

**REPORT OF THE JOINT MISSION UNHCR - WFP FOR THE REVISION AND RE
EVALUATION OF THE RELIEF AND RECOVERY OPERATION IN FAVOR OF
COLOMBIAN REFUGEES IN ECUADOR**

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ACRONYMS

UNHCR:	United Nations High Commissioner for Refugees
AECID:	Spanish Agency for International Cooperation
DGR:	National Directorate of Refugees
EFSA:	Emergency Food Security Assessment
JAM:	Joint Assessment Mission (Misión de Evaluación Conjunta)
MCDS:	Coordinating Ministry for Social Development
MSP:	Ministry of Public Health
NFI:	Non Food Items (Artículos no Alimentarios)
ODOC	Other Direct Operational Costs
IOM:	International Organization for Migration
WFP:	World Food Programme
PNIP:	Persons in need of International Protection
UNDP:	United Nations Development Programme
SIISE:	Integrated System of Social Indicators for Ecuador
UNS:	United Nations System
UNFPA:	United Nations Population Fund
VAM:	Vulnerability Assessment Mapping (Mapa de Evaluación de Vulnerabilidad) – WFP

Executive Summary

Context

On December 2007, WFP launched a protracted relief and recovery operation to provide food security and nutritional needs to the Colombian refugees in this country (PRRO 104430). The Government of Ecuador, requested to extend the time of the operation until the end of the month of June 2011. In August 2010 the distribution of food rations of the WFP reached 18.000 people, a greater number than what was originally foreseen of 10.000 per month (an 80% increase). In order to address the changing dynamic of the refugee situation in Ecuador, as well as changes in the priorities and government policies regarding refugees, the design and approval of a new project (PRRO), is in process to begin in July 2011.

In light of the foregoing, a joint analysis was planned together with UNHCR-WFP to review and reassess the relief and recovery evaluation in favour of Colombian refugees in Ecuador. The study emphasizes the situation of the relations between host communities and refugees, protection aspects linked to this reality, in order to identify options to programme activities that will contribute to reduce tensions between the two groups and at the same time meet the needs of food and nutrition of the Colombian refugees. In the same line, and as an answer to the official requests made by the Government of Ecuador to the partners of international cooperation, WFP and UNHCR must strengthen its coordination mechanisms and joint programming options in order to address each time in a more complementary and efficient way the needs of refugees and host populations.

Ecuador hosts the greatest number of Colombian refugees and asylum seekers in Latin America. During the past year, UNHCR and WFP have been working with several organizations to establish programmes of self-sufficiency for the most vulnerable Colombian refugees. Of the 53.342 registered refugees, 73 per cent are women and children.¹ These Persons in Need of International Protection (PNIP) maintain conditions of food insecurity that limit their access to food, especially for those who live in a situation of poverty and the host populations in Ecuador that share the same environment. According to the study of Emergency Food Security Assessment EFSA-2010, 55% of the Colombian PNIP are poor and it can be stated that the levels of poverty by income in the Ecuadorian population is also very high, they are higher than 50% in the Northern provinces, for example, the province of Sucumbíos presents levels of poverty consumption of 59% (SIISE). The population in rural areas and women are severely affected by this problem.

The majority of Colombian refugees fled their homes looking for security caused by the impact of the internal conflict. When the refugees arrive to Ecuador they are still vulnerable, since the majority has limited or no access to income sources, limited knowledge about their rights and/or where to seek protection and assistance. These conditions place the refugees in a position where they have to face threats like physical insecurity, violation of the principle of non-devolution), sexual exploitation (prostitution and survival sex), gender violence

¹ Estadísticas -ACNUR- 2010

(included domestic violence) human trafficking, adolescent's gangs, discrimination and xenophobia against Colombians.

