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**Executive Board  
First Regular Session**

**Rome, 4–6 February 2008**

# PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 9

*For approval*



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## PROTRACTED RELIEF AND RECOVERY OPERATION COLOMBIA 10588.0

### Food Assistance to Internally Displaced Persons and Other Highly Food-Insecure Groups Affected by Violence

Number of beneficiaries	530,000 per year
Duration of project	Three years (April 2008–March 2011)
WFP food tonnage	90,086 mt
<b>Cost (United States dollars)</b>	
WFP food cost	49,195,564
Total cost to WFP	93,108,079

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## NOTE TO THE EXECUTIVE BOARD

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

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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\* Latin America and the Caribbean Regional Bureau

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## EXECUTIVE SUMMARY

Colombia has suffered more than four decades of internal violence resulting in the displacement of millions of people; estimates range between 1.8 million and 3.7 million internally displaced people over the past 20 years.

Assessment results and past trends indicate that an average of 530,000 people will require WFP food assistance each year over the next three years. Many who are forced to flee do not register with the Government as displaced people because they are afraid of being stigmatized or threatened or do not meet strict criteria for registration; others are in the process of registering. Without official registration and proper identity documents, it is difficult for displaced people to access key humanitarian and social services offered by the Government. Furthermore, threats to rural populations by illegal armed groups increasingly restrict movement and limit access to markets and agricultural land, and consequently to food and other goods. WFP assistance will address the needs of the displaced and vulnerable populations who cannot be reached through government humanitarian and social sector programmes.

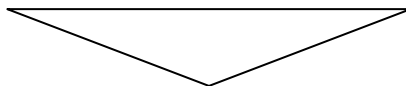
An independent external evaluation of the current protracted relief and recovery operation (February 2007) acknowledged that while WFP plays an important role in addressing the basic relief and recovery needs of the displaced and vulnerable populations, there is also a need to improve the effectiveness of WFP's interventions and work with partners to address the underlying causes of food insecurity: violence; lack of access to food through production or income; poor water sanitation and infrastructure; and poor health and child-care practices. In this context, this protracted relief and recovery operation will focus on four strategic pillars: 1) continued emergency support to the newly-displaced; 2) focused and consolidated WFP actions with an emphasis on the nutrition and health dimensions of food security; 3) joint programming and coordination with key government, United Nations system and private-sector partners; and 4) tracking of key themes and trends in food security so as to adapt programming modalities over time and demonstrate key results and outcomes.

This operation is in line with WFP Strategic Objectives 2, 3 and 4. It aims to protect and help restore the livelihoods of the displaced and other violence-affected populations; support the improvement of the nutritional status of targeted populations, especially pregnant and lactating women and children under 5; and support access to education for displaced and at-risk populations. The operation contributes to the following Millennium Development Goals: 1 – eradicate extreme poverty and hunger; 2 – achieve universal primary education; 4 – reduce child mortality; and 5 – improve maternal health.

As part of its hand-over strategy, WFP will work closely with the Government, specifically with the two main government institutions charged with assistance to vulnerable populations and displaced populations (*Acción Social* and the *Instituto Colombiano de Bienestar Familiar*) to assist displaced people to overcome obstacles to food security and facilitate access to government services and safety-net programmes.



## DRAFT DECISION\*



The Board approves the proposed PRRO Colombia 10588.0 “Food Assistance to Internally Displaced Persons and Other Highly Food-Insecure Groups Affected by Violence” (WFP/EB.1/2008/9/2).

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document (WFP/EB.1/2008/15) issued at the end of the session.



## SITUATION ANALYSIS

1. Colombia has the highest internally displaced population in the western hemisphere and the second-largest displaced population in the world after the Sudan, with estimates placing the numbers between 1.8 million and 3.7 million over the last 20 years.<sup>1</sup> On a smaller scale, rural populations are also escaping the violence by crossing into Ecuador, Venezuela and Panama.
2. This complex context is largely a struggle of the Colombian state and its military forces against guerrilla groups (*Fuerzas Armadas Revolucionarias de Colombia* (FARC) and the *Ejército de Liberación Nacional* (ELN)) and paramilitary groups. It is further complicated by the drug trade and other illegal activities.
3. Approximately 52 percent of officially registered internally displaced persons (IDPs) are male and 48 percent female; 36 percent are below the age of 17.<sup>2</sup> Afro-Colombian and indigenous people make up about 20 percent of the IDPs, even though they represent only 11 percent of the country's total population.<sup>3</sup>
4. According to Colombian law, access for IDPs to humanitarian assistance and other government services is predicated on a person having been displaced as a result of violence or the threat of violence and other related factors;<sup>4</sup> households or individuals must declare their situation and be accepted into an official government registry in order to receive assistance. Of all IDPs declaring their status for the first time, 30 to 42 percent are refused admittance into the official registry because they do not meet certain criteria.<sup>5</sup> Many who are forced to flee do not register as IDPs with the Government for fear of being stigmatized or threatened.<sup>6</sup> Without official registration and proper identity documents, it is difficult for IDPs to access key humanitarian and social services offered by the Government only to officially registered IDPs.
5. Furthermore, threats by illegal armed groups to rural populations are increasingly restricting movement and limiting access to markets and agricultural land, and consequently to food and other goods. Communities in the Departments of Nariño, Putumayo, Caquetá, Cesar, Meta and Choco appear to be the most affected.<sup>7</sup>
6. Despite internal displacement and violence, Colombia's economy has grown consistently in the last seven years, with growth in gross domestic product ranging from

<sup>1</sup> Office of the United Nations High Commissioner for Refugees (UNHCR). 2006. *State of the World's Refugees*. Geneva.

<sup>2</sup> Government of Colombia. *Registro Único de Población Desplazada (RUPD)* (Consolidated Registry of the Displaced Population).

<sup>3</sup> UNHCR: 2004. "*Balance de la Política Pública Para Atención Integral al Desplazamiento Forzado en Colombia Agosto 2002–Agosto 2004*" (Report on Public Policy Regarding Overall Attention to Forced Displacement in Colombia August 2002–August 2004).

<sup>4</sup> Law 387/97 and Decree 2569/2000, Articles. 2, 4 and 5.

