforts in a preventive, multidimensional and multi-sectoral approach that seeks to solve the serious poverty, exclusion and violence problems. The Plan is a medium term initiative (to 2018) that encompasses the five provinces in the North of the Country.

(b) The situation of food security and nutrition

13. The refugees and asylum seekers, prior to their displacement to Ecuador, were in a precarious food security and nutritional situation, as demonstrated by the study carried out in 2005 by WFP-PAHO-ECHO¹⁶. 88 percent of these families reported that they did not have enough money to purchase food in the last 30 days, and about 85 percent had to decrease their number of meals.
14. Another independent study¹⁷ of the Ecuadorian refugees showed that 85 percent had difficulty paying for their food expenses and 62 percent did not eat sufficient food in the last two weeks, before the survey. The study concluded that according to the indicators for food consumption, 52.5 percent of the interviewed were found to be “at-risk” nutritionally. The results of the anthropometric measurements in this study suggest the presence of nutritional problems of a structural character rather than short term impact.

Chart 1. Under nutrition in refugee population under 5

	Chronic (%)	Global (%)	Acute (%)
Boys	16.7	9.2	4.0
Girls	20.3	13.2	0.0
Total	18.4	11.2	2.0

Source: JAM UNHCR – WFP, 2004, *Anthropometric study - 152 valid cases in 587 homes*.

15. The levels of chronic under nutrition in the main hosting provinces are greater than the national average of 23.2 percent, (ENDEMAI 2004). Under nutrition in Carchi is 28.7 percent, Imbabura 33.7 percent and Pichincha 28 percent.
16. Due to the high mobility of the refugee population and their temporary stay in Ecuador, the PRRO will focus on short-term educational/training activities for optimal use of the available resources.

(c) Scenarios

¹⁴ United Nations “Right to Health”.

¹⁵ The Plan has three components: 1) to consolidate safety and to foster a culture of peace centered on the people, to satisfy their needs 2) to keep an fair and supportive international relations policy; and 3) to affirm a defense policy based on the protection of the population, natural resources, national heritage and the effective control of territory.

¹⁶ Nutritional Status, Food and Health Conditions of the Population Displaced by the Violence in six sub regions of the Country. Final Report, Bogotá, December 2005.

¹⁷ Independent evaluation of the emergency needs of the refugee population in Ecuador. Final Draft. Richard Lockwood, Diego Peña and Mauricio Leon. June 2005

17. The most probable medium term scenario is that the conflict in Colombia will continue and the influx of refugees will continue to increase.
18. The refugees, without means for subsistence, require protection and humanitarian assistance while they attempt to integrate economically and socially into the host community. The food assistance allows the refugees to mitigate the adverse effects of displacement.
19. According to the “Plan Ecuador”, the Ecuadorian Government has launched a series of programs to improve the livelihoods of the refugee population and the local population in the border provinces. However, this is not expected to assist those in legal limbo and is also expected to start off slowly in terms of coverage of the various programmes.
20. The assistance and cooperation of the United Nations in the border area is requested by the present Government and will be an important component in the application of social protection policies to the local and refugee population in the area.

2. POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT(S) AND OTHERS

(a) Policies, capacities and actions of the government(s)

21. By Decree 3301 of 1992, Ecuador ratified the international protection resolutions¹⁸ that are incorporated in the national legislation through the Ministry of Foreign Affairs. The Government created the National Eligibility Committee, an entity that is in charge of determining the status of the refugees in the country.
22. The political strategy of Plan Ecuador is to strengthen the development of the provinces located on the border with Colombia. The Government will launch a series of programs that are expected to have a positive impact on the livelihoods of the Ecuadorians in these poor provinces and help Colombian refugees with legal status.

(b) Policies, capacities and actions of other major actors.

23. Since 2002, international cooperation has invested US\$ 129,603,928 in the northern border area, of which 6 percent has been directed to human rights, humanitarian assistance and refugee support.

(c) Coordination

24. The United Nations Technical Assistance Group for Emergencies (UNETE) is the coordinating body of UN system for integrated interventions, emergency prevention and awareness. Since 2004, WFP has been the lead agency in charge of the UNETE. During this period, WFP has along with the UN system achieved significant synergies and has had a positive impact on many programs nationally.
25. The UN agencies maintain an inter-agency thematic group for the ‘northern border’, led by UNHCR, which coordinates humanitarian assistance activities in the five provinces of the

¹⁸ The Convention for Refugees of 1951, the Protocol of 1967 and the Declaration of Cartagena in 1984 included the victims of war and internal conflicts in their definition of refugee.

northern border. UNHCR has field offices in Lago Agrio (province of Sucumbíos) and in Ibarra (province of Imbabura).

