

Protracted Relief and Recovery Operation – Ecuador 200275

Assistance to Refugees and Persons Affected by the Conflict in Colombia

ECUADOR PRRO 200275	
Number of beneficiaries	120,100
Duration of project	36 months (July 2011 – June 2014)
WFP food tonnage	5,538 mt
Cost (United States dollars)	
WFP food cost	US\$4,958,200
WFP cash/voucher cost	US\$2,969,364
Total cost to WFP	US\$13,571,583

EXECUTIVE SUMMARY

Approximately 50 Colombian asylum-seekers enter Ecuador each day, a 48 percent increase over the past five years. Most are poor, socially fractured, and have limited access to education and national safety nets. The northern border between Ecuador and Colombia is characterized by high levels of insecurity and lack of social and institutional development, with intense competition for resources and social services, which creates tensions between refugees and Ecuadorians.

A 2010 emergency food security assessment found that 22.6 percent of refugees are moderately food-insecure and 5.3 percent severely food-insecure. Refugee populations, as well as poor Ecuadorian households, are particularly affected by malnutrition.

The Government of Ecuador has requested that humanitarian assistance focus on the integration and the inclusion of Ecuadorians. In line with the 2011 joint assessment mission conducted by WFP and the Office of the United Nations High Commissioner for Refugees, WFP will strengthen its operational capacity and presence aiming to: i) reduce tensions associated with relief food distributions; ii) better target and monitor its food assistance; and iii) support integration activities.

As part of its handover strategy, WFP will work closely with various governmental institutions as well as local authorities. WFP will advocate for the inclusion of community-based food security actions in local development plans, and for the inclusion of refugees in national social protection programmes.

The protracted relief and recovery operation (PRRO) will begin in July 2011, costing US\$13.6 million for three years, reaching approximately 120,100 people. It is aligned with 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”) and aims to: a) improve the food consumption of new asylum seekers and refugees without creating new tensions; and b) rebuild sustainable livelihoods, and the food and nutrition security of refugees and Ecuadorians, with a special focus on women. The operation contributes to Millennium Development Goals (MDG) 1 - Eradicate extreme poverty and hunger; MDG 3: Promote gender equality and empower women; and MDG 7: Ensure environmental sustainability.

The PRRO supports the Government’s refugee and integration policies, food security and sovereignty goals; it also focuses on the environment and in line with the Ecuador United Nations Development Assistance Framework (2010-2014).

SITUATION ANALYSIS AND SCENARIOS

Overall Context

1. Ecuador receives the highest number of Colombian refugees in the region. As of early 2011, there are 167,189 Colombians in need of international protection, of which, approximately 52,000 are classified as asylum seekers, 53,342 are recognized as refugees and the remainder have never officially approached an institution to register. They remain vulnerable without legal documents and are deprived of their rights, access to basic services and economic opportunities. Colombian refugees have fled conflict, fearing threats, disappearances, murders, kidnappings, deliberate displacement and forced recruitment.
2. The four-decade internal conflict in Colombia shows no signs of abating. Approximately fifty persons entered Ecuador everyday in 2010 and early 2011, doubling the number of new arrivals over the last two years.¹ The number of asylum seekers requesting official registration increased from 7,784 in 2006 to 28,998 in 2010. This increase is explained by the launch of a government registration programme in 2009-2010 as well as an increase in the absolute number of new arrivals each year.²
3. Colombian refugees in Ecuador have a low profile, in part because they live among the Ecuadorian population rather than in camps. They move frequently and are scattered in 10 of the 24 provinces. The five northern provinces host about 50 percent of the Colombian refugee population, with Pichincha hosting the single largest concentration (32 percent). Most refugees live in urban areas, with the remainder residing near the border in underdeveloped and isolated regions. Urban refugees tend to be better off than those living in rural areas; however, vulnerability is more a function of individual context than location.
4. Refugees are a largely heterogeneous group; members are socially fractured, tend to conceal their identity and avoid mixing with local communities due to fear of recognition or deportation. Approximately 20 percent of registered school-aged refugee children are not enrolled in schools. Colombian asylum-seekers are unable to open bank accounts or access safety net programmes, contributing to their high levels of food insecurity.
5. Women refugees represent 46 percent of the total number of refugees in Ecuador; 21 percent of refugee households are headed by women and are particularly vulnerable to violence and exploitation;³ 94 percent suffer from gender-based violence as many flee Colombia without male partners, leaving them vulnerable to abuse. A lack of economic opportunities forces many refugee women into prostitution; around 45 percent of sex workers began this activity after their arrival in Ecuador.⁴

¹ UNHCR, Progress, 2010.

² UNHCR, Progress 2010.

³ WFP, Emergency Food Security Assessment (EFSA), 2010.

⁴ UNHCR 2010

6. The northern border is composed of three zones, with distinct topographies, cultures and demographics. A common factor shared by the three border provinces is lack of social and institutional development. The Revolutionary Armed Forces of Colombia (FARC), the National Liberation Army of Colombia (ELN) as well as organized criminal groups operate with impunity. Thus, insecurity manifests itself in contraband activities (arms, drugs, gas, and products to manufacture drugs), robberies, kidnappings, assaults, and human trafficking. Insecurity exists, real and visible, but also there is an intense perception of insecurity as a result of the Colombian presence.
7. On the Pacific Coast, the situation has dramatically worsened in the last couple of years., As a result, refugees are increasingly exposed to xenophobia and discrimination. While development in this area would require security and stability, the presence of Colombians has been perceived as having a destabilizing effect on the socio-economic conditions of Ecuador and on the relations between the two countries.

Food and Nutrition Security

8. Over 38 percent of Ecuadorian households live in poverty, surpassing 61 percent in rural areas.⁵ Thirteen percent of households live in extreme poverty and are unable to meet their minimum nutritional requirements. Despite strong economic growth, Ecuador has a high level of chronic malnutrition; rates hover around 26 percent for children under 5, and 6 percent are underweight. Levels of anaemia are the highest in the Latin America and the Caribbean (LAC) region at 62 percent of children under 6 years of age. Malnutrition affects both Colombians and Ecuadorians and is related to poor dietary diversity, with children and adults consuming large quantities of cereals. Parasites also contribute to the high prevalence of anaemia.
9. Whereas 33.8 percent of Ecuadorians depend on informal employment or are unemployed, about 70 percent of refugees are engaged in low paid irregular and short-term work because of lack of documentation, discrimination and lack of social networks.⁶ Over 67 percent of households in Sucumbíos and 35 percent in Carchi-Imbabura face extreme poverty, whereas 23.5 percent in Sucumbíos and 33.7 percent in Carchi-Imbabura are poor.⁷ Food consumption scores indicate that 5.3 percent of refugees are severely food-insecure and 22.6 percent moderately food-insecure. Refugees are particularly vulnerable to food insecurity because they lack access to social protection programmes.
10. Historically low social investment, combined with an increasing refugee population, has put a severe strain on social services and increased competition for scarce resources and employment. Thus, both Ecuadorians and Colombians struggle to maintain their food security. These struggles increase social tensions, pressure for land, and exacerbate deforestation.