<sup>5</sup> Resolution 333 (2006), Constitutional Court of Colombia; the Government (*Procuraduría General de la Nación*) reports 42 percent rejected for 18 departments during the first semester of 2006. A study by the Colombian Bishops' Conference estimates under-registration at 30 percent. This figure tends to decrease as IDPs exercise their right to appeal the initial rejection.

<sup>6</sup> Resolution 218 (2006), Constitutional Court of Colombia

<sup>7</sup> The *Defensoría del Pueblo* (Office of the Ombudsman) provides these qualitative data based on reports from an early warning system of communities who are facing vulnerability, threats and risk of being displaced due to conflict. In 2006, 130 risk reports were prepared. The estimates of people affected range from less than 1,000 to more than 15,000 at any given period.



2.9 percent in 2000 to over 6 percent in 2006.<sup>8</sup> These impressive gains on the macroeconomic front have, however, been accompanied by rising income inequality, poverty and the negative effects of widespread violence generated by illegal armed groups.

7. In 2006, almost half of Colombia's population of 44.4 million lived below the poverty line and approximately 14 percent were considered extremely poor.<sup>9</sup> The Gini coefficient for Colombia is one of the highest in Latin America at 0.55. When taken together with the high toll in terms of human lives and damage to infrastructure as a result of violence generated by illegal armed groups, the socioeconomic outcomes are dire for both the displaced and the resident poor.
8. Displaced populations are dispersed throughout 1,023 of the 1,098 municipalities in the country.<sup>10</sup> The trend of displaced persons per year has been decreasing from a peak of 425,000 in 2002 to 202,000 in 2006; almost 40 percent of the internally displaced have settled in and around the 15 largest cities.<sup>2</sup> Those IDPs live alongside the urban poor and often face more severe constraints in terms of access to housing, public services, clean water, sanitation and income generation; displaced households tend to be small farmers or rural labourers who do not have the skills to adapt to urban conditions.
9. According to WFP studies, overall food insecurity patterns in Colombia are related to food utilization (such as poor health and sanitation conditions and poor food consumption patterns) combined with food access (purchasing power and prices). There is no evidence to indicate that overall food availability is a problem given current production and import levels. Basic staples are available in local markets, with some exceptions in rural areas where communities are threatened or under restrictions. These observations hold true for both the IDP and the resident poor population.
10. In the larger cities, 60 percent of all displaced households are food-insecure or at risk of food insecurity. Food consumption patterns among displaced households show low levels of dietary diversity and limited frequency of consumption. Ninety percent of households reported that they purchase almost all of the food they eat. Lack of proteins and nutrients may have adverse consequences among women and young children.
11. Data from a study of smaller cities and municipalities covering six sub-regions were analysed in order to better understand the relationship between food security and nutrition. Approximately 71 percent of IDP households sampled were food-insecure or at risk of food insecurity. These figures indicate that displaced people in smaller towns seem to be worse off than their larger-city counterparts.<sup>11</sup>
12. Among displaced children under 2 years of age, 67 percent have anaemia,<sup>11</sup> while for the poorest children between 1 and 4 years of age among the resident population the figure is 42 percent.<sup>12</sup> Among pregnant displaced women, almost 60 percent suffer from anaemia. Over 50 percent of children between 2 and 4 years of age do not fulfil their minimum

<sup>8</sup> Economic Commission for Latin America and the Caribbean (ECLAC). 2006. *Preliminary Overview of the Economies of Latin America and the Caribbean*. Santiago de Chile.

<sup>9</sup> *Plan Nacional de Desarrollo, 2006–2010* (National Development Plan, 2006–2010). *Misión para la Erradicación de la Pobreza y la Desigualdad* (Mission to Eradicate Poverty and Inequality), pp 16 and 101

<sup>10</sup> *Ibid.*, p.54

<sup>11</sup> WFP/World Health Organization (WHO)/Pan American Health Organization (PAHO). 2005. *Estado nutricional, de alimentación y condiciones de salud de la población desplazada por la violencia en seis subregiones del país* (Nutritional and food status and health conditions of the population displaced by violence in six of the country's subregions). Bogotá.

<sup>12</sup> *Encuesta Nacional de la Situación Nutricional en Colombia* (ENSIN). 2005. (National Survey of the Nutritional Situation in Colombia).



energy requirements and 30 percent of the displaced children do not consume the minimum protein required for their age.<sup>11</sup>

13. Food insecurity is one of the contributing factors of malnutrition, and access to safe water and sanitation are important dimensions of food security. While 71 percent of IDP food-insecure and at-risk households reported having access to the municipal aqueducts (which does not necessarily guarantee daily access to water or clean drinking water), this is well below the national average of 97 percent. In turn, 24 percent of food-insecure and at-risk households do not have access to adequate sanitation infrastructure. The displaced are more likely to have inappropriate sanitation systems (35 percent) than their resident counterparts (19 percent).
14. Among IDP children under 5, the prevalence of stunting is 23 percent as compared with the national average of 12 percent; the prevalence of underweight IDP children is 13.9 percent as compared with the national average of 7 percent.<sup>12</sup>
15. The official poverty line in Colombia is the equivalent of US\$112 per month; the line of extreme poverty is US\$45 per month. Displaced households have significantly lower per capita expenditures than the national average. Displaced households who are food-insecure and at risk have per capita monthly expenditures amounting to US\$36; resident households in the same categories report an average of US\$47 per capita monthly expenditures.
16. Due to a lack of transferable skills, many IDPs work in the informal sector where wages are erratic and vary considerably. A combined 80 percent of displaced households who are food-insecure and at risk reported that they lacked money to buy basic staples. As a result, around 60 percent had resorted to coping strategies such as reducing the number of meals they ate. Another 92 percent reported that the quantity of food consumed during their meals was smaller than usual.
17. While the 2005 national education statistics for Colombia showed a primary school (7–11 years) net enrolment rate of 92 percent,<sup>13</sup> between 24 and 59 percent of displaced children 7–11 years old are out of school or did not receive formal education assistance after displacement.<sup>14</sup> Drop-out rates among displaced children are 60 percent, compared to a national average of 7 percent. Low enrolment and high drop-out rates among IDP children are attributed to multiple factors. IDP children often have to support their family income through household or wage labour; violence and the presence of illegal armed groups can affect children's participation in school; most IDP children live in peri-urban slums where classrooms, equipment and teachers are limited; and the costs of school materials and fees are high, especially for the newly-displaced who have not yet integrated into the government safety-net programmes.
18. Fifty-four percent of displaced households are headed by women, well above the national average of 28 percent. Among food-insecure/at-risk, female-headed displaced households, 36 percent of adult members are illiterate as compared to only 19 percent of those in food-insecure female-headed resident households.