3. OBJETIVES OF WFP ASSISTANCE

GLOBAL OBJECTIVE:

26. Contribute to improve the livelihoods and food security status of the Colombian refugee population in Ecuador, and facilitate their integration with the local communities.

SPECIFIC OBJECTIVES:

27. Guarantee the provision of food to asylum seekers and the refugee population in Ecuador (SO2).
28. Contribute to the integration of the non-registered Colombian population in “need of international protection” with the host population, through joint activities for training, income generation and access to services and other public programs (SO2).

4. WFP RESPONSE STRATEGY

a) Nature and effectiveness of the assistance related to food security to date:

29. In 2003, WFP provided food assistance to the refugee population with IR-EMOP 10279.0, reaching 1,360 beneficiaries. EMOP 10381.0 followed, reaching 6,300 beneficiaries and ended in November 2007¹⁹.
30. This PRRO is formulated based on the experiences and best practices resulting from the EMOP 10381.0. The monitoring and evaluation reports from this operation showed that a key factor for the achievement of the objectives was to maintain flexible operations planning, allowing WFP to adapt its interventions to the influx of refugees, which is highly unpredictable.
31. The long term nature of this problem (since 2000) has allowed WFP to build a very good working relationship with UNHCR and other institutions providing humanitarian assistance. This is likely to significantly support this PRRO in terms of having a larger impact on the food security of the refugees.
32. The complementary food ration of the EMOP 10381.0 provided 1,600 kcal daily and was in line with the population’s nutritional habits. Nevertheless, when noting that the beneficiary population depends almost exclusively on the food assistance delivered by WFP, the monitoring visits have recommended increasing the calorie content to 2,100 kcal.
33. In mid 2006, the Government of Japan financed, through the United Nations Trust Fund for Human Safety (UNTFHS) the project “*Protection of the Vulnerable Population Affected by the Colombian Conflict in Ecuador’s Northern Border*”. This project is managed jointly by UNHCR, UNICEF and WFP and corresponds to the EMOP 10558.0.²⁰ Its objective is to improve the livelihoods and quality of public services in 17 vulnerable parishes of the northern border. However, it will end in August 2008. The earlier EMOP activities were similar to those

¹⁹ Up to December 2006, a total of 962 MT of food have been delivered.

²⁰ The Project will be operative up to August 2008 and has a budget of US\$ 558,000

programmed in this PRRO. The inter-agency UN program (including the WFP EMOP) included the distribution of emergency food assistance, the delivery of fortified food supplements for pregnant and lactating mothers and children under 6 years, as well as the provision of equipment and non-food items to schools and parishes.

Strategy outline:

34. To reach its objectives, this PRRO proposes an intervention strategy that consists of two components:

- a) A relief component directed exclusively to asylum seekers and refugees;
- b) A recovery component, incorporating the most important lessons from the previous interventions²¹. The first year will be a pilot year, testing a series of interventions within host communities and refugees (registered and unregistered). After the pilot period, methodologies and instruments will be evaluated and successful interventions will be scaled up to cover all groups in these five provinces.

35. During the first year of the PRRO, an emergency food security assessment (EFSA) will be undertaken to clearly understand the food and nutritional security status of the refugees, (including the unregistered) and the host communities.

a) Relief component

36. The relief component consists of monthly distribution of an individual food ration of 2,100 kcal to the refugee population and asylum seekers. The purpose of the food assistance is to protect the human capital and physical assets of this population in their initial process of insertion into the host community. It is also expected to assist with the transition towards self-sufficiency, as well as to prevent negative coping strategies, such as sexual and/or labour exploitation, especially among women, and adolescents.

37. The food rations will be distributed to asylum seekers during the first nine months (the time period expected for them to regularize their refugee status). This is the period with the highest level of food vulnerability as they are prohibited from legally working in Ecuador.

38. Once the refugees have obtained their legal status in Ecuador, partner organizations of UNHCR²² evaluate their requirements for food assistance. Based on their assessments, food assistance could be extended for a further three months while they find employment.

b) Recovery component

39. Empirical observations²³ during various refugee assistance operations demonstrate that the efforts made to improve their livelihoods must include the non-registered population in “need of international protection” and the host communities.

40. This PPRO proposes the implementation of a one year pilot program, followed by a replicable larger scale program over the next two years. The first phase will work on designing

²¹ WFP has invested a total of US \$ 2,751,379 in the IR-EMOP 10279.0, EMOP 10381.0 and EMOP 10558.0.