⁵ Integrated System of Social Indicators for Ecuador (SIISE-MCDS) 2010

⁶ 2010 EFSA

⁷ I SIISE-2006. In Ecuador a monthly food expenditure of US\$56.6 or less defines consumption poverty.

Scenarios

11. The spillover effect of the conflict is ever more evident by the increase in the number of new refugees arriving in Ecuador as well as the security incidents involving Colombian armed groups. Three scenarios guide planning for the next few years: 1) the situation in Colombia remains volatile and the number of new refugees continues to increase; 2) the Colombian Government commits to greater control of the border areas which slows the flow of persons crossing the border; 3) the Colombian Government, at the request of the Ecuadorian Government, commits to assuming more responsibility for Colombians in Ecuador, thus relieving pressure on Ecuadorian social programmes and services. Indications are that the first scenario will be most likely for the duration of this new protracted relief and recovery operation (PRRO).

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies and Capacities of the Government

12. The National Development Plan (2009-2013) prioritizes food sovereignty, implying protection and inclusion of citizens beyond Ecuador's borders. Ecuador's constitution recognizes the rights of asylum and Article 13 highlights the right to safe and permanent access to nutritious foods.⁸ The Government extends education and health services to refugees. However, social protection programmes, including the conditional cash transfer programme, specifically exclude refugees.
13. In 2009, the Government adopted an asylum policy, and launched a project to register and identify those in need of international protection. In January 2011, the Refugees National Directorate introduced an initial admissibility review, an additional step which, at least temporarily, contributes to delays in registration. Bi-national discussions increasingly focus on how Colombia can contribute to the integration of refugees in Ecuador.
14. National policy promotes sustainable development and human security in the northern border areas, the integration of refugees in Ecuadorian communities, and reaching the most vulnerable of both populations. Progress does not meet expectations, partly due to lack of funding and the complexity of the situation.

Policies and Capacities of Other Actors

15. The United Nations Development Assistance Framework 2010-2014 (UNDAF), guarantees humanitarian assistance for refugee and host populations and supports the integration of refugee and host populations.⁹ The Office of the United Nations High Commissioner for Refugees (UNHCR) is a key actor in the provision of

⁸ Ecuador Constitution 2008 Article 4 and 13.

⁹ UNDAF: Concentration Area 5.

protection and humanitarian assistance to refugees, including legal support, micro-credit, and quick action projects that support production, water and sanitation, income generation, and gender projects. The International Organization for Migration (IOM) is promoting durable solutions and local integration in the northern border area, primarily through water and sanitation projects and training in gender-based violence. Hebrew Immigrant Aid Society (HIAS), Red Cross and Samaritan Purse are key actors among the non-governmental organizations (NGOs).

16. The United Nations country team is developing a joint project with a human security focus in the northern border area. WFP is part of this effort, as well as the UNHCR-led United Nations Northern Border Inter-Agency Working Group.

OBJECTIVES OF WFP ASSISTANCE

17. This PRRO will be implemented for three years, beginning July 2011. It is in line with WFP's Strategic Objectives 1 and 3, with the following objectives:¹⁰
 - To improve the food consumption of new asylum seekers and the most vulnerable and non-self reliant Colombian refugees in Ecuador, without creating tensions between Colombian refugees and Ecuadorian populations;
 - To rebuild sustainable livelihoods and the food and nutrition security of Colombian refugees and Ecuadorians, with a special focus on women, and those most affected by the conflict in Colombia.
18. This operation will pay particular attention to the needs of women and refugee protection issues, by systematically promoting gender equality, the empowerment of women, and actions that reduce tensions among all vulnerable groups.

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security Assistance

19. Following a first PRRO which covered the period 2005-2007, WFP launched a follow-up phase (PRRO 104430) in December 2007 with an original end date of 30 November 2010. It was extended in time for 6 months, in response to a request made by the Government of Ecuador, due to the increased influx of refugees. UNHCR was responsible for final food distributions until April 2010, when the caseload increased and WFP assumed full responsibility for distributions. By August 2010, WFP was reaching 18,000 persons per month.
20. The UNHCR/WFP joint assessment mission (JAM) carried out in 2011 concluded that the operation required a revised strategy and enhanced implementation modalities. The JAM identified WFP's limited field presence as a major impediment to playing a more active role in decision-making forums and having a

¹⁰ Strategic Objective 1: Save lives and protect livelihoods in emergencies.

Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations.

protective presence on the ground. Specifically, WFP's capacity to assess food and nutritional insecurity, target households and communities, and monitor its interventions needed strengthening. Also, the recovery component required an integrated livelihood community-based approach with closer coordination with UNHCR, IOM and local authorities.

Strategy Outline

21. WFP's response strategy is based on the government priority to develop integrated assistance models with a view to diffuse tensions between refugees and Ecuadorian communities and promote integration in both urban and rural areas. The project aims to ensure that assistance is provided in a manner that does not create or exacerbate tensions and contributes to conflict mitigation. WFP is in the process of designing a separate development project, which will complement the nutrition-oriented interventions envisaged under the PRRO and directly address the high levels of stunting and anaemia in the border area.

a) Relief Component

General Food Distribution

22. WFP will provide relief food assistance, the largest component of this operation, to newly-arrived Colombian refugees and asylum seekers in order to ensure that their immediate food needs are adequately met. Food assistance will also act as an incentive for new arrivals to officially register and be recognized in Ecuador. Based on partner monitoring data and the JAM, WFP relief assistance will be provided for six months on average, depending on the vulnerability and food insecurity of each refugee. This will give some time to the targeted beneficiaries to access housing and stable employment or livelihood opportunities in Ecuador.
23. Relief assistance will be part of a comprehensive package that integrates protection and other humanitarian assistance provided by partners including legal, psycho-social and employment support, and addressing gender-based violence. WFP will integrate food and nutrition modules to improve dietary diversity in partner trainings.