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<sup>13</sup> Colombia General Population Census, 2005, Special Report on Education. Data for children aged 5–6: 78 percent assistance rate; children aged 7–11: 92 percent assistance rate. According to the Ministry of Education, for preschool children the educational attendance rate is 42.3 percent. National literacy is rated at 90.4 percent. No significant gender-based differences to report. According to a 2003 WFP study, drop-out rates among displaced children 12–17 years are 14 percent, compared to the national rate of 7 percent.

<sup>14</sup> Some 300,000 IDP children do not have access to the national education system (RUPD). Statistics about IDP children's access to education vary widely by source: 70 percent (United Nations Children's Fund (UNICEF)); 52 percent (International Organization for Migration (IOM), 2001), for children 12–17 years; 24 percent of IDP registered boys and girls 6–11 years of age and 59 percent of non-registered IDP children in this same age category are not in the formal school sector (*Fedesarrollo* 2002); and 85 percent of IDP children do not attend school (Office of the Ombudsman).



19. According to a 2007 WFP survey, 66 percent of displaced households declared their status as IDPs and 34 percent did not do so. Of those that declared their status, 24 percent were not included in the official registration system. Therefore around 51 percent of the sampled IDP households were not entitled to governmental IDP assistance.
20. A 2006 country office baseline study and follow-up monitoring showed that displaced households reallocate monetary resources that normally go towards food acquisition to other needs, notably debt burdens and housing, a priority for displaced people. However, those households that received food assistance spent more on meat and fish – a temporary change towards diets with higher nutritional value. Food assistance as a complementary input can also have a positive influence on non-food interventions such as education and training programmes.

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## POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

### Policies, Capacities and Actions of the Government

21. The Government is responsible for humanitarian assistance to displaced persons, and the 1997 Law on Internal Displacement (Law 387) is consistent with the United Nations Guiding Principles on Internal Displacement. In February 2005, the Government launched the National Plan of Comprehensive Attention to People Displaced by Violence, which reformulates public policy, outlines concrete actions to prevent forced displacement, assigns resources to key government institutions and guarantees the protection of the rights of IDPs, including the right to humanitarian assistance. The plan covers assistance to about 1.5 million officially registered IDPs for the period 2006–2010.
22. *Acción Social* and the *Instituto Colombiano de Bienestar Familiar* (ICBF) are the main government institutions charged with providing humanitarian assistance to IDPs during the first stages of displacement. Access to government safety-net programmes is provided through *Familias en Acción* and other programmes.<sup>15</sup> Programmes for officially registered IDPs include emergency food and non-food assistance, access to health care and education, housing, land, vocational skills training and credit, among others. Government expenditure on these and related areas has increased significantly from approximately US\$70 million in 2004 to US\$500 million in 2006, and is expected to follow the same trend until 2010, reaching a total of US\$2 billion.<sup>16</sup> In this context, the Government's goal for education (2007–2010) is to cover 400,000 IDP children through the formal education system.

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

23. With the presence of the Office of the United Nations High Commissioner for Refugees (UNHCR), the Office for the Coordination of Humanitarian Affairs (OCHA), UNICEF, the Office of the High Commissioner for Human Rights (OHCHR) and other agencies and programmes, United Nations activities related to displacement focus on prevention and post-emergency assistance to complement government programmes. In addition to its

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<sup>15</sup> *Familias en Acción* is a government subsidy programme of conditioned cash transfers in the area of health/nutrition and education. The Government's goal is to assist 300,000 registered IDP households through the programme.

<sup>16</sup> *Plan Nacional de Desarrollo, 2006–2010*





refugee mandate, UNHCR works to increase the capacity of Colombian institutions and civil society to strengthen IDP protection and raise standards through technical assistance.

24. The International Committee of the Red Cross (ICRC) provides emergency food and non-food assistance to the displaced during the first three months of displacement. Other assistance to displaced persons in Colombia is provided by international organizations, non-governmental organizations (NGOs) and local grassroots or community-based organizations, notably the IOM, the Pan American Development Foundation and the Cooperative Housing Foundation (CHF).
25. The Catholic Church's *Pastoral Social*, with its wide network throughout the country, provides humanitarian, educational and other assistance to IDPs. *Pastoral Social* is instrumental in assisting WFP to reach unregistered IDPs and people living in blockaded and isolated communities.

## Coordination

26. In line with United Nations reform efforts and following the recommendations of the Inter-Agency Standing Committee (IASC), three thematic working groups (protection, early recovery and basic services) have been established by the United Nations in Colombia. UNICEF, the World Health Organization (WHO) and WFP co-lead the basic services group, with an emphasis on displaced populations, and are working on health, education, nutrition and food security issues. International NGOs participate actively in the IASC thematic working groups. The country office will ensure that this PRRO's activities are linked to government, NGO and United Nations organizations for the design and implementation of integrated programmes for the IDP situation.
27. WFP food assistance is complementary to other government, United Nations, ICRC and NGO programmes. The ICRC and WFP also collaborate in the area of assessments and vulnerability analysis; the latest phase of the partnership involves a major study on the institutional response to the IDP situation that will provide key data for planning and implementing integrated programmes for IDPs.

## OBJECTIVES OF WFP ASSISTANCE

28. In line with government and United Nations policies aimed at supporting displaced populations, WFP will:
  - protect and help restore the livelihoods of IDP and other violence-affected populations by increasing their ability to meet food needs and manage shocks (Strategic Objective 2);
  - help improve the nutritional status of targeted populations, with emphasis on pregnant and lactating women and children under 6 (Strategic Objective 3); and
  - support access to education for displaced and at-risk populations (Strategic Objective 4).