Collaboration UNHCR/WFP

The Joint Evaluation (JAM) allowed to highlight the more relevant points of action between UNHCR – WFP and stated that close cooperation and regular exchange of information between the two agencies regarding fieldwork are essential elements. A meeting of strategic joint planning WFP – UNHCR was held at the end of March, 2011 in the city of Quito, where the following aspects were emphasized: UNHCR should provide support promoting WFP among donors, exchange of official information (statistical data) and promotion activities, joint surveillance at the distribution points of food and follow-up to the final use of the food and non-food products that were distributed.

JAM Mission identified the following work points: promote among WFP-UNHCR and other partners local activities to reduce the increasing levels of xenophobia and discrimination against Colombian refugees, advocate together with other agencies of the system such as IOM, UNFPA and UN Women against gender violence and human trafficking; participate in the existing working groups or foresee to address cross-cutting issues such as protection, gender, refugees, human trafficking among others.

Among the agreed activities, the following were established: evaluate the number of refugees and food assistance together with the Government; food assistance and the NFI requirements, which will be jointly updated; and the needs of school feeding programmes, identifying the target groups and the appropriate means; and that UNHCR will involve WFP in planning and execution of the enumeration, registry and verification exercises for present and potential beneficiaries.

Recommendations

This report presents the main conclusions of each one of the studies and missions in the framework of a methodological perspective for the development of a new response operation.

1. Justify the value of the ration in US\$ 40 dollars given by WFP (US\$ 35 net value plus US\$ 5 for mobilizations to the trainings and to collect the monetary value), based on the Human Development Grant of US\$ 35 given by the Government for the Ecuadorian population.
2. Combine the two modalities to provide Food Assistance: food plus a voucher (a voucher that can be exchanged for food at local stores). This aspect is related to the size of the ration and the capacity to cover 2.100 Kcal/person/day and other nutritional requirements as WFP's norm for relief rations.
3. Define food assistance for the newly arrived for a period over three months and that can reach up to one year, apply an assessment of nutritional needs every three months.

4. Establish an approach or intervention strategy at local level that takes into account the integration of the refugee population and the host population, and the reduction of tensions.

Methodology

The Joint Mission UNHCR-WFP was made up by a technical team specialized in topics of nutrition, logistic, security and protection; they were under the joint supervision of a WFP Representative and the Deputy Director of UNHCR in Ecuador.

The assessment began during the month of February 2011 and took into account the revision of the studies and planning of joint field missions:

1. Analysis of secondary data (SDA due to its acronym in English)- Revision and joint validation of the analysis of secondary data (SDA), through two workshops on the analysis of the needs and responses with key actors (14 organizations of the local government, universities, UN agencies, non-government organizations, the directorate of refugees).
2. Study of the “refugee’s profile” -WFP
3. Three field missions UNHCR-WFP with partners IOM, HIAS, OXFAM.
4. Meetings with counterparts and key partners from the Government (Directorate of Refugees) before and after the joint field missions.
5. Two missions to assess security (WFP-HQ)
6. One mission for protection (WFP-HQ, WFP-RB)
7. One meeting for joint strategic planning WFP - UNHCR.

PART 1 – REFUGE SITUATION IN ECUADOR

General Context

The internal armed conflict in Colombia has created the most complex refugee situation in the Western Hemisphere. Up to this day there is a continuous influx of Colombians to Ecuador and it goes beyond the limits of the border provinces in the north and it has dispersed to other provinces in Ecuador. This has created a competition in the labour market and has increased the demand for basic and social services, which has produced greater tensions among host communities and the refugee population.

The United States financed Plan Colombia and the Colombian government sponsored a policy for democratic security, which has produced an increasing number of highways and safe cities throughout Colombia. Nevertheless, this has also led to the intensification of combats and the fumigation of coca plantations in some parts of Colombia, pushing the armed groups and the illegal trade of Colombians towards the frontiers of neighbouring countries like Ecuador.