²² Red Cross, Foundation HIAS, COPPI, Foundation Environment and Society - FAS, Foundation Esquel.

²³ See Monitoring reports, Base Line, Final Evaluation Report.

appropriate targeting and implementation mechanisms for unregistered refugees and host populations. Simultaneously, partner agencies of UNHCR will identify potential activities for food for training/work according to community needs and interests. During the pilot phase, a monitoring system will be implemented with the purpose of identifying best practices for larger replicability.

41. The creation of self-sufficiency options and social community networks as a strategy to improve the integration of the non-registered population within host communities will be implemented under the modality of food for work (FFW) and food for training (FFT).
42. The FFW activity shall promote the participation of women in productive and/or integration projects implemented by UNHCR partner agencies²⁴. Stakeholder committees will be established to select the areas of intervention and participants. These committees will include the participation of local leaders and women.
43. Women will also be the main beneficiaries of the FFT modality where the following activities are foreseen:
 - 1) Productive, vocational training, such as animal breeding, agriculture techniques, hairdresser/barber shop, sewing, baking, electrical skills, automobile mechanics;
 - 2) Strengthening community organization;
 - 3) Training in nutrition and food security;
 - 4) Intercultural integration; exchange of sport and cultural activities;
 - 5) Formation of community health promoters.

The learning methodologies to be used are already validated through experience with the refugees in EMOP 10381.0.

44. Both modalities, FFW and FFT, comprise the delivery of individual food rations of 1,690 kcal, representing 80 percent of the average salary for unskilled work in the area of intervention, according to the recommendations of the International Labour Organization (ILO). Food constitutes an important incentive for participation and is an integrating element among the population seeking refuge and the host community. Women's participation will be prioritised and oriented towards activities that promote the mother and child health care.
45. As part of the recovery component, work will be conducted with governmental institutions to ease the access of both the refugee population and the host communities to public services and Government food and nutrition programs. Also, mother and child access to free health services will be promoted. To help accomplish this objective, an information and training strategy related to exercising human rights shall be implemented for the whole population. For public officials, the strategy will include information about their duties and responsibilities and will suggest ways of improving efficiency and avoiding discrimination when providing their services.

c). Synergy between the relief and the recovery components.

46. The relief and recovery components are complementary actions. They guarantee, on one hand, the immediate assistance to the refugee population by providing food for subsistence, while

²⁴ During 2006 UNHCR supported the implementation of 368 projects, benefiting approximately 32,000 persons, with an investment of nearly US\$ 234,000.

simultaneously, supporting processes for local integration to improve the opportunities of the refugees in the host communities. This complementarity should also avoid any duplication of food assistance between the relief and recovery components, which will be monitored through UNHCR's "ProGress" register system implemented by the Ministry of Foreign Affairs.

47. These components are in coherence with the policies defined by the Government. Plan Ecuador establishes *"the exercise of human rights and protection against all form of discrimination of the population settled in the border area, as well as the compliance with international commitments acquired with regards to humanitarian assistance and refuge of persons displaced from their places of origin. As a principle, the inclusion of the local, national, refugee and immigrant population shall be sought in order to promote tolerance and solidarity"*²⁵.
48. The UN system has initiated the UNDAF joint programming for the period 2009 – 2013, which emphasises the role of the Ecuadorian Government in coordinating humanitarian assistance and in implementing new humanitarian reform policies in addition to the Plan Ecuador's strategy.

d) Handover strategy

49. The flow of refugees from Colombia depends on the country's internal conflict over which Ecuador's national policies and, even international policy, have little control.
50. Due to the dynamics of the conflict in the last years, it is presumed that the refugee flow will continue increasing at an annual rate of between 8 and 10 percent. The UN system, together with the Government, is carrying out studies regarding the impact on Ecuador of the internal conflict in Colombia. The results of monitoring of the situation and the number of monthly registrations indicate a need for a continuation of the PRRO beyond the current planned period.
51. WFP's gradual handover strategy relies heavily on the implementation of activities proposed by the Ecuadorian Government within Plan Ecuador for the northern border. It also depends on the Bi-national Plan (Ecuador – Colombia) that the Governments of both countries are preparing with the support of the UN agencies.

5. PRRO BENEFICIARIES AND TARGETING

52. The targeting of the beneficiaries shall be based on information provided by UNHCR's new system *ProGress*, implemented by the Government since 2007. This system provides data on those seeking refuge, registered refugees and host communities, in terms of their level of vulnerability, geographic location, and basic demographics.