In carrying out these objectives, WFP will facilitate access to government humanitarian and safety-net programmes.



## WFP RESPONSE STRATEGY

29. Over the past eight years, WFP has focused on reaching IDPs with timely assistance, expanding WFP field presence and establishing partnerships with key counterparts in the Government, civil society and the United Nations system. WFP's Executive Board has approved three consecutive PRROs in Colombia since 2000, totalling US\$89.5 million. Initially targeting beneficiaries across 11 departments in 2000, in 2006 WFP reached 650,000 beneficiaries across 22 departments.
30. A February 2007 external evaluation of the current PRRO acknowledged that WFP played an important role in addressing the basic relief and recovery needs of the displaced and vulnerable populations, but noted a need to improve the effectiveness of WFP's interventions. In this context, this PRRO will focus on four strategic pillars:
- continuing emergency support to the newly displaced;
  - focussing and consolidating activities, based on lessons learned and comparative advantages that place particular emphasis on the nutrition and health dimensions of food security;
  - joint programming and coordinating with key government, United Nations system and private-sector partners in order to ensure that IDPs can benefit not only from humanitarian assistance, but also from national safety-net programmes covering health, education and housing; and
  - tracking key themes and trends in food security so as to adapt programming modalities over time and demonstrate key results.
31. This PRRO focuses on both utilization and access problems associated with food security and will aim to simultaneously address food and non-food components. WFP, in collaboration with its partners, will work on integrating the IDPs into their respective host communities and promoting their self-reliance. WFP, together with the Government, will work to facilitate access of beneficiaries to government safety-net and humanitarian programmes.
32. WFP will advocate for a broader strategy that also includes cash-based interventions for IDPs. The role of WFP would be to respond to food needs and facilitate access to government services and safety-net programmes.

## Relief

33. Relief assistance will be provided through: 1) general food distribution (GFD); 2) emergency community kitchens; 3) blanket supplementary feeding of pregnant and lactating women, children under 2 and at-risk children from 2 to 6 years of age; and 4) school feeding during the emergency period. The emergency period is the time required for recently arrived IDPs to gain access to basic services, official government assistance and/or safety-net programmes.
34. Beneficiaries of GFD will receive assistance for between 3 and 6 months, depending on the extent of their vulnerability. WFP relief assistance will meet the immediate food needs of IDPs during this critical period before they transition to recovery activities under this operation or to government or other partners' programmes.



35. Together with the Government, WFP will promote integrated mother-and-child health (MCH) programmes that use food in combination with training of pregnant and lactating women in health, nutrition and feeding practices and provision of iron and folic acid supplements.
36. WFP will ensure integrated assistance to beneficiaries and will look to partners for additional funds in order to provide deworming tablets (with technical support from UNICEF and WHO) and other services for children and women in supported communities. These activities will be carried out through the country's health system network, specialized NGOs and special campaigns in schools and day-care centres, with the support of the ICBF.
37. WFP and its implementing partners will link the interventions in education, child-care and health to corresponding government programmes. Under the education system, school meals are offered free of charge to IDP children, but access is limited to a predetermined number of places budgeted each year, and priority is given to registered IDPs. WFP's emergency school feeding activities complement the Government's programme, aiming to incorporate IDPs into the formal school feeding programmes as the number of available places increases.

## Recovery

38. WFP will continue to support – both strategically and financially – the Government's increased efforts to improve its institutional response capacity for IDPs. Recovery assistance with partner inputs will involve food for work (FFW) and food for training (FFT).
  - FFW projects will be geared towards construction/rehabilitation of water and sanitation systems, particularly in communities where MCH and preschool and school feeding programmes are present. Other FFW projects will be linked to WHO's programme *Viviendas Saludables* (Healthy Homes), IOM/CHF efforts on housing for IDPs and government programmes focused on re-establishment of IDP families.
  - FFT efforts will focus on adult literacy and numeracy and support to vocational training of IDPs in order to support their integration into urban environments. Another part of the FFT activities will be dedicated to improved care-giving practices, nutrition and health and to reducing gender-based violence.
39. In each activity, WFP and its partners will link beneficiaries to broader programmes being provided by the Government – especially health care, education, training and income generation.

## Hand-Over Strategy

40. WFP's strategy is to facilitate the transition from short-term relief/recovery activities to longer-term solutions for IDPs. This transition requires policy and programme actions at macro and micro levels, respectively. If implemented, coordinated and monitored carefully, this PRRO will help IDPs to be more aware of government services. It will allow WFP to work with the Government to ensure that its services at municipal, departmental and national levels are made available to displaced populations.



41. In this context, WFP's transition approach should be seen as part of a larger strategy that includes:
- improvements in security and infrastructure that can create new economic opportunities for IDPs to increase their self-reliance;
  - an increase in the proportion of officially registered IDPs or unregistered IDPs with access to government programmes such as *Familias en Acción* and ICBF;
  - an increase in the number of women and children receiving WFP recovery assistance in health and nutrition that gradually transfer to government-sponsored health-sector programmes; and
  - increases in the proportion of schools and children receiving WFP assistance that gradually transfer to the government school feeding programmes.
42. The hand-over processes will require continuous monitoring and analysis of information at the project and institutional levels, and the introduction of initiatives such as:
- household nutritional and food security surveillance systems in regions where food security and nutrition baselines have already been established;
  - strengthening of national capacities to better target recovery and development assistance in priority geographic areas; and
  - joint WFP–Government assessments of health and education sector programmes that aim to improve the provision to IDP populations of these key social services.