The spill-over effect in this conflict becomes more evident each time: each year the number of incidents in Ecuador with the participation of Colombian armed groups and the number of new asylum seekers that arrive to Ecuador, is increasing. During the last 3 years the number of asylum seekers increased from 7,784 in 2006 to 35,514 in 2009. **(Chart 2).**²

According to the National Survey of Refugees in 2007 (UNHCR- DR), 64% of the refugee population in Ecuador said they had to leave their country of origin due to the armed conflicts. The main reasons for the displacement of the PNIP registered is produced by aggressions, such as the “vaccines” (“vacunas” in Spanish) or setting a fee for their economic activities (referred to in a 22%), while a 28% said it was the “armed conflict” the main reason to migrate from Colombia. The results of this survey are corroborated by the EFSA where it estimates that around 40% of the population fled from Colombia due to the threats and persecution and, 36% caused by the armed conflict, 22% due to insecurity, 21% caused by a lack of work.

Nevertheless, international visibility of Colombian refugees in Ecuador remains with a low profile, mainly because the refugees do not live in camps, but are scattered in 10 of the 24 provinces of Ecuador. Most refugees live in urban areas in provinces like Pichincha, where Quito, the capital is located, while a growing number of them are also settling in the Southern provinces like Azuay and Guayas.

Number of refugees, demographics and geographical distribution

Ecuador hosts the greatest number of Colombian refugees and asylum seekers in Latin America. During the last year, UNHCR and WFP have been working with several organizations to establish programmes of self-sufficiency for the most vulnerable Colombian refugees. Of the 53.342 registered refugees, 73 per cent are women and children. The refugees have fled from violence, including persecution, disappearances, murders, displacement, forced recruitments, which characterize the internal conflict in Colombia.

² Statistics –UNHCR 2010

These Persons in Need of International Protection (PNIP) maintain conditions of food insecurity that limits their access to food, especially due to the poverty situation in which they live, as well as the Ecuadorian host population that shares their environment. According to the Emergency Food Security Assessment EFSA-2010, 55% of the Colombian PNIP are poor and it can be assured that the poverty levels by income of the Ecuadorian population are also high, they surpass 50% in the Northern provinces, for example, the consumption poverty level in the province of Sucumbios is 59% (SIISE). The most affected by this problem is the population in the rural areas and women.

The flow of the PNIP to Ecuador since the year 2000 has been constant and shows a greater increase in the last eight years; more than 50% of the refugees are located in 5 Northern provinces. It is important to highlight that these people establish in small rural communities at the border. These communities are less developed and isolated and it can represent up to 60% of its population.

In 2003 there is a peak, probably as a result of the implementation of "*Plan Colombia*"; followed by a period of stability until 2006. In the year 2009 the Government of Ecuador promoted "*Registro Ampliado*" ("*Expanded Register*") of the population in need of international protection, which considerably increased the number of people requesting asylum. (**Charts 1 y 2**). According to the data of UNHCR –DR, the growth rate of people requesting asylum from 2003 to 2008 was around 20%, nevertheless, in the year 2009 the rate increased to 48% because of the expanded register applied by the Government. In light of the foregoing, and considering the historical trend, it is estimated that the growth rate will remain around an annual 20%.

Social and Economic Conditions

Colombians seeking asylum, when they enter Ecuador are usually poor, without financial assets, socially fractured and maintain a limited participation in the informal social networks. These circumstances reduce their capacity to quickly find a new livelihood or provide shelter for their families. Many, after some months and even years in Ecuador, are still dependent on short term work conditions, irregularly and badly paid, they can not open bank accounts and have limited access to education and national networks and programmes of social protection. In Esmeraldas and Sucumbíos, 40% of the children in school age registered with NPI are not enrolled at the Ecuadorian schools.