Relief component:

53. During the three years of implementation, the relief component will provide food assistance to asylum seekers and recognized refugees who live in a situation of food insecurity, as follows:

²⁵ Plan Ecuador. Peace, justice and equity response, Government of Ecuador. April 2007

Chart 3. Beneficiaries of the relief component

CATEGORY	ANNUAL PROJECTION OF BENEFICIARIES				TOTAL	%
	2007	2008	2009	2010		
Asylum seekers	6113	6622	7611	8685	29031	82
Refugees	1387	1478	1589	1715	6169	18
BENEFICIARIES	7500	8100	9200	10400	35200	100

Source UNHCR/WFP

54. The annual projection was prepared on the basis of historic information on the numbers of refugees registered and follow-up reports of EMOP 10381.0. 67 percent of the total of asylum seekers and refugees are the estimated project beneficiaries. Of those, 82 percent are asylum seekers and 18 percent are refugees.
55. The refugee population is dispersed mainly in the provinces of the northern border: Carchi, Esmeraldas, Sucumbíos, Orellana and Imbabura. Apart from these provinces, a considerable number of refugees settle in the cities of Quito and Santo Domingo de los Colorados, as well as the cantons of the province of Pichincha and in the city of Cuenca, Province of Azuay.
56. The asylum seekers, not having access to the labour market, are unable to work legally and depend on humanitarian assistance for their survival. The process to resolve the cases applying for refuge with the Ministry of Foreign Affairs is slow and complicated, extending from about six to twelve months and, for this reason, the PRRO takes as a reference an average of nine months.
57. For asylum seekers, the food assistance shall cover, on average, the first nine months while their request is being processed. For the registered refugees, the food assistance will extend for three more months, following an evaluation using vulnerability criteria, applied by UNHCR's partner agencies. The chances of employment or accessing the micro-credit schemes are not automatically increased when obtaining the legal status of a refugee^{26 27}.
58. Labour abuse and exploitation is a recurrent fact. In general, Colombian workers receive less wages and work more hours. Frequently, employers do not comply with required obligations, pay less than agreed amounts, or prefer to pay in-kind. The employees are scared of requesting their rightful wages due to threats of deportation²⁸ and other legal issues.
59. UNHCR's partner organizations²⁸, conduct personal interviews to identify individually the refugees who require food assistance. This is done according to the "Humanitarian Assistance Guide", which prioritizes senior citizens, pregnant women, lactating mothers, women with young children, persons who need psychological attention, handicapped, persons with serious health problems, and homes where the head of the household is unemployed.

Recovery Component:

²⁶ According to research carried out by FUNDAPEN; 40 % of the refugee population is unemployed and of those who work, 47 % carry out agricultural activities, as daily laborers. 27 % sell merchandise (mainly informal and at a very small scale) and 7 % are involved in domestic services.

²⁷ Foundation for Peace and Democracy. Víquez, Roxana M: "Diagnosis of the dimension and problems that affect those displaced to Ecuador, Venezuela and Panamá, by armed conflict in Colombia", FUNDAPEN, San José, 2003.

²⁸ FUNDAPEN: 2003, UNIFEM: 2005, Peña: 2005

²⁸ Red Cross, Foundation HIAS, COPPI, Foundation Environment and Society - FAS, Foundation Esquel.

60. In Ecuador, the host communities for Colombian refugees and unregistered refugees are typically communities with development indicators well below the national average; 84 percent of this population live on less than US\$ 2 per day and 15 percent live with on between US\$ 2 and 3.99 daily ²⁹. These communities are located along the northern border and in marginal areas within cities such as: Quito, Lago Agrio, Ibarra and Santo Domingo de los Colorados.
61. During the first 12 months of the operation, the pilot program shall assist a representative sample of 1,000 beneficiaries from unregistered refugees, legal refugees, and host communities. These beneficiaries will receive as an incentive monthly food rations while they participate in the activities of FFW and FFT.
62. The model of intervention for this pilot plan define the specific strategies of this component and any needs for technical assistance from UNHCR partner agencies. All aspects of the operation in terms of targeting, work planning and implementation, distributions, and monitoring, will be based on the successful models developed during the first year.