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## BENEFICIARIES AND TARGETING

43. Beneficiaries are defined as: (a) displaced food-insecure households not receiving official assistance (both registered and non-registered); (b) host communities receiving displaced persons; and (c) communities at risk of displacement, or under restrictions and limitations of access to food as identified by local early warning systems. Within all groups above, the PRRO gives special attention to targeting affected indigenous and Afro-Colombian populations.
44. While the Government covers the immediate needs of registered IDPs, it is estimated that 40 percent of the displaced either never register their status, or fall outside the official definition of a displaced person. Consequently, in any given year, roughly 80,000 people who have been displaced<sup>17</sup> may not have access to Government programmes for IDPs and must wait up to a year or more to be included in health and safety-net programmes targeting the vulnerable poor. WFP relief will target these people, as well as 90,000 food-insecure IDPs (registered or in the process of registering), including beneficiaries in communities at risk of displacement or under restrictions.
45. Relief assistance will be directed to:
- new IDPs and IDPs who have not received humanitarian assistance from the Government, and vulnerable households in IDP host communities;
  - communities at risk of displacement and communities under restrictions that do not have access to food;

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<sup>17</sup> This estimate is based on the trend that there are, on average, 200,000 newly displaced persons every year and 40 percent of these people do not register or are refused displaced person status for different reasons.



- children of preschool and primary school age, living in highly food-insecure communities with high concentrations of IDPs, who will be targeted through the formal and non-officially-registered schools<sup>18</sup> through emergency school feeding;
  - at-risk children between 2 and 6 years of age not being covered in schools and residing in highly food-insecure communities with high concentrations of IDPs, who will receive take-home rations or be provided food at day-care centres, depending on the context; and
  - vulnerable and highly food-insecure pregnant and lactating women, and women with children under 2, living in highly food-insecure communities with high concentrations of IDPs, who will be given take-home rations.
46. Recovery activities will involve FFW and/or FFT activities supported with family take-home rations. FFW and FFT activities will be carried out in areas of high concentrations of IDPs and communities with restrictions. Assistance will be provided for a period of up to six months, depending on the type of activities supported.
47. Geographic targeting of WFP resources has been planned on the basis of an analysis of household information from the 2007 WFP/ICRC study of eight cities;<sup>19</sup> and the 2005 WFP/WHO/PAHO nutritional study of six subregions.<sup>11</sup> Targeting is based not only on food insecurity but also on levels of displacement and risks that could imply threats to a community. To be targeted are:
- departments with a high concentration of food-insecure households (based on WFP vulnerability analysis and mapping (VAM));
  - departments and municipalities historically hosting high numbers of IDPs (i.e. receptor departments) and departments/municipalities emerging as new receptors for IDPs; and
  - departments/municipalities with communities known to be at risk of displacement and/or with restrictions.
48. Using these screening criteria, special emphasis will be given to areas with high levels of displacement, restrictions and threats. These are: the southern part of the country; the Sierra Nevada de Santa Marta; the borders with Venezuela, Ecuador and Panama; the Pacific Coast; Montes de Maria on the Caribbean Coast; Magdalena Medio; Oriente Antioqueño and the eastern part of the country. The operation will also be carried out in the cities with the highest levels of recent arrivals (see map). Coverage may change depending on the context and tendencies of displacement.

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<sup>18</sup> Non-officially-registered schools are those in the process of becoming part of the formal education system.

<sup>19</sup> WFP/ICRC. 2007. “*Una mirada a la población desplazada en ocho ciudades de Colombia: respuesta institucional local, condiciones de vida y recomendaciones para su atención*” (A look at the displaced population in eight cities in Colombia: local institutional response, living conditions and recommendations for attending to them)



<b>TABLE 1: BENEFICIARY NUMBERS BY TYPE OF ACTIVITY AND YEAR</b>					
<b>Beneficiaries</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>Women/girls</b>	<b>Men/boys</b>
<b>Relief (77%)</b>					
General food distribution	170 000	170 000	170 000	86 628	83 372
Supplementary feeding for children 2–6 years	50 000	50 000	50 000	24 440	25 560
Emergency school feeding	120 000	120 000	120 000	58 808	61 192
Supplementary feeding for pregnant and lactating women and children under 2	70 000	70 000	70 000	59 419	10 581
<b>Recovery (23%)</b>					
IDPs, communities at risk of displacement, communities with restrictions and host communities (FFW/FFT)	120 000	120 000	120 000	64 517*	55 483

\*Note: Historically the proportion of women and girls supported by WFP is greater than the proportion of men and boys. In modalities such as FFT, WFP will continue to emphasize the participation of women in project activities, especially literacy training.

## NUTRITIONAL CONSIDERATIONS AND RATIONS

49. In Colombia, rice is the main staple of the diet and the main commodity in the food basket in all components. In order to help address high micronutrient deficiencies in the target population, WFP will provide iron-fortified wheat flour and vitamin A- and D-fortified vegetable oil. Salt is fortified locally with iodine and fluoride. In addition, as a complement the Government will provide through the ICBF 8,707 mt of *Bienestarina*,<sup>20</sup> a locally-produced blended food for children, to be included in all rations (except for the FFW/FFT ration).
50. Due to the high number of young children in IDP families, the GFD ration will contain both blended food and fortified wheat flour.
51. With technical support from UNICEF and WHO, WFP will provide deworming tablets to pregnant and lactating women and preschool and primary school-age children, and iron and folic acid tablets to selected pregnant women.

<sup>20</sup> *Bienestarina* is a blended food produced in Colombia made of: wheat flour, soy flour, skimmed powdered milk, vitamins and minerals; see <http://www.bienestarfamiliar.gov.co/espanol/bienestarina.asp>.



<b>TABLE 2: WFP FOOD RATIONS PER PERSON/DAY (IN GRAMS)</b>					
	<b>GFD (90 days/year)</b>	<b>Children at risk (360 days/year)</b>	<b>Emergency school feeding (200 days/year)</b>	<b>MCH (360 days/year)</b>	<b>FFW/FFT (180 days/year)</b>
<b>Cereals</b>	300	100	67	100	250
<b>Pulses</b>	75	50	33	50	50
<b>Vegetable oil</b>	25	25	17	25	25
<b>Salt</b>	2.5	2.5	2.5	2.5	2.5
<b>Sugar</b>	25	25	14	25	12.5
<b>Fortified blended food</b>	25	50	15	50	0
<b>Fortified wheat flour</b>	100	25	25	50	0
<b>Nutritional value (per person/day)</b>					
<b>Kcal</b>	2 092	1 113	696	1 200	1 340
<b>Protein (g)</b>	59.83	36.4	20.6	39.3	31.55
<b>Fat (g)</b>	28.20	27	18.26	27.3	26.31