Conflict Mitigation

24. To ensure that food assistance does not create tensions and to help reduce tensions in Ecuadorian communities with high concentrations of recently-arrived Colombian refugees, WFP will support socially inclusive and short-term food-for-work (FFW) activities in line with traditional communal cooperative works (*Mingas*). Involving all vulnerable members of the community regardless of nationality, activities will prioritize community sanitation through garbage pickup - in particular in water ways - and vegetative slope stabilization measures where refugees have established dwellings on steep slopes prone to erosion. Work norms will be aligned with province specific "*Minga*" arrangements so as not to undermine local customs.

b) Recovery Component

Barrio (Neighbourhood) and Community Integration Activities

25. WFP will support the transition to stable livelihoods and the improvement of the food security of Colombian refugees and conflict-affected Ecuadorians in a selected number of barrios or communities where there is a high concentration of refugees and where integration is difficult. Particular attention will be given to supporting local safety nets, barrio or community-based approaches and the specific needs of women refugees.
26. Interventions will be developed based on the priorities and capacities in each location, food security needs, the security situation, protection needs of specific targeted groups, and form part of an integrated package of assistance aligned with UNHCR and IOM and other partners.
27. Community integration activities will be based on the following four implementation models:
28. ***Community school-based activities:*** Since the national school lunch programme was terminated in late 2010, teachers report that poor children have trouble concentrating as they receive only a cookie and drink for breakfast, with no lunch. Therefore, many communities have organized contributions in kind, cash and labour in order to continue the lunch programme as the poorest families, in particular refugee families, have more trouble sending their children to school.¹¹ Activities will be implemented where parents have expressed their willingness to contribute to a community-based school lunch programme (either in urban barrios or rural communities). WFP will provide food, technical assistance and organizational support in order to expand the programme with increasing local contributions. School gardens and other production efforts will increase in-kind resources for the programme. Parents will participate in the design of balanced menus which combine food commodities from WFP and parents. WFP assistance will be phased out after one year, as parent, community and local authority contributions increase to maintain the programme. IOM, UNHCR and HIAS will be WFP's main partners contributing to the building of school latrines and clean water systems.
29. ***Food and nutrition trainings*** will be integrated into partner activities in both urban and rural areas. These integrated trainings will promote consumption of local nutritious foods, sound child care practices, combined with complementary training in human rights, legal services, sound sanitation, and gender. Incentives for participation of community members will be encouraged through food for training (FFT).

¹¹ According to a recent study, 20 percent of refugee children do not go to school in Quito and Guayaquil. Study on Colombian refugees in urban environments, the case of Quito and Guayaquil. January 2011. FLACSO-UNHCR.

30. ***Local production of nutritious foods*** such as fruits and vegetables through environmentally sustainable practices will be supported by food-for-asset activities (FFA). Activities will be implemented in rural areas, targeting food-insecure families in critical periods of the year to encourage the diversification of crops. Home and community gardens will be developed as well as the planting of fruit trees in agro-forestry systems. WFP's main partners will include UNHCR and local governments.
31. ***Protection of watersheds and water sources*** will be supported through FFA activities in collaboration with IOM and local authorities from the Ministry of Agriculture and Environment where clean water systems are being introduced. Because many of these systems rely on forest cover, WFP would help ensure the sustainability of partner investments in communities with a high concentration of refugees. In Carchi, these actions may include a pilot bi-national project, as the water systems rely on sound catchment management systems that straddle the Ecuadorian-Colombian border. The bi-national pilot project will serve as a platform to advocate for greater levels of development cooperation in favour of the border area. Work norms will be established for each type of activity (reforestation, forest protection, water conservation and erosion control measures,) with local ministry experts. All activities will be planned with partners (IOM and OXFAM), with technical advice from the Ministry of Agriculture, Livestock, Aquaculture and Fisheries (*Ministerio de Agricultura, Ganadería, Acuacultura, y Pesca* - MAGAP).

Vulnerable Group Support

32. Particular attention will be given to strengthening safety nets, in particular attending to the needs of the most vulnerable groups in both urban and rural areas. Household-level vulnerability assessments will be carried out and targeting will include non-self-reliant refugee households who have received WFP assistance upon arrival but who are no longer eligible for relief assistance, as well as other vulnerable refugee households or vulnerable Ecuadorians in the same community, excluded from national safety-net programmes. Assistance will be provided through the combination of family food rations and vouchers for an average of three months and for a maximum of six months. Transfers would be conditional to participation in trainings, sending children to school, receiving health checkups for pregnant and lactating mothers and children under 5, or vaccines for children.

Handover Strategy

33. WFP will fulfil its obligation to assist refugees in need of international assistance and protection as required. Thus, each activity will require a specific handover strategy with a concrete timeline. Milestones will be agreed by WFP and counterparts to ensure transparency. Specifically, WFP will advocate for the inclusion of food security actions in local development plans and for inclusion of refugees in social protection programmes, including vulnerable group feeding and school lunch activities.
34. By linking relief assistance for asylum seeking and vulnerable refugees to partner actions such as employment-related orientation sessions, and basic services such as children attending schools, refugees have a better chance of becoming self-sufficient in Ecuador. WFP will strongly advocate and support the practice of

parent and community contributions to school lunch programmes. The focus on integration will help provide opportunities and networks for Colombians. As refugees gradually gain increased access to key social services and employment opportunities, their integration in the Ecuadorian society will become more durable.

BENEFICIARIES AND TARGETING

35. Based on the WFP 2010 EFSA, the 2011 beneficiary profiling exercise, and the 2011 JAM, WFP has identified three main groups of beneficiaries: i) asylum seekers and persons in need of international assistance and protection; ii) vulnerable refugee groups unable to re-establish their livelihoods in Ecuador; and iii) Ecuadorian communities with a concentration of refugees affected by the conflict in Colombia.