This economic and social fragility is particularly evident among the invisible population of refugees (it is estimated in 40.000 in 2011), due to fear, perceived threats and exclusion and have never gone to a Government institution or UNHCR to register. Therefore, as a result, they remain without legal documents and are deprived of fundamental rights. This problem becomes worse in the rural zones; the lack of documentation limits their access to services and opportunities to become self-sufficient. Indigenous populations and afro-descendants, single women and girls are among the most vulnerable that suffer from exploitation and abuse.³

³ UNHCR 2011 Ecuador

The rural zones at the border have high indexes of poverty, historically with very low social investment and scarce access to infrastructure and basic services, these represents an enormous pressure over public services and local governments throughout the border with Colombia. It also represents a growing competition between the refugees and host populations, especially in relation to job opportunities. As a result, each time refugees are further exposed to discrimination and tensions between the two groups, which in the end, limits their capacity to integrate efficiently into the host communities.

The **households from host communities** at the Northern border present some of the following characteristics (**Graphs 3, 4 and 5**):

- In the province of Carchi families have an average of 3 to 4 members, in the provinces of Sucumbíos and Esmeraldas, households have an average of 4 to 5 members, somewhat higher than the rest of the country.
- 35% of the households in Sucumbíos and Esmeraldas are single-parent households, while in Carchi they are around 30%.
- In the three provinces, a 70% of women are the head of the household.
- Families in Esmeraldas register an important presence of children under 5 years, and 3,7% of these households have more than 3 children in this age group.

The characteristics of the **refugee households** are (**Graph 5**):

- 70% of the households are single parents with a 40%, headed by women.
- More than 5 members make up thirty per cent of the households, a greater size than the provincial average.
- There is an increase in the incidence of extended households in Esmeraldas.

The provinces at the Northern border have a high level of poverty; the population in the rural areas and women are more affected by this situation, especially Sucumbíos, where the gap between the poverty of men and women reaches 5 percentage points. (**Chart 4-5**)

The poverty gap between the rural and urban areas reaches almost 30 points in Carchi, 30 points in Esmeraldas and 15 points in Sucumbíos. Poverty can be estimated through the situation of food security that considers variety in the diet, the frequency in consumption and the level of income. According to the EFSA- 2010, 55% of the Colombian population in need of international protection is poor. There is greater prevalence of poverty in Sucumbíos (83%) followed by Carchi-Imbabura (81%), while in Esmeraldas-Santo Domingo the incidence reaches 64%. (**Graph 7-8**).

A 46 per cent of the total numbers of refugees in Ecuador are women, and from this, 43 per cent are household heads⁴, they are also particularly vulnerable to violence and exploitation. According to a recent study made by UNFPA, 94 per cent of the women in this population suffer gender violence. Furthermore, the lack of economic opportunities frequently means that many Colombian women are forced into prostitution: among this population, 45 per cent of the commercial sexual workers began this activity upon their arrival to Ecuador.

In Esmeraldas, 82.4% of the Colombian households have a man that works and 41.6% a woman. In Sucumbíos, 80.7% of the Colombian households have a man that works and

⁴WFP's 2010 EFSA. The survey to households showed that around 80 per cent of the refugee households in the province of Sucumbíos were single parent, and from these 43 per cent are women.

45.9% a woman. In the two provinces, generally work is temporary, both for men and women. In Esmeraldas the main needs regarding work are “jobs in general” (36.6%) and “better payment” (31.4%). In Sucumbíos these needs are “jobs in their trade” (30.4%), “shortest distance from home” (24.6%) and “jobs in general” (21.8%).

Health, nutrition and environmental conditions

The situation of malnutrition portrays to be more problematic for the highland provinces. Chronic malnutrition or a delay of height-for-age is a long-term indicator that summarizes the nutritional history of boys and girls. Nevertheless, Carchi presents lower rates than the rest of the region in the highlands, although as a whole with the provinces of the Amazon region (among them Sucumbíos), they present higher malnutrition rates than the national average. Regarding global malnutrition that relates weight and age, the same high tendency is found for the province of Carchi than for the Amazon region. In the case of Esmeraldas, both indicators are under the national averages. Anyway, Esmeraldas is the province that has greatest nutritional problems in the Ecuadorian Coast, with indicators that are well above the average in the region (SIISE).