## IMPLEMENTATION ARRANGEMENTS

52. The highly dispersed locations of IDPs and confined communities require a strong field presence in order to properly implement and monitor the PRRO. Ten field offices (five main and five satellite offices) are located in strategic IDP reception areas. WFP presence through field offices will be strengthened to respond to the strategic needs of the new operation.
53. WFP will draw on previous work with implementing partners; the PRRO will continue to work through community-based organizations in order to maintain close contact with beneficiaries and their needs and to minimize security incidents. It will also work with NGOs and government partners who have solid implementation experience, strong field presence and well-functioning monitoring and evaluation systems.
54. The collaboration between WFP and its partners in Colombia is of mutual benefit. Food assistance is geared to the neediest segments of the population, and partners are in a position to complement WFP's assistance with their resources in: (a) education/training for human capital development; (b) preventative health training; and (c) activities to generate income. In most cases, partners distribute the food to beneficiaries using their own resources.
55. The operation will implement project components in line with WFP's Enhanced Commitments to Women 2003–2007 and the findings of the 2006 WFP mission on gender-based violence. Targeted supplementary feeding will address the specific nutritional requirements of pregnant and lactating women. The operation will ensure that at least 60 percent of FFT beneficiaries are women. The goal for FFT is below the corporate target because of the need to involve displaced men as a protective measure against worsening of violence against women at the family and community levels. At least 55 percent of food management committee members will be female and hold executive posts.



56. ICBF and *Acción Social* will participate in the project selection and targeting process at the departmental level. Both will work with WFP to link operation beneficiaries to other government social programmes and will play an important role in consolidating projects with an integrated approach.
57. In the previous PRRO, the Government contributed US\$8.3 million in non-food items such as educational material and community kitchen, agricultural, fishing and housing improvement kits to ensure adequate integral assistance to IDPs. This support is expected to continue in the new PRRO, with resources also directed to strengthening information systems, repackaging commodities and measuring outcomes, among other things. Local counterpart resources are expected to again be made available directly to projects through implementing partners, municipalities and departmental authorities. The project's information system will capture the quantities of resources contributed at this level.
58. Over the years, the country office has developed a strong and cost-effective logistics network. It is structured to reach more than 3,000 distribution sites from five main WFP-contracted warehouses. Local transporters with demonstrated experience and knowledge of the distribution areas are contracted from each of the five main warehouses. Deliveries are coordinated by the WFP sub-office at the local level in close cooperation with transporters and partners. WFP will purchase commodities locally whenever possible.

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## PERFORMANCE MONITORING

59. The country office has built a strong monitoring and evaluation system over the past three years. Process and output indicators are reported monthly and consolidated at sub-office and national levels. The system allows WFP to monitor a large proportion of active interventions in any given month and provides representative data on each component of the operation.
60. In order to gather information on the main outcome indicators for activities related to Strategic Objectives 2 and 3, two baseline studies and follow-up surveys have been budgeted. For the Strategic Objective 4 outcome indicator, WFP will use government data on education. Additional resources have also been budgeted to strengthen sub-office capacity to monitor, analyse and report on results. Resources from the Government will be used to complement and carry out other monitoring and evaluation activities required to report on indicators related to progressive hand-over to government programmes.

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## RISK ASSESSMENT AND CONTINGENCY PLANNING

61. The risks involved in the operation are:
- *Security of IDP food recipients and WFP staff.* The security situation in the country remains volatile; violence and armed group harassment are reported daily, and the presence of armed groups has reportedly increased in certain border areas. Staff security remains a persistent and serious concern. Many displaced people live in isolated border areas where state presence is weak.
  - *The situation of violence and the humanitarian situation.* Changes in the number or types of violent events or a worsening of the humanitarian situation could limit WFP's access to IDPs and restricted communities. In certain areas of Colombia, especially isolated rural areas with a high presence of illegal armed groups, it is difficult for humanitarian aid agencies to reach affected communities.





- *The presence of landmines.* According to Landmine Monitor, the casualty rate from landmines in Colombia is now one of highest in the world, with 1,110 deaths and injuries caused by landmine incidents in 2005.
  - *Adequate funding.* Continuous and sufficient funding to assist the proposed beneficiary caseload is a challenge.
62. WFP will update the current contingency plan, taking into account possible scenarios of intensification of armed confrontations and an increase in the number of persons crossing the borders into Venezuela, Ecuador and Panama, or returns of Colombian refugees, which would particularly affect border departments.

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## SECURITY CONSIDERATIONS

63. In view of security problems, the United Nations Department of Safety and Security (UNDSS) has established an office in Colombia and is charged with the security of all United Nations staff. Putumayo is phase III, Bogotá and Cartagena are phase I and the rest of the country is phase II.
64. WFP is compliant with minimum operating security standards and has upgraded security measures in its offices and communications, including greater bandwidth for an enlarged network infrastructure. Monthly recurring costs of the very small aperture terminal connection for WFP Information Network and Global System (WINGS) have been included in the budget.

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## RECOMMENDATION

65. The Board is requested to approve PRRO Colombia 10588.0.



## ANNEX I-A

<b>BREAKDOWN OF PROJECT COSTS</b>			
	<b>Quantity (mt)</b>	<b>Average cost per mt (US\$)</b>	<b>Value (US\$)</b>
<b>WFP COSTS</b>			
<b>Direct operational costs</b>			
Commodities <sup>1</sup>			
- Rice	47 730	464	22 146 741
- Vegetable oil	7 208	1 141	8 223 397
- Sugar	6 206	489	3 034 395
- Lentils	16 642	545	9 073 657
- Salt	781	220	171 710
- Wheat flour	11 520	568	6 545 664
<b>Total commodities</b>	<b>90 086</b>		<b>49 195 564</b>
External transport			10 305 426
- Landside transport			9 284 019
- Internal transport, storage and handling			13 923 612
Total landside transport, storage and handling			13 923 612
Other direct operational costs			1 843 000
<b>A. Total direct operational costs</b>			<b>75 267 602</b>
<b>B. Direct support costs<sup>2</sup> (see Annex I-B)</b>			<b>11 749 294</b>
<b>C. Indirect support costs (7.0 percent)<sup>3</sup></b>			<b>6 091 183</b>
<b>TOTAL WFP COSTS</b>			<b>93 108 079</b>