TABLE 1: BENEFICIARY NUMBERS¹²					
RELIEF: 69,100 beneficiaries					
Activities	2011 July- December	2012	2013	2014 January- June	% Refugees
General food distribution	8,050	18,515	21,292	12,243	100
Conflict mitigation activities - FFW	1,500	3,000	3,000	1,500	30
Sub-total - Relief	9,550	21,515	24,292	13,743	
RECOVERY: 70,500 beneficiaries					
Vulnerable groups	4,250	8,500	8,500	4,250	80
Community based integration	6,000	12,000	12,000	6,000	30
School feeding	1,500	3,000	3,000	1,500	40
Sub-total - Recovery	11,750	23,500	23,500	11,750	
TOTAL	21,300	45,015	47,792	25,493	139,600

¹² The total number of beneficiaries has been adjusted to exclude the overlap of beneficiaries assisted through more than one activity. The overlap will occur primarily between school feeding and other PRRO activities. GFD beneficiaries are estimated to increase 20% per year. The project needs will be reviewed annually based on the current situation and political developments. The average size of a refugee family is four members, thus this reference has been applied to all beneficiary and ration calculations used for this operation. Approximately 60 percent of the total beneficiaries will receive both food and voucher transfers.

a) Relief Component

General Food Distribution

36. The relief component will be implemented in the nine provinces¹³ that have the highest numbers of new arrivals and registered asylum seekers, and where the National Directorate of Refugees and partners have provincial offices. As agreed with UNHCR, beneficiary figures are based on actual number of people assisted in 2010 with a 20 percent increase per year.

37. WFP partners estimate that 90 percent of newly-arrived refugees and asylum seekers and those undergoing the admissibility review are in need of relief food assistance. However, only 28 percent of longer resident asylum seekers who are registered are food-insecure.¹⁴ The food and nutrition needs of asylum seekers will be assessed by partners through household level assessments conducted every three months. A household vulnerability assessment, with food and nutrition security criteria will strengthen the selection process and ensure that assistance is properly targeted. Beneficiary selection criteria will include the following priority refugee groups:

- Households with limited access to food;
- Households with income below extreme poverty levels (US\$37.5 per month per capita); and
- Households without a home or stable employment.

Conflict Mitigation Actions

38. An estimated 9,000 Colombian and Ecuadorian individuals will benefit from community-orientated relief activities in 180 communities or barrios in Sucumbíos, Carchi and Esmeraldas for one month. This estimate is based on the identification of urban areas with conflicts through a household survey undertaken in December 2010. Targeted communities will be based on concentrations of newly-arrived Colombian refugees, evident tensions between Colombians and Ecuadorians, high levels of poverty and food insecurity. Support from local authorities and partner capacity to organize community works are important considerations for the final selection process. Families will be self-selected with support from the barrio president.

b) Recovery Component

Barrio and Community Integration Activities

39. Community interventions will target communities which have been particularly affected by the conflict in Colombia, with high concentrations of Colombian refugees or destabilizing interactions with Colombian groups, and have:

- Above national average poverty rate
- High chronic malnutrition and or anaemia prevalence

¹³ The PRRO will be implemented in nine provinces, Carchi, Esmeraldas, Imbabura, Sucumbíos, Orellana, Pichincha, Santo Domingo, Azuay, Guayas, with special attention to the three provinces along the Northern border (Carchi, Esmeraldas, and Sucumbíos).

¹⁴ WFP 2010 EFSA and 2011 household assessment.

- At least moderate food insecurity
 - Limited access to safety net programmes
 - Partner capacity
40. WFP, during a joint mission with UNHCR, identified 42 communities as particularly vulnerable to be targeted for barrio or community-based interventions. They are concentrated in 5 districts in the northern border: Putumayo and Shushufindi (Sucumbíos province), San Lorenzo (Esmeraldas province), Tulcan and San Gabriel (Carchi province). Targeted rural communities live on the border, many along rivers separating the two countries. Families depend on subsistence agricultural production, as their main source of food, and rely on the diverse natural resource base for their livelihoods. Their close proximity to Colombia and the resulting insecurity puts pressure on the stability of their income and livelihood sources. Access to basic services are minimal and many children are malnourished, not vaccinated and do not attend school regularly.
41. Based upon a food security assessment and a self-targeting process, activities will benefit both refugees (documented, seeking documentation or part of the invisible refugee population) and equally poor and food-insecure Ecuadorians that fall outside social safety nets.

Vulnerable Groups Support

42. This component will provide assistance to refugee groups who are unable to sustain themselves, have been in Ecuador for longer than a year, and do not benefit from relief assistance or social programmes but still require assistance. Based on the results of the 2010 EFSA, the number of vulnerable refugees were estimated and household targeting criteria developed, including:
- Pregnant and lactating women
 - Children under 5
 - Handicapped, the sick and elderly
 - Young women (under 25) with more than two children and women headed households
 - Households with more than 3 children
 - Non-accompanied adolescents
43. Beneficiaries will be selected through household level vulnerability and food security assessments by partner provincial offices, and through other partner community assessment processes. Ecuadorians may also receive assistance if they meet the stated criteria, in order to not create tensions in barrios or communities where the two groups live side by side. Beneficiary numbers are based on discussions with HIAS and UNHCR. WFP will continue to encourage the Government to assist vulnerable groups through social protection programmes.

NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF VOUCHER TRANSFERS

44. Colombian refugee and host communities share similar food consumption patterns. Both have a monotonous diet, extremely high in carbohydrates and poor in protein and micronutrients. This operation aims to provide beneficiaries with opportunities for healthier and more balanced diets through a combination of food rations and vouchers. These rations will be complemented with nutrition training and the local production of vegetables, fruits and other nutritious foods. Women will be targeted to receive the food/ voucher transfers.

TABLE 2
FOOD RATION/TRANSFER BY ACTIVITY (g/person/day)

	General Food Distribution	Conflict Mitigation	Vulnerable Groups & Community Integration	School Feeding
Rice	50	0	0	70
Pulses	125	50	50	35
Vegetable Oil	30	23	23	15
Fortified wheat flour	150	100	100	60
TOTAL commodities	355	173	173	180
<i>Total kcal/day (food)</i>	1,400	720	720	720
% Kcal from protein	13%	12%	12%	11%
% Kcal from fat	21%	31%	31%	21%
Food voucher US\$ per month	20	20	20	0
<i>Total kcal/day (voucher)</i>	700	700	700	0
<i>Total kcal/day (food + voucher)</i>	2,100	1,420	1,420	720
Number of feeding days per year (on average)	180	30	180	220

45. GFD rations will be distributed by WFP's implementing partners in distribution points close to government offices where refugees solicit asylum. The family food ration will provide 1,400 kcal for relief beneficiaries. The food ration will be complemented with a US\$20 per family food voucher.