Chart 4. Beneficiaries of the recovery component

Number of beneficiaries by sex	2008 (pilot plan)	2009	2010
Men	490	735	613
Women	510	765	637
Total beneficiaries	1,000	1,500	1,250

6. FOOD BASKET AND RATION CONSIDERATIONS

63. The food rations for the relief component are based on monitoring reports and evaluation of the EMOP 10381.0. These reports conclude that the ration of 1,582 kcal is insufficient to cover the food and nutritional needs of the refugee population and recommends increasing it to 2,100 kcal daily in the PRRO.
64. The ration of the recovery component was calculated based on 80 percent of the average daily wage. Based on this, the ration delivers 1,690 kcal. The composition of the ration corresponds to the dietary habits of the beneficiary group and is of a high nutritional value.
65. The nutritional characteristics and technical specifications of the food ration for the relief and recovery components are provided in the following chart:

Chart 5. Caloric and nutritional composition of the ration for relief and recovery components

COMMODITY	Amount/Days Grams per ration		Amount/Month Kg. per ration		kilocalories	
	Relief	Recovery	Relief	Recovery	Relief	Recovery
CEREALS						
Rice	267	200	8	6	958	720
Oat	100	67	3	2	384	253
CANNED FISH						

²⁹ Study of the “Condiciones de vida de los refugiados, solicitantes de refugio y otros colombianos en el Ecuador: Indicadores de desarrollo del milenio y comportamiento”, carried out by Nidi/CEPAR (Center for Studies regarding Population and Social Development) in the year 2006

Canned fish	28	28	0,85	0, 85	69	86
FAT						
Veg. Oil	31	31	0,92	0,92	271	271
PULSES						
Lentils	100	67	3	2	332	227
MISCELANEOUS						
Sugar	33	33	1	1	129	133
TOTAL	559	426	17	12	2143	1690

7. IMPLEMENTATION ARRANGEMENTS

Relief Component

66. The Government's counterpart for WFP in this PRRO will be the Ministry of Foreign Affairs. A Memorandum of Understanding will be signed with them laying out roles and responsibilities in the implementation of the PRRO. Continuing from successful implementation of the EMOP 10381.0, the responsibility for the final food distribution to the beneficiaries will be in hands of UNHCR. A separate agreement with UNHCR will outline respective roles in targeting, food distribution and monitoring. All of the cooperation agreements shall include specific clauses in terms of gender-sensitive programming and HIV/AIDS awareness campaigns.
67. UNHCR has three field offices in Ecuador; Quito, Ibarra and Lago Agrio. It has agreements with various local and international NGO's who are in charge of executing the programs and projects for humanitarian assistance.³⁰ WFP will benefit from this UNHCR network of partners and field offices in terms of being able to implement the program effectively.
68. The commodities included in the food ration will be procured locally. Independent quality control will be done prior to accepting the commodities. The food will be stored in the central warehouse of WFP located in the city of Quito. The rations shall be repacked in this warehouse, and will be transported³¹ to the final points, according to the distribution schedule.
69. Based on the location of beneficiaries,³² ten final delivery points have been identified for food distribution. They are central and accessible points for the different communities with the greatest concentration of beneficiaries. These distribution points have local storage facilities and trained staff to assist with storage and distribution. The warehouses are located in Quito, Esmeraldas, San Lorenzo, Cuenca, Lago Agrio, Ibarra, Tulcan, Santo Domingo de los Colorados, El Coca and in Lita in the province of Imbabura.
70. The final delivery points will also be used for information/awareness campaigns and training on subjects related to the refugees' rights and responsibilities³³. For the beneficiaries who live far away from the distribution points, UNHCR field teams will organize special

³⁰ Currently, WFP is planning to work with Hebrew Immigrants Assistance Society (HIAS) which will have responsibility the final distribution of food in the provinces of Pichincha, Esmeraldas, Carchi and Imbabura. Ecuadorian Red Cross will be in charge of distributing in the provinces of Sucumbíos, Orellana and Azuay. Other areas are yet to be decided.

³¹ WFP Ecuador has a detailed list of certified transporters, according to WFP regulations.

³² 1) WFP/UNHCR joint evaluation, 2004; 2) UN Northern Border Evaluation Report, 2004; 3) Independent Emergency Needs Assessment Mission in the Northern region of Ecuador, June 2005; 4) Base line study EMOP 10381.0, 2005; 5) 1st Monitoring Report, 2005; 6) 2nd and 3rd Monitoring Reports, 2006; 7) Study of the Living Conditions of Refugees, asylum-seekers and other Colombians in Ecuador: Millennium development indicators and behavior, Nidi/CEPAR (Centro de Estudios de Población y Desarrollo Social), 2006.

³³ In these points, UNHCR also carries out the delivery of non-food items such as: mattresses, stoves, blankets, and hygiene kits.

distributions. WFP and UNHCR staff will monitor the delivery of commodities and undertake joint post-distribution monitoring. *COMPAS* system will be used for detailed tracking of commodities.