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

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

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



## ANNEX I-B

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff</b>	
International professional staff	1 222 740
National professional officers	258 000
National general service staff	1 512 300
Temporary assistance	3 327 404
Overtime	7 000
National consultants	200 000
Staff duty travel	1 999 985
Staff training and development	387 960
<b>Subtotal</b>	<b>8 915 389</b>
<b>Office expenses and other recurrent costs</b>	
Rental of facility	659 304
Utilities (general)	360 353
Office supplies	147 457
Communications and information technology services	160 158
Insurance	79 408
Equipment repair and maintenance	45 833
Vehicle maintenance and running cost	585 240
Other office expenses	211 574
United Nations organizations services	88 208
<b>Subtotal</b>	<b>2 337 536</b>
<b>Equipment and other fixed costs</b>	
Furniture, tools and equipment	93 449
Vehicle leasing	217 752
Communications equipment	185 167
<b>Subtotal</b>	<b>496 368</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>11 749 294</b>





## ANNEX II: LOGICAL FRAMEWORK

Results Chain	Performance Indicators	Risks and Assumptions
<p><b>Outcome 1</b></p> <p>Protect and help restore the livelihoods of IDP and other conflict-affected populations by increasing their ability to meet food needs and manage shocks (includes GFD, FFW and FFT)</p> <p>Strategic Objective 2</p>	<ul style="list-style-type: none"> <li>➤ Food consumption patterns (dietary diversity/food frequency)</li> <li>➤ Proportion of beneficiary household expenditures devoted to food</li> <li>➤ Proportion of households with improved access to water and sanitation facilities</li> <li>➤ Percentage of beneficiaries transferring into government programmes</li> </ul>	<ol style="list-style-type: none"> <li>1. Adequate quantities of resources (food, non-food items, other) available</li> <li>2. Beneficiaries have access to complementary food</li> <li>3. Security situation allows for timely and secure arrival of food and does not hamper beneficiary access to food distribution sites</li> <li>4. Clear procedures in place and government capacity exists in municipalities to link beneficiaries to government safety-net programmes</li> <li>5. Additional government resources to perform baseline and follow-up studies are made available so as to ensure greater coverage</li> </ol> <p>[For households/beneficiaries receiving at least six months of food assistance]</p>
<p><i>Output 1.1</i></p> <p>Timely provision of sufficient quantity of food delivered to targeted beneficiaries</p>	<ul style="list-style-type: none"> <li>➤ Quantity of food distributed to beneficiaries through GFD, FFW and FFT</li> <li>➤ Actual number of beneficiaries receiving food assistance, by component, gender, ethnic group and condition (displaced, besieged or host/vulnerable)</li> <li>➤ Food delivered at distribution point on time</li> </ul>	
<p><i>Output 1.2</i></p> <p>Human, physical and social assets created and finalized</p>	<ul style="list-style-type: none"> <li>➤ Number and types of assets created</li> <li>➤ Number and types of training conducted</li> <li>➤ Community-based organizations supported</li> <li>➤ Number and types of non-food kits delivered in support of beneficiaries</li> </ul>	

ANNEX II: LOGICAL FRAMEWORK		
Results Chain	Performance Indicators	Risks and Assumptions
<p><b>Outcome 2</b></p> <p>Improve or maintain the nutritional status of targeted populations, with emphasis on pregnant and lactating women and children under 6 (MCH, assistance to under-6 IDP children at risk)</p> <p>Strategic Objective 3</p>	<ul style="list-style-type: none"> <li>➤ Prevalence of malnutrition among pregnant and lactating women assessed using body mass index (BMI) for pregnant women<sup>1</sup></li> <li>➤ Prevalence of malnutrition among children at risk under 6, measuring stunting and underweight</li> <li>➤ Percent of beneficiaries transferring into government health programmes</li> <li>➤ Prevalence of anaemia among targeted pregnant and lactating women and children under 6</li> </ul>	<p>1, 3 and 5 above</p> <p>6. Capacity of WFP partners to report accurately on indicators on a regular and timely basis on site</p> <p>7. WFP implementing partners provide deworming, iron and folic acid supplements in the frequency required by beneficiaries</p> <p>8. Sufficient resources can be mobilized to finance deworming, iron and folic acid supplements</p> <p>9. Target population is willing to receive nutritional controls and treatments</p> <p>10. Additional government resources to perform baseline and follow-up studies are made available, so as to ensure timely implementation and coverage</p>
<p><i>Output 2.1</i></p> <p>Timely provision of sufficient quantity of food delivered to targeted beneficiaries (young children and mothers)</p>	<ul style="list-style-type: none"> <li>➤ Quantity of food distributed to beneficiaries of GFD, FFW and FFT (equal to planned rations)</li> <li>➤ Actual number of beneficiaries receiving food assistance through each activity, by gender, ethnic group and condition (displaced, besieged or host/vulnerable)</li> <li>➤ Food delivered at distribution point on time</li> </ul>	
<p><i>Output 2.2</i></p> <p>Provision of deworming tablets for targeted children and mothers in WFP-supported activities</p>	<ul style="list-style-type: none"> <li>➤ Actual number of beneficiaries provided with deworming pills through WFP-supported activities as a percentage of planned beneficiaries, by gender</li> </ul>	



<sup>1</sup> BMI for pregnant women (used starting at the sixth week of pregnancy) proposed by the Atalah Group and the University of Chile