46. Family food rations for FFW/FFA/FFT activities, and for vulnerable groups, will provide 720 kilocalories per day per person. Individuals will participate for 2.5 hours per day for 10 days. The incentive for participating is equivalent to half of the official minimum wage (US\$2.6 per day). The total food and voucher transfer value is US\$40 per month per family, at local market prices. This value is in line with the government social safety net programme for Ecuadorians.
47. The school feeding ration will cover a third of the kilocalorie needs of children on a daily basis for 220 days, complemented by fruits, vegetables and other nutritious foods, produced in family or school vegetable gardens.
48. All food rations, except for school feeding, will be complemented by a US\$20 family food voucher. The food voucher should provide approximately 700 kcal per individual per day based on a list of products to be selected from established food groups at preselected supermarkets.
49. WFP will modify the relative proportions of food and vouchers to be distributed based on funding, security, market conditions and other factors as necessary. However, the overall kilocalorie and dollar values of the transfers will remain stable.

TABLE 3
FOOD (*mt*) AND VOUCHER (US\$) REQUIREMENTS

Commodities	Relief		Recovery		
	GFD	Conflict Mitigation	Vulnerable Group	School Feeding	Community Integration
Rice	541	0	0	115	0
Pulses	1,352	13	229	57	162
Vegetable oil	324	6	105	24.	74
Fortified wheat flour	1,622	27	459	99	324
TOTAL (<i>mt</i>)	3,840	46	794	297	560
Food voucher (US\$)	1,619,364	45,000	765,000	0	540,000

IMPLEMENTATION ARRANGEMENTS

Partners

50. WFP's main governmental counterpart is the Ministry of Foreign Affairs, Direction of Refugees. At the operational level, HIAS, Red Cross and Samaritan Purse will be the main implementing partners. Partners will carry out the beneficiary selection processes, the final distribution of food rations and vouchers, training sessions for newly-arrived asylum seekers, the organization of community activities and monitoring. WFP will monitor implementation processes and progress toward results and works with local authorities to increase their contribution to PRRO activities.
51. In line with Ecuador's decentralization policy to empower communities, WFP will engage and support local authorities through specific agreements with municipal and provincial governments, building on their commitment and complementing resources to strengthen social protection, nutrition and productive programmes. WFP is in the process of signing cooperation agreements with mayors and governors in priority PRRO areas. Also, WFP will establish partnerships with specialized local NGOs such as the Federation of Women.
52. UNHCR and WFP will work towards joint programming options, in particular in the evaluation of needs of asylum seekers, and in the delivery of an integrated package of humanitarian assistance and protection. Specific actions include the development and use of shared assessment tools, joint agreements with and financing of key partners, prioritization of target areas, and joint planning exercises at the local level. These actions were agreed to in the JAM strategy meeting.
53. WFP and IOM have agreed to support complementary actions at community level under the recovery component of this operation in sectors such as gender and women's empowerment, nutrition and health, access to clean water and the protection of watersheds and water sources. Based on a country-level Memorandum of Understanding (MOU) and local operational plans, WFP food and technical assistance will complement IOM resources and local organizational capacity.
54. WFP will work closely with the Ministry of Agriculture and, in particular, its extensive network of local extension services to enhance the productive capacity and nutritional knowledge of small-holder producers in targeted communities. The strategic alliance with the Ministry of the Environment will be expanded to include environmental sensitization sessions, reforestation and watershed protection measures in community plans.
55. WFP will advocate for the inclusion of refugees and the extension in coverage of social protection programmes in targeted areas with the Ministries of Social Development, Environment and Health. Local safety net initiatives supported by WFP, in particular interventions directed at vulnerable groups and school children,

will complement national efforts with a view to facilitate greater government support and the eventual phase over of these activities.

WFP Capacities

56. To strengthen WFP's role in protection and project implementation oversight, in particular in areas such as food security needs assessments, targeting, and monitoring of interventions, WFP must reinforce its presence and capacities at local and central levels. Hence, 3 WFP sub-offices will be established in Tulcan, Lago Agrio, and Esmeraldas. Each office will have a project coordinator and two programme assistants. These offices will ensure greater operational proximity to targeted communities in the border areas and allow WFP to more effectively participate in local humanitarian committees. In addition, WFP will work more closely with NGO partners and coordinate its actions with UNHCR and IOM; both have substantial presence in these provinces.
57. Operational capacities in Quito will be reinforced with a team composed of a project manager and a programme assistant. This team, supported by international technical consultants, will help ensure adequate coordination, planning, monitoring, and reporting, as well as provide operation support in southern provinces such as Pichincha, Azuay and Guayas.

Non-food inputs

58. The emphasis of this operation on tension reduction and integration will require higher levels of other direct operational cost (ODOC) than in the last PRRO. Increased capacity to carry out food security and nutrition assessments will require financial support for NGO implementing partners and social workers in charge of beneficiary evaluations, as well as for training for NGO staff in the execution of protection and food and nutritional security activities.
59. The development of nutrition, health, and gender-based violence sensitization sessions will build on materials that WFP has already developed; however they will need to be expanded and adapted to specific cultural contexts, reproduced and disseminated in training sessions. WFP will need to cover some costs for community activities; however, WFP and partners will lobby for the Government to provide inputs such as seeds.

Participation

60. This PRRO will systematically promote gender equality and will seek to empower women with respect to all project implementation stages and modalities. Women will be prioritized at the targeting stage with a view to positively influencing family food consumption and empowering them with alternative sources of income. This operation will also ensure that women have a high representation in community-based activity implementation and food distribution committees with the aim of strengthening women's roles in community structures and as decision makers. WFP will also seek to sensitize all actors regarding violence against women through trainings with partners and by adequately considering gender roles and the specific needs of both women and men in all activities.

61. Community activities will require active participation in the design, targeting, implementation and monitoring. Community representatives and barrio presidents will be key participants in the elaboration of community plans and in beneficiary targeting.

Transfer modalities - food vouchers

62. The food voucher component has been designed based on the lessons learned from a cash and voucher pilot project implemented in two northern provinces. In the PRRO, food vouchers, with a set value of US\$20, will complement food rations valued at US\$20, in total equivalent to the value of the government transfer. Vouchers will be distributed to participants on a monthly basis. Supermarkets will be identified in urban areas and participants in rural areas will use either urban supermarkets or small shops. As vouchers may not be feasible in particularly isolated communities, beneficiaries will, in this case, receive a full in-kind food ration to meet their nutritional requirements.
63. WFP will monitor this process and will establish the necessary agreements with selected local supermarkets. Serialized food vouchers, which will be printed centrally by WFP, will not be transferable, and will have a validity of 30 days. A list of participants will be sent to the designated supermarkets each month. The supermarket will retain the vouchers and confirm the food items and quantities purchased on the backside of the voucher. The supermarkets will redeem the vouchers at the local Pichincha Bank. The bank will credit the shops' accounts or pay cash once the shop keeper redeems his voucher. The bank will submit a monthly report to WFP, indicating the number of vouchers deposited by each supermarket, with the names of participants.