Recovery Component

71. In the pilot phase, the communities for the recovery element of the PRRO will be targeted through the Govt./UNHCR *ProGress* system. This will be supported by a detailed research study on the characteristics of these population groups³⁴.
72. Local/community level information will be collected by UNHCR partner agencies. They will conduct a detailed assessment of food insecurity and vulnerability and only target those most-vulnerable within these groups. The detailed assessment by these partner agencies will also capture beneficiary preferences in terms of type of projects for training and food for work.
73. The work of WFP, UNHCR, and partners agencies will be shared with the Government in order to coordinate the activities with that of the Government's social programmes. Inter-institutional committees will finally decide on the projects to be selected for implementation. These projects are jointly financed by UNHCR's Program for Community Assistance and Integration³⁵ and have a maximum duration of one year.
74. The projects are executed directly by the communities with partner agencies of WFP and UNHCR having the responsibility for providing technical assistance. These agencies will do monthly reports on the progress of the project and participate in the final evaluation.
75. To promote the participation, especially of women from the host communities, these projects contemplate delivering food rations as an incentive, under the FFT and FFW modalities. The partner agencies will be in charge of selecting the most vulnerable women beneficiaries and for assisting them with project design and implementation. A high level of beneficiary commitment is also expected from these local projects.
76. WFP shall participate as a member of the local inter-institutional committees and provide technical assistance on vulnerability analysis and mapping, targeting, results based management, gender, HIV/AIDS and nutrition.

8. PERFORMANCE MONITORING

77. This PRRO will follow a clear monitoring and evaluation (M&E) plan that incorporates the experiences acquired in the EMOP 10381.0. This M&E plan applies the module Results Based Management (RBM) and was elaborated jointly with UNHCR and the field personnel of partner agencies.

³⁴ The research is being developed at national level by the Foundation CEPAR, (Center for Population Studies), UNHCR and the government. It has a budget of US \$ 180,000. The final results shall be available in 2008.

³⁵ For 2007 UNHCR had a budget of US \$ 400,000

³⁷ The variables that have contributed to increase the violence are diverse, but the armed Colombian conflict has a fundamental role. Also, in the Putumayo area bordering with Ecuador, (Amazon region), are found the largest coca plantations and cocaine processing plants existing in Colombia. These two factors have had a significant negative impact on the life of the people who live near the border. WOMEN IN THE BORDER. Colombian refugees in Ecuador. Gloria Camacho Zambrano. Quito, February 2005. UNIFEM, Andean Countries. Pag. 29- 30

78. Apart from regular monitoring, the plan envisages in-depth monitoring once every four months. The information thus collected will allow WFP to periodically track progress towards the achievement of objectives. Importance will be given to the issue of scaling-up and replicability with the recovery component. The indicators for the PRRO monitoring also include corporate monitoring requirements. Quantitative and qualitative instruments have been designed such as surveys, focus group discussions, and semi-structured interviews. These will be done with support from field staff and officers of UNHCR, partner agencies, and WFP field staff.
79. The monitoring reports that will be prepared every 4 months will give key information for decision making. Program adjustments will be made at each monitoring cycle for greater impact. The results will be discussed periodically with UNHCR, Government, and partner agencies prior to making changes in the programmes. It will also serve to coordinate the social programs of the Government with that of the UN.
80. The PRRO has budgeted for a mid-term and a final evaluation. These are intended to measure the outcome indicators and also the dynamics of the conflict.

9. RISKS ASSESMENT AND CONTINGENCY PLANNING

(a) Risks Assessment

81. If the armed conflict in Colombia deteriorates, the flow of asylum seekers is expected to increase substantially. This would make the social and political situation in the border areas critical. There could be a greater militarization of the area by the Ecuadorian Government resulting in big adjustments to WFP operations. Tighter border controls would make life difficult for the refugees.
82. The Government 'social plan' for the border provinces is critical to the handover strategy of this PRRO. If the pace or mode of implementation is not appropriate, it would make things difficult for WFP in terms of phasing down. This might also result in a greater need for humanitarian assistance than currently planned under the PRRO.
83. If the Colombia Government decides to reinstate aerial fumigations on a larger scale this could also significantly increase the flow of refugees. Subsequently, this will have an impact on the Ecuadorian side in terms of increased government controls. More importantly, it could create a severe health crisis for the refugees due to the chemicals.

(b) Contingency Planning

84. To respond in the most adequate manner to contingencies that could emerge as a result of the conflict in Colombia, the Inter-agency Contingency Plan for the northern border will be immediately activated in coordination with UNHCR. This will of course be coordinated with the provincial government and local plans to address such emergencies.