The prevalence of less than 20 per cent of chronic malnutrition in the population is acceptable according to the reference points of the WHO. According to the EFSA-2010 in the areas where the survey was carried out, the refugee population presented a prevalence of 14,3 per cent of boys and girls with a delay of height-for-age, which represents a rather lower percentage than the national average. Regarding global malnutrition, the same report shows a prevalence of a global malnutrition of 5,2 per cent and an acute malnutrition (delay of height-for-age) lower than 3,6 per cent; nevertheless, due to the size of the sample it considers that the data might not be representative.

Another indicator that the EFSA surveys shows is the measure of haemoglobin to determine the state of anaemia due to a lack of iron. The population studied presents a prevalence of anaemia of 48 per cent. This rate of prevalence is seen as a “severe” problem from the point of view of the WHO. **Graph 6** shows that the greater incidence of anaemia is found between Esmeraldas- Santo Domingo. Nevertheless, the case of Sucumbíos is fairly close to the critical level. Additionally, the EFSA-2010 study found that a 42 per cent of anaemia in pregnant women as an average of the population that was analysed.

Table 9 presents an analysis at cantonal level (general population and NPI), of some basic dimensions of food insecurity for the cantons in the provinces with greater incidence and population concentration with NPI. A factorial analysis was conducted with this information to locate the cantons according to their main need related to food insecurity.

Government policies, capacities and actions

The current Constitution-Ecuador (2008) acknowledges the rights of the asylum seekers and grants special protection to refugees and their permanent access to nutritional food.⁵ Under the National Plan for Good Living 2009-2013 that awards priority to nutritional sovereignty, sovereignty also implies the protection and inclusion of fellow countrymen beyond Ecuador's borders.

So, for the year 2008, the Constitution expanded the concept of food security to one of food sovereignty defining it as: " Food sovereignty is an strategic objective and an obligation of the State to guarantee that the persons, communities, peoples and nationalities attain self-sufficiency with healthy food and culturally appropriate in a permanent way"⁶. Therefore, regarding regional autonomous governments, it is stated that, "the regional autonomous governments will have among their exclusive competences (...) 8. Promote regional food security"⁷.

The food and nutritional situation in many areas of the country justifies making a priority the right to food and nutrition in order to preserve the minimum level of subsistence and capacities. In this respect, the Constitution of the Republic of Ecuador, outlines the responsibilities of the State to ensure such sovereignty, paragraph 12, of article 282, states: "provide food to populations victims of natural or human-caused disasters that might put at risk the access to food. The food received from international assistance shall not affect the health or the future production of locally produced food".

Regarding social protection, through the Institute of Popular and Solidarity Economy there is support provided to deliver credits and to strengthen marketing circuits in Carchi, Imbabura, Santo Domingo and Esmeraldas; there is no intervention in Sucumbios. In these provinces, the total coverage reaches around 2000 families. The human development grant has a wide coverage in all provinces at the Northern border and also provides credit for human development to the people who benefit from the Development Grant, but with a less coverage, although this has grown in 2010 in relation to the previous years. There is also the presence of the Institute INFA through child development programmes, special protection for risks and emergencies in all the provinces of the Northern border, and has a greater coverage in Santo Domingo.

PART 2 – CONCLUSIONS REGARDING FOOD

Access and use of food

⁵ Constitution, Article 13: "The people and communities have the right to a safe and permanent access to healthy food, sufficient and nutritional; preferably produced at local level and according to the different identities and cultural traditions "

⁶ Constitution of Ecuador 2008. Article 281.

⁷ Constitution of Ecuador 2008. Article 262.

Food security in the poorest quintiles of the population, especially among indigenous peoples and Afro- Ecuadorians, as well as Colombian refugees is affected by the lack of access to basic food necessities, low quality and consumption, and also malnutrition.