Logistics - food assistance

64. WFP will deliver food from a central warehouse in Quito, on a monthly basis, to eight distribution points located in provincial capitals, from which NGO partners will directly deliver food to beneficiaries. In order to minimize food handling, storage costs and losses, partners will maintain temporary storage and distribute food immediately upon delivery.
65. The dispersion of community, insecurity and access difficulties in the target areas of the North result in high logistics and transport costs. This is particularly the case for communities located near the San Miguel and Putumayo rivers in Sucumbíos, and the mangrove areas in Esmeraldas with over 250 distribution points and where water transport is the only means of delivery. In order to reduce costs, trimester deliveries of food will be organized for most of the targeted communities.

Procurement

66. WFP expects most of the donor contributions to be in-kind food donations, such as fortified wheat flour, vegetable oil and pulses. However, WFP is also asking for cash contributions to complement these products with other basic grains that are more culturally acceptable in some of the targeted areas. The Government has also asked WFP to consider local purchases of some cereals such as rice. WFP will

pursue this option to the extent that funding and procurement procedures allow local purchases.

PERFORMANCE MONITORING

67. Project monitoring will be carried out in accordance with WFP procedures. A detailed monitoring results framework has been prepared in line with the WFP Strategic Framework (2008–2013). A monitoring system is being set up and will allow WFP and partners to track progress and performance. Outcome measurement and the evaluation of project results will be complemented by a learning component, in particular related to the voucher transfers and conflict reduction and integration activities.
68. Particular attention will be given to process monitoring of the food voucher distribution and end-use by beneficiaries. WFP will conduct regular focus group discussions and monitor product availability in supermarkets, beneficiary security issues, possible misuse of vouchers, and commodity price trends.
69. To improve overall performance monitoring, WFP must augment its field presence. Process and output monitoring will be the responsibility of WFP technical units in Quito, supported by WFP field monitors in three sub-offices. WFP will monitor all steps in the targeting and distribution processes carried out by implementing partners. Data collected will be reviewed at the sub-office level and entered into a standard database, allowing staff to track progress on an ongoing basis.
70. WFP will provide technical assistance and training to partners to ensure that assessments used during the selection process adequately integrate protection with food security, nutrition and livelihood related indicators. WFP will also assist partners in the processing and analysis of data which will be used as the basis for outcome level reporting. To reflect the opinions of women beneficiaries more accurately, women monitors and interviewers will be recruited.
71. A mid-term review of the PRRO will be conducted during the first quarter of 2013, and there will be a final independent evaluation before the end of the PRRO.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Hazard and Risk Assessment

72. The most significant risks are associated with a potential worsening of the situation in Colombia and the possible spillover effect in Ecuador, resulting in an increase in the number of refugees seeking asylum.

73. Another risk is a possible change in government policy towards refugees. The current open door policy facilitates the delivery of assistance and protection for persons in need of international protection. Increasing discrimination and xenophobia may impede the implementation of integration actions. Finally, diversion of assistance is an ongoing concern, thus WFP will strengthen its presence, its needs assessment and monitoring to minimize this risk.

Contingency Planning

74. Building on current contingency planning efforts, WFP will contribute to scenarios and responses to mitigate risks, working with UNHCR, IOM and local authorities to integrate food security in local plans, emphasizing local responses to population influxes and natural disasters.

Constraints and Assumptions

75. Lack of state presence and partner implementation capacity affects food distributions, and technical support for community interventions. WFP will cover part of this gap through ODOC and landside transport, storage and handling (LTSH). Insufficient or late funding will affect integration actions, a priority of the Government.

SECURITY CONSIDERATIONS

76. The United Nations Department of Safety and Security (UNDSS) has established Security Level 4 for a 30 kilometre wide area along the border with Colombia. The rest of the northern border provinces of Esmeraldas, Carchi and Sucumbíos have a Security Level 2 rating.

77. Illegal groups and gangs operate along the border associated with the conflict, drug trade, and other contraband activities. Over 120 Colombian camps along the border were dismantled by the Ecuadorian army in 2010. Though these groups consider Ecuador as a “safe haven” and military actions should not take place, their presence fosters instability and corruption. Smuggling of arms and drugs, human trafficking, money laundering, and daily executions are common place.

78. Following the recommendations of the WFP March 2011 security assessment mission in the northern provinces, WFP Ecuador will substantially strengthen its staffing, Minimum Operating Security Standards (MOSS) compliance and communication capacities, in three sub-offices. Security measures for the sub-offices have been included in the direct support cost (DSC) budget.

RECOMMENDATION

79. The Executive Director is requested to approve the proposed protracted relief and recovery operation (Ecuador 200275), designed to benefit 120,100 people with a food cost of US\$4.9 million and a total cost of US\$13.6 million.

APPROVAL

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Date:

Josette Sheeran

Executive Director

United Nations World Food Programme

PROJECT COST BREAKDOWN			
Food¹⁵	Quantity (mt)	Value (US\$ per mt)	Value (US\$ Total)
Rice	656.40	668.16*	438 571
Pulses	1814.82	1099.76*	1 995 861
Oil and fats	535.64	1935.06*	1 036 498
Fortified Wheat Flour	2531.71	597.46*	1 487 270
Total food	5538.70		4 958 200
Voucher transfers			2 969 364
Subtotal food and transfers			7 927 564
External transport			878 790
Landside transport, storage and handling			1 080 962
Other direct operational costs			1 052 160
Direct support costs ¹⁶ (see Annex I-B)			1 744 246
Total WFP direct costs			12 683 722
Indirect support costs (7.0 percent) ¹⁷			887 861
TOTAL WFP COSTS			13 571 583

*Average commodity cost considering 5 percent increase in price per year

¹⁵ This is a notional food basket for budgeting and approval. The contents may vary.