10. SECURITY CONSIDERATIONS

85. The growing insecurity in the border area manifests itself in different ways. There is an increase in extortion gangs who offer security in exchange for periodic payments. There also seems to be also an increase in hired assassinations. The province of Sucumbios presents the greatest insecurity with kidnappings, extortions and assassinations³⁷.

86. On various occasions, the UN system has declared the northern border provinces as phase 3, 4 or 5 areas. While no direct threats to the United Nations have been detected in this area, the UNDSS has recommended working with a greater awareness of security threats. WFP will ensure MOSS and MIST compliance in all operations. Missions to the border area will follow established security procedures including personnel security clearances and mission tracking. The necessary communications equipment is available.

11. RECOMMENDATIONS

The Executive Director is requested to approve the proposed Protracted Relief and Recovery Operation 10443.0 “Food assistance for the refugee population affected by the Colombian conflict”.

APPROVAL

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Date:

Josette Sheeran
Executive Director

ANNEX IA

PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost (US\$) per mt	Value (US\$)
COSTS			
A. Direct Operational Costs			
Rice	2,899	600	1,739,100
Oatmeal	1,076	1,200	1,291,200
Canned Fish	317	2,250	713,841
Veg. Oil	343	1,200	412,068
Lentils	1,076	1,200	1,291,200
Sugar	373	600	223,950
...			
...			
...			
Total commodities	6,084		5,671,359
External transport			
Land transport			
ITSH			288,462
Total LTSH			288,462
Other direct operational costs			353,625
Total direct operational costs			6,313,445
B. Direct support costs (see details in Annex II)			714,621
C. Indirect support costs (7% of total direct costs)			491,965
TOTAL WFP COSTS			7,520,031

ANNEX IB

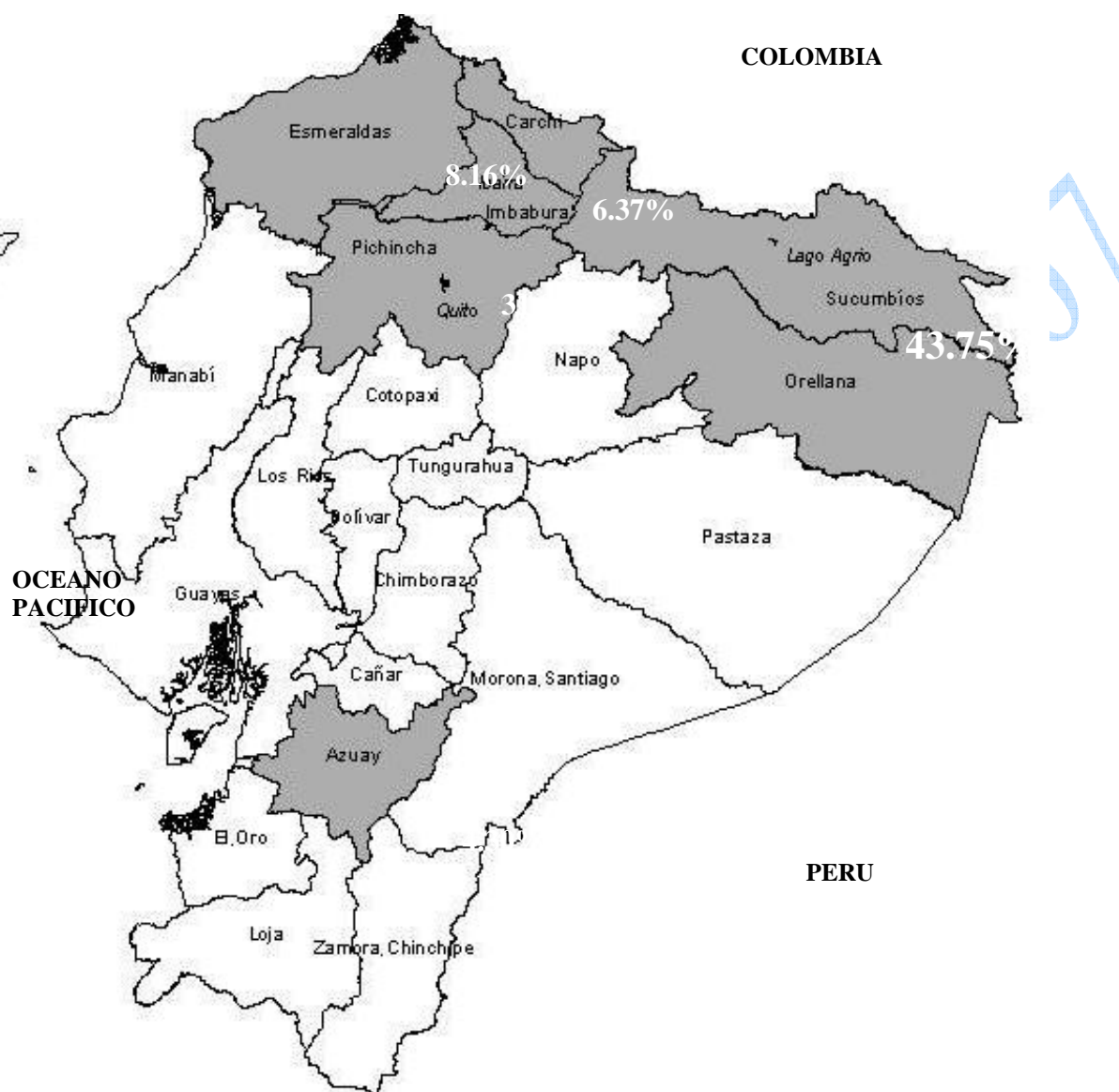
DIRECT SUPPORT REQUIREMENTS (<i>dollars</i>)	
Staff	
International professional staff	-
National professional officers	170,631
National general service staff	298,282
Temporary assistance	159,508
National consultants	25,000
Overtime	-
Staff duty travel	39,000
Staff training and development	-
Total partial	692,421
Office expenses and other recurrent costs	
Rental of facility	-
Utilities (general)	1,800
Office supplies	1,800
Communications and IT services	1,800
Insurance	-
Equipment repair and maintenance	1,800
Vehicle maintenance and running cost	8,000
Other office expenses	2,000
United Nations Organizations Services	-
Subtotal	17,200
Equipment and other fixed costs	
Furniture tools and equipment	
Vehicles	
TC/IT equipment	5,000
Subtotal	5,000
TOTAL DIRECT COSTS SUPPORT	714,621