## ANNEX II: LOGICAL FRAMEWORK

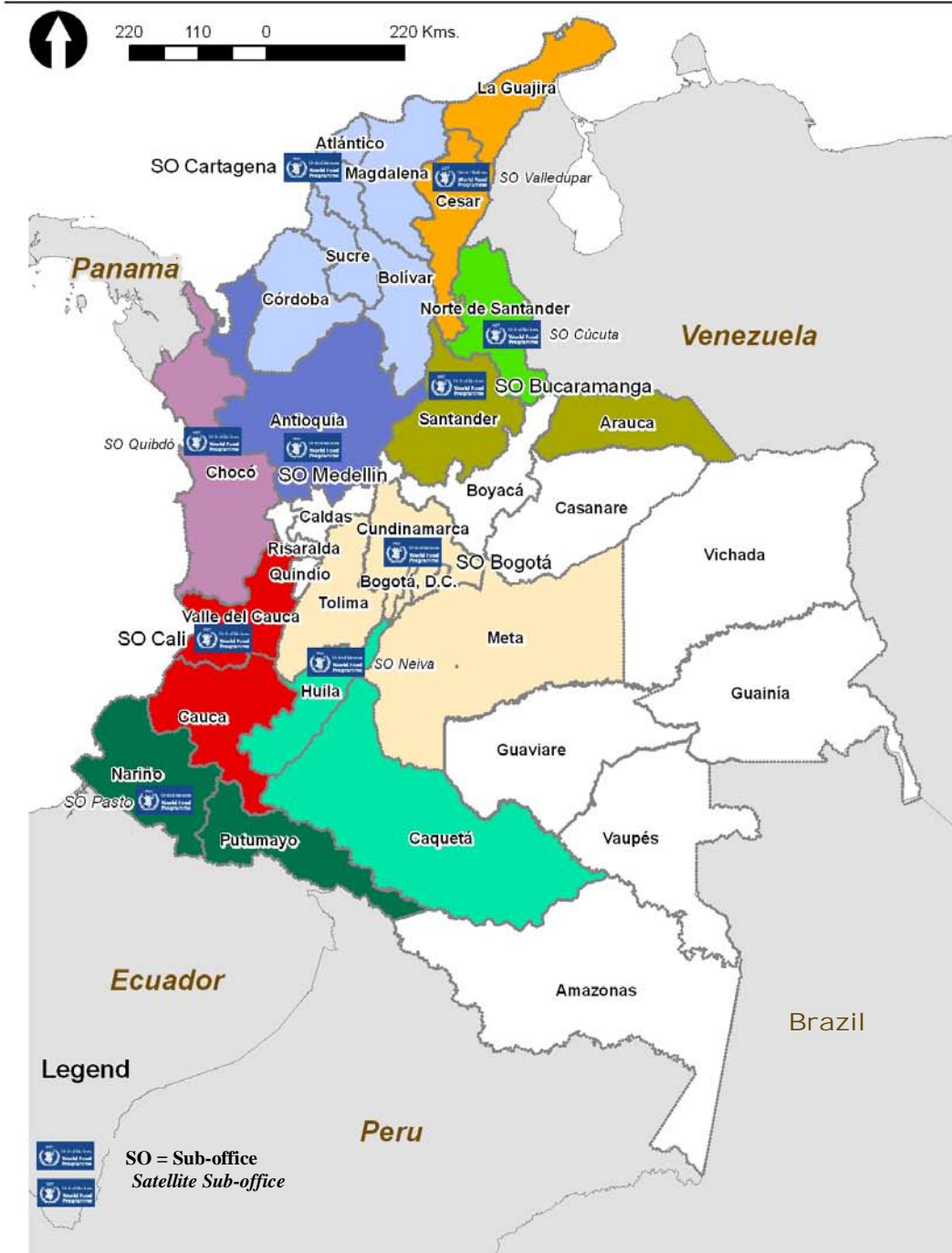
Results Chain	Performance Indicators	Risks and Assumptions
<p><i>Output 2.3</i></p> <p>Provision of iron and folic acid supplementation for targeted mothers in WFP-supported activities</p>	<ul style="list-style-type: none"> <li>➤ Actual number of beneficiaries provided with iron and folic acid supplements through WFP-supported activities as a percentage of planned beneficiaries, by gender</li> </ul>	
<p><b>Outcome 3</b></p> <p>Increased access to education for displaced children between 3 and 14 (emergency school feeding)</p> <p>Strategic Objective 4</p>	<ul style="list-style-type: none"> <li>➤ Absolute enrolment: number of boys and girls enrolled in WFP-assisted formal primary schools and preschools</li> <li>➤ Number of institutions and of girls and boys that are covered by government/ municipal programmes after WFP assistance</li> </ul>	<p>1, 3 and 5 above</p> <p>11. Resources from local and national governments are available to progressively transfer WFP-assisted beneficiaries to formal programmes</p>
<p><i>Output 3.1</i></p> <p>Timely provision of food in sufficient quantity for targeted children to improve access to education in schools and non-formal education centres</p>	<ul style="list-style-type: none"> <li>➤ Actual number of beneficiaries receiving food, by gender, ethnic group and condition (displaced, besieged or host/vulnerable)</li> <li>➤ Number of schools assisted</li> <li>➤ Number of school and community kitchens for school feeding assisted</li> <li>➤ Number of kitchens provided with kitchen kits</li> <li>➤ Number of children provided with school kits</li> <li>➤ Food delivered on time at distribution point</li> </ul>	



**ANNEX III**



**PRRO COLOMBIA 10588.0**  
**Geographic Coverage**



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



## ACRONYMS USED IN THE DOCUMENT

CHF	Cooperative Housing Foundation
ECLAC	Economic Commission for Latin America and the Caribbean
ELN	<i>Ejército de Liberación Nacional</i> (National Liberation Army)
FARC	<i>Fuerzas Armadas Revolucionarias de Colombia</i> (Revolutionary Armed Forces of Colombia)
FFT	food for training
FFW	food for work
GFP	general food distribution
IASC	Inter-Agency Standing Committee
ICBF	<i>Instituto Colombiano de Bienestar Familiar</i> (Colombian Institute of Family Well-Being)
ICRC	International Committee of the Red Cross
IDP	internally displaced person
IOM	International Organization for Migration
MCH	mother-and-child health
NGO	non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the High Commissioner for Human Rights
PAHO	Pan American Health Organization
PRRO	protracted relief and recovery operation
RUPD	<i>Registro Único de Población Desplazada</i> ( <i>Consolidated Registry of the Displaced Population</i> )
UNDSS	United Nations Department of Safety and Security
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WHO	World Health Organization
WINGS	WFP Information Network and Global System