¹⁶ Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

¹⁷ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
Local staff – temporary assistance	1 009 095
International consultants	199 499
Commercial consultancy services	40 000
Staff duty travel	106 388
Subtotal	1 354 982
Recurring expenses	
Rental of facility	51 246
Utilities	15 930
Office supplies and other consumables	18 831
Communications services	19 578
Equipment repair and maintenance	10 440
Vehicle running costs and maintenance	60 378
Office set-up and repairs	6 000
United Nations organization services	33 900
Subtotal	216 303
Equipment and capital costs	
Vehicle leasing	61 200
Communications equipment	49 411
Local security costs	62 350
Subtotal	172 961
TOTAL DIRECT SUPPORT COSTS	1 744 246

ANNEX II: LOGICAL FRAMEWORK

Strategic Objective 1 : Save lives and protect livelihoods in emergencies		
Results	Performance indicators	Risks, assumptions
<p>Outcome 1.1 Adequate food consumption over assistance period for Colombian asylum seekers</p>	<p>Household Food Consumption score for relief beneficiary households</p> <p>Target: Score exceeds threshold (35) for 80 percent of targeted households</p>	<p>No pipeline breaks</p> <p>Beneficiaries exchange food vouchers for nutritious foods, and consume them</p> <p>Supermarkets follow agreed distribution procedures</p>
<p>Outcome 1.2 Food assistance delivered without increasing tensions between host communities and Colombian asylum seekers</p>	<p>Tension perception score</p> <p>Target: Tensions reduced in all targeted communities/barrios</p>	<p>Availability and sufficient capacity of implementing partners</p> <p>A sudden large influx of new refugees does not create conflict over scarce resources</p>

<p>Output 1.1.1 Food/vouchers distributed in sufficient quantity and quality on time to targeted HH, under secure conditions</p>	<ul style="list-style-type: none"> • Number of households receiving food /vouchers, by gender and refugee status and as a percentage of planned • Tonnage of food distributed by type, as percent of planned distribution • Vouchers redeemed, as percentage of total vouchers distributed per distribution • Number of security incidents in relation to assistance distribution 	<p>WFP and partners apply household food security assessment tools to target the most food insecure households</p>
<p>Output 1.2.1 Incidents at barrio level between refugees and host communities decreased</p>	<ul style="list-style-type: none"> • Number of incidents at barrio/community level between refugees and host communities, 	<p>Joint participation of Colombian refugees and Ecuadorians in common activities will reduce tensions</p>
<p>Output 1.2.2 Host communities and Colombian refugees participate in joint social inclusion activities (Mingas)</p>	<ul style="list-style-type: none"> • Number of communities where social inclusion activities (Mingas) are carried out • Number of people that participated in social inclusion activities), by gender, nationality and type of activity 	<p>Tradition of Mingas (communal works) in targeted communities encourages widespread participation in selected activities from both populations</p>

Strategic Objective 3 Restore and rebuild lives and livelihoods in transition situations

Results	Performance indicators	Risks, assumptions
<p>Outcome 3.1 Improved dietary diversity over assistance period for non self reliant households in targeted communities</p>	<p>Dietary Diversity score by assistance modality (Score measures quantities of diverse products consumed) Target: Score exceeds threshold for 80 percent of targeted households</p> <p>Percentage of communities with improved access to vegetables, fruits and other nutritious foods Target: 80 percent communities produce vegetables, fruits and other nutritious foods for own consumption</p>	<p>Sufficient resources for voucher component of ration - (vulnerable groups and community based activities)</p> <p>Sufficient resources for community based integration activities</p>
<p>Outcome 3.2 Improved food consumption over assistance period for Colombian asylum seekers and host communities</p>	<p>Household Food Consumption score for relief beneficiary households Target: Score exceeds threshold (35) for 80 percent of targeted households</p>	<p>Sufficient resources for voucher component of ration</p>

<p>Outcome 3.3</p> <p>Increase access to assets in communities affected by the conflict in Colombia</p>	<p>Community Asset Score Target: Functioning, useful and productive assets created in 80 percent of targeted communities</p> <p>Coping Strategy Index Target: Reliance on negative coping mechanisms decreased for 80% of targeted households</p>	<p>Implementing partners and WFP are able to create alliances at the community level and with local authorities and sector specialized institutions (environment, agriculture, etc)</p>
<p>Outcome 3.4</p> <p>Stabilize enrolment of girls and boys including refugees, in assisted communities</p>	<p>Retention rate in schools (disaggregated between Colombian and Ecuadorian children and boys and girls) Target: Retention rate in schools equals 90 percent for girls/boys</p> <p>Parents and communities gradually increase contributions to community school lunch programme, facilitating WFP's phase out Target: WFP phases down assistance in 75 percent of schools after one year</p>	<p>Parents participate and contribute to school lunch programme with increasing resources</p> <p>Lunch provides an incentive for refugee families to send their children to school</p>