Poor households, particularly Colombian refugees have limited and unstable sources of income that limit their capacity to acquire nutritious food. Taking into account that 33,8 per cent of Ecuadorians rely on informal jobs or are unemployed or underemployed, there is an evidence that 62 per cent of the households of Colombian refugees that were surveyed have jobs that are not stable, informal and of short term (EFSA 2010). In the Northern provinces where refugees tend to settle and participate in agriculture, small farmers have little or no access to income. These limitations maintain these populations in food insecurity and have created pressure for land and cause soil erosion and deforestation.

According to EFSA- 2010, more than 80% of the refugees in Sucumbíos, Carchi and Imbabura faced extreme poverty and consumption poverty⁸. Furthermore, according to the indicator Score of Food Consumption, 44% and 55% of the households of refugees in these provinces were settled with severe and moderate food insecurity **(Graphs 8 y 9)**.

The survey also puts in evidence poor consumption of food, bad practices in hygiene and the low diversity that characterizes refugee's households in these areas. The diets of refugee households are basically made of carbohydrates, oils, fats and sugars, which are consumed almost every day of the week. Consumption of vegetables, fruits and food rich in protein is rare. Only 20 per cent of the households consume chicken, fish or red meat one day during the week.

This limited diversity in the diet produces an inadequate nutrition, as demonstrated by the relatively high rates of chronic malnutrition and the high prevalence of micronutrient deficiencies in the Northern provinces. The prevalence of chronic malnutrition is over 30% in provinces like Carchi and Sucumbíos and can exceed 57% in some places like San Gabriel (SIISE). The rates of anaemia in children under five years of age in provinces like Carchi and Sucumbíos are over 50%.

Households were classified into three types of food insecurity: severe, moderate and safe households. As a result, 4,9 per cent of the households are in severe food insecurity (combinations between access and poor consumption and poor consumption or limit). On the other hand, 21,1 per cent of the households are in moderate food insecurity. **(Chart 7)**.

According to the same source, the greatest problems of severe or moderate food insecurity are in Sucumbíos (55%) and Carchi (44%). In Esmeraldas the level of insecurity is 34%. The NPI population of Sucumbios is in a situation of greater insecurity caused by other conditions, they live in an environment of high child malnutrition and high poverty consumption.

If food consumption is analyzed with the aggregate of food insecurity and food expenditure, it can be seen that one of the most urgent needs of the population with NPI and host communities is the need to generate income, since they cannot cover the cost of the basic food basket. **(Graph 12)**.

⁸ Inl Ecuador a monthly expenditure in food of USA\$ 56.6 or less defines poverty consumption.

NBI poverty maintains certain aspects that affect Colombian households in NPI in the Ecuadorian territory. For this purpose, it is shown that 45% of the households in food insecurity do not have basic services, a 70% present critical overcrowding, economic dependency affects 54% of households and 21% of the households maintain at least one child (between 6 to 12 years) that does not attend school (**Chart 5, Graphs 8 y 14**).

In summary, households of the refugee population in NPI are located at the border provinces of Carchi, Sucumbíos and Esmeraldas. They present the following general characteristics: a high number of members (42% of the households surveyed have five or more members in their household), they are economically dependent⁹; the head of the households have a low educational level (15% illiteracy and 80% finished some level of elementary school); they are non skilled workers that mainly work in agriculture or informal trade. Furthermore, 24% of households within food insecurity are headed by a woman, in comparison with the 20% of households with food security headed by women.

Food targeting, distribution and monitoring

It is from the Analysis of Secondary Data that an exercise was made to take the main components to define the behaviour of proxy indicators to locate cantons with dimensions of food insecurity and presence of PNIP. **Diagram 1** identifies the correlation of the variables of malnutrition, consumption poverty – by NBI, overcrowding and illiteracy. **Diagram 2**, determines that the cantons with greater problems of malnutrition and inequity are: Lago Agrio, Esmeraldas, San Lorenzo; and the ones with greater problems of food insecurity Putumayo, Cascales, Sucumbíos and San Lorenzo; the ones with greater insecurity and less incidence in malnutrition are Eloy Alfaro, Rioverde, Quinindé and Muisne

By combining this information with the degree of incidence and population concentration with NPI in these areas, a relocation of certain cantons can be made regarding problems of food insecurity, highlighting the areas of priority action, in agreement to these two dimensions. **Diagram 3** shows that these areas are located in: Putumayo, Cascales, Sucumbíos, Shushufindi and Lago Agrio in Sucumbíos; San Lorenzo, Eloy Alfaro, Esmeraldas, in Esmeraldas, and Mejía and Tulcán, in Carchi. Cantons with needs of food insecurity but with less incidence and population concentration with NPI are Muisne, Espejo, Cayambe and Quinindé.