ANNEX II - Logical framework summary: PRRO ECU 10443.0

SO2: Protect livelihoods in crisis situations and enhance resilience to shocks

Results- Chain (logic model)	Performance indicators	Risks, Assumptions
Outcome 1 (Relief component) Increased resilience to shocks and improved access to food among vulnerable refugee populations.	<ul style="list-style-type: none"> ➤ Proportion of adult beneficiaries consuming at least 2 meals per day and children consuming at least 3 meals per day. ➤ Proportion of beneficiary household expenditures devoted to food. 	The internal conflict in Colombia intensifies, fumigations restart in the border and the bi-national diplomatic relations deteriorate.
Outcome 2 (Recovery component) Increased capacities leading to self sufficiency among refugee populations living in host communities.	<ul style="list-style-type: none"> ➤ Proportion of refugee population who has participated in FFW and FFT activities and who have reached economic autonomy. 	“Plan Ecuador” does not receive international financial support and the Government does not channel resources.
Main Outcome 1.1 Timely and sufficient provision of food to the vulnerable refugee population in Ecuador	<ul style="list-style-type: none"> ➤ Number of refugee population beneficiaries by gender, status and age group who have received food assistance from WFP. ➤ Mt of food distributed per commodity. ➤ Proportion and number of women that receive food at the final distribution point ➤ Proportion and number of women registered as heads of household and receiving WFP food. ➤ Number of staff from Local Executing Agencies and counterparts trained on PRRO implementation. 	<p>The PRRO requires timely financial resources and adequate food resources.</p> <p>The PRRO is not affected by large scale natural disasters.</p>
Main Outcome 2.1 Timely provision of food as incentive to participate in FFW and FFT activities directed at host communities, refugees or both.	<ul style="list-style-type: none"> ➤ Number of beneficiaries through FFW and FFT activities by project category, gender and type of participants who receive food incentives. ➤ MT of food distributed, per project category and commodity type. 	Efficient strategic alliances with public and/or private institutions who work in the area of intervention.

ANNEX III - MAP: Borders, names and designations used in this map do not imply official endorsement or acceptance by the United Nations.



Note: There are two final distribution points in the province of Pichincha, one in Quito and another in Santo Domingo de los Colorados. Likewise, there are two final distribution points in the province of Esmeraldas, one in the city of Esmeraldas and another in San Lorenzo. Local food delivery committees operate from Lago Agrio distributing food rations in Coca in the Province of Orellana.



UNHCR offices



UNHCR Associate Agencies

* Note: Official map used by UNHCR.