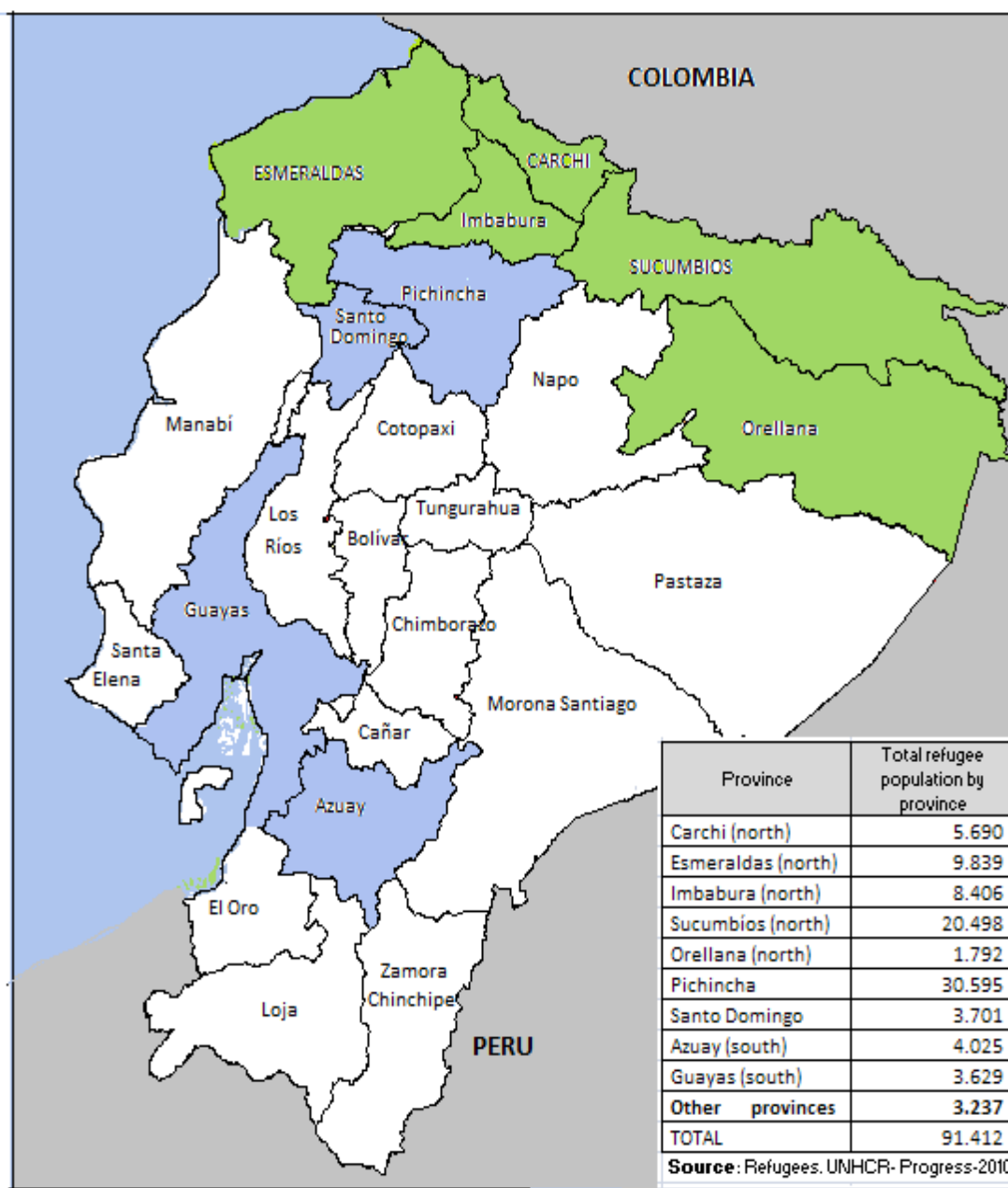
Results	Performance indicators	Risks, assumptions
<p>Output 3.1.1, 3.2.1 Food/Vouchers distributed in sufficient quantity and quality on time to targeted HH, under secure conditions</p>	<ul style="list-style-type: none"> • Number of households receiving Food /Vouchers, by gender and age and refugee status, as a percent of planned • Tonnage of Food distributed by type, as percent of planned • Vouchers redeemed, as percentage of total vouchers distributed per distribution • Percent women receiving food and vouchers as percent of planned • Number of security incidents associated with distributions 	<p>No pipeline breaks and sufficient resources to fund food vouchers</p> <p>A number of food products are subsidized in Ecuador, keeping prices relatively stable (for example rice, milk and bread). However over the duration of the project, some staples could change price</p>
<p>Output 3.3.1 Food nutritional, health and gender violence training delivered to beneficiaries under recovery component</p>	<ul style="list-style-type: none"> • Number of women and men trained in food, nutritional, health and gender violence thematic areas • Number of training sessions in food, nutritional, health and gender violence organized with WFP support 	<p>WFP increases its partnership base to meet demand</p>

<p>Output 3.3.2</p> <p>Assets created to increase production and protect water sources</p>	<ul style="list-style-type: none"> • Number of community assets created or restored by targeted communities and individuals (by type: schools, health centers, water systems, latrines etc, Ha of reforested land, family vegetable gardens, etc) • Number of women and men trained in watershed, livelihood and sustainable agricultural support thematic areas • Number of training sessions in watershed , livelihood and sustainable agricultural support thematic areas • Number of communities targeted by integrated community based interventions 	<p>Communities and participants share the same priorities and do not face significant constraints to participate in PRRO activities supported</p> <p>Food for assets and training are effective incentives for widespread participation</p>
<p>Output 3.4.1</p> <p>Nutritional school lunches provided in targeted schools, with collaboration of parents</p>	<ul style="list-style-type: none"> • Number of children receiving food, by gender, age and refugee status, as a percentage of planned • Tonnage of Food distributed by type, as percent of planned distribution • Number of schools assisted by WFP • Average number of school lunches per year served to targeted children • Average number of participants contributing per school in the preparation of school lunches (disaggregated by sex) • Number of project school gardens contributing food to school lunches • Average USD value of monthly food contributions provided by parents to school lunch activities 	<p>Communities contribute and participate in school lunch preparation activities with nutritious foods such as vegetables and fruits</p> <p>WFP support to family and school vegetable gardens increases production of nutritious foods at the local level</p>

ANNEX III - LIST OF ACRONYMS

ACNUR	Agencia de la ONU para los Refugiados
EFSA	emergency food security assessment
ELN	National Liberation Army of Colombia
FARC	Revolutionary Armed Forces of Colombia
FFA	food for assets
FFT	food for training
FFW	food for work
HIAS	Hebrew Immigrant Aid Society
IOM	International Organization for Migration
JAM	joint assessment mission
LAC	Latin America and Caribbean
LTSH	landside transport, storage and handling
MOSS	Minimum Operating Security Standards
MOU	memorandum of understanding
NGO	non-governmental organization
ODOC	other direct operational costs
SIISE	Integrated System of Social Indicators for Ecuador
UNDAF	United Nations Development Assistance Framework
UNDSS	United Nations Department of Safety and Security
UNHCR	Office of the United Nations High Commissioner for Refugees
WFP	United Nations World Food Programme

ANNEX IV: MAP AND SUPPORTING DATA



Province	Total population of Ecuador by province	Total refugee population by province	% of refugees over total population by provinces	%	% of refugees over total refugees population by provinces	Number of newly registered refugees in 2010 only
Carchi (north)	170.910	5.690	6,2%	50,6%	3,3%	4.136
Esmeraldas (north)	520.711	9.839	10,8%		1,9%	3.646
Imbabura (north)	400.359	8.406	9,2%		2,1%	2.826
Sucumbíos (north)	174.522	20.498	22,4%		11,7%	3.096
Orellana (north)	137.848	1.792	2,0%		1,3%	468
Pichincha (close to Quito)	2.570.201	30.595	33,5%	49,4%	1,2%	9.703
Santo Domingo	365.965	3.701	4,0%		1,0%	773
Azuay (south)	702.893	4.025	4,4%		0,6%	516
Guayas (south)	3.573.003	3.629	4,0%		0,1%	2.186
Other provinces	5.690.464	3.237	3,5%		0,1%	1.648
TOTAL	14.306.876	91.412	100%		0,6%	28.998
Source:						
Population Ecuador: INEC- 2010						
Refugees. ACNUR- Progress-2010-SDA-December -2010						