In light of the foregoing, a new intervention implies a reorientation in the strategy and a revision of the intervention modalities. Especially, it is necessary to strengthen WFP's operational capacity in the field; its capacity to assess vulnerability and food and nutritional insecurity, to target households and communities and to monitor and assess intervention needs. Furthermore, the recovery component of this operation also needs to apply an approach based in the community to take advantage of the opportunities of joint planning with partners such as UNHCR and IOM; and that adequately integrates and complements the interventions of national and local authorities and other partners at community level.

Selective food programmes

⁹ It makes reference at calculating simultaneously the educational level of the head of the household, as well as access to employment of its members through labour dependence.

Currently WFP is conducting a study to measure the efficiency of the different food assistance modalities (vouchers, cash transfers, food). This project is conducted in two provinces of the country, Carchi- Sucumbíos for refugee and host populations.

The component of vouchers that can be exchanged for food has been design based on the lessons learned, participants could buy several nutritious products suggested by the WFP. This modality can be applied in the new project delivering food valued at 20 dollars and vouchers with a monthly value of USD 20, this will give a total value of 40 dollars (US\$ 35 net value plus US\$ 5 for mobilizations to the trainings and to collect the monetary value), This is consistent with the grant for human development of US\$35 provided the Government to Ecuadorian populations that are in the poverty quintiles 1 and 2.

WFP carries out a continuous monitoring and follow-up of this process, for such purpose it has established the necessary agreements with selected local supermarkets, has determined serial vouchers, that cannot be transferred among beneficiaries and shall be valid in time.

PART 3 – CONCLUSIONS ON NON-FOOD ISSUES

Non-food, requirements and distribution

Reorientation towards the execution of activities that each time are more integrated at community level requires considerable levels of Other Direct Operational Costs (ODOC) to finance the capacity building of its partners in areas like targeting, food, nutritional orientation and evaluation and monitoring. It is also important to have support in kind and technical assistance to help the development of specific complementary interventions such as the development of family gardens, in the schools or community or activities to protect watersheds.

To increase the capacity to conduct assessments in nutrition and food security, it is important to have funds available to hire local coordinators for NGOs and social workers that will be in charge of relief activities. It is also key to have the financial support to train staff members of these organizations and improve their technical participation in community assessments of food, nutrition and food security.

It is also important to develop awareness meetings on issues related to nutrition and health, environment and gender violence as well as other meetings for specific training in the field which also require the development and reproduction of training materials, as well as the financial support to help partners cover other execution costs.

Community services

Community interventions under the recovery component, require the active participation of the communities in the design, selection, execution and supervision of all the activities to be developed. Community representatives are the key participants in the development of work plans, which include activities that are compatible with this component and must reflect the priorities identified by these communities. They also specify the hiring that the communities must undertake regarding the selected activities.

In these cases, WFP will apply the Recovery Component with special attention to:

- Vulnerable Groups
- Comprehensive interventions at community level

In these operations of food assistance to refugee populations, gender equity will be promoted and women's participation will be strengthened in all implementation stages of the project. It is important to guarantee the presence of women in the projects that are community based, representation in community committees to distribute food in order to strengthen women's role in decision taking. Giving priority to women will help to create a positive influence in food consumption at family level.

Protection

WFP's participation in protection answers the need to include protection in its planning and to work next to the protection mandate of the national organisms and authorities to guarantee the safety and dignity of people.

WFP will use the relief component, taking into account the following criteria:

- Households – newly arrived people -
- Limited access to food / monthly income under \$ 37.8 per inhabitant /
- Households without housing/ Family group in need of protection

Categories:

- Pregnant woman /Woman in breastfeeding period /
- Children under 5 /Older adults (over 65 years and without productive activities)
- Single households - women
- Handicapped
- Adolescent parents
- Extended families (more than 3 children)
- People living with HIV/AIDS (PLWHA)
- Household head without employment
- The time that rations will be delivered will depend upon the application of vulnerability criteria; rations will be delivered for 3 months with quarterly assessments up to a maximum of 12 months.

Mingas (Communal work)

- Communities/neighbourhoods – at least 25% of the Colombian population should participate in the community project, that awards priority to the interventions at 3 border provinces: Sucumbíos, Carchi and Esmeraldas. Coordination with local authorities – benefit for the community. Attention will be provided for 1 month and then there should be a control and follow-up.

The findings of the mission state that Government's presence at the border provinces is weak, therefore armed groups terrorize and exert control over the local population. Criminal activities, including drug traffic, death threats, assassinations, kidnappings and extortions have spread further south from the border and in the urban areas. In the city of Esmeraldas, the mission was able to listen to several cases of paramilitary that threatened or killed Colombian refugees who had witnessed crimes committed by the armed forces of Colombia.

The mission agreed a joint work in the area of social protection, which includes:

- WFP will participate in promotion activities together UNHCR and other partners to address the growing levels of xenophobia and discrimination against Colombian

refugees. Campaigns of public dissemination through radio, television and public events are possible means to disseminate messages against discrimination.

- Create awareness about gender violence and human trafficking with UNHCR, FNUAP, UN Women, IOM and other partners. Participate in existing working groups or planned groups for protection, gender and refugees and within these forums to promote the analysis of gender based violence and trafficking with possible links to food insecurity.
- WFP shall seek opportunities to establish alliances with groups of civil society to promote social cohesion and the integration of refugees and help to build support groups in the communities.

Alliances and Coordination

In agreement with government priorities of the United Nations Development Assistance Framework for Ecuador (UNDAF) 2010-2014¹⁰, “Guarantees humanitarian assistance for refugees and the populations and specially supports development, coexistence and the integration of refugees and the populations in the areas of the Northern border”.

With ONU agencies like UNHCR, that is the key actor for providing protection and humanitarian assistance to the refugees at national level. Other agencies of the system are promoting more long lasting solutions and opportunities for local integration at the Northern border, by supporting social infrastructure works, as well as development programmes for production, water, sanitation, education, income generation and agricultural livelihoods.

UNHCR will continue supporting the Government and coordinating with the wide range of institutions to protect and help refugees. Local development programmes at the Northern border will include integration activities and UNHCR will keep leading this GTI at the Border. In the framework of the assessment of the joint mission UNHCR - WFP an encounter was held on March 2011 where some agreements were reached relative to planning needs:

- Evaluate together the number of refugees and food assistance with the Government: food assistance and NFI requirements will be jointly updated; and the needs of the school feeding programmes, identifying target groups and the appropriate modalities.
- UNHCR will involve WFP in the planning and execution of the enumeration, registry and verification exercises for current and potential beneficiaries.
- In the ongoing operations, food and other relief needs will be periodically reviewed and the missions of joint evaluation, in line with JAM’s standard guidelines.
- Collaborate in the definition and implementation of comprehensive programmes to support livelihoods to promote and build self-sufficiency in both populations.
- Collaborate in the development and implementation of joint policies and strategies to promote gender approach in all the activities.

¹⁰ UNDAF: Concentration Area N ° 5 "Development of frontiers, peace and integration in the northern area, which includes the direct effect of agency # 5 that guarantees humanitarian assistance, promote local integration and cross-border flows as an answer mechanism for Colombian population."

- Collaborate in the definition of standards and development of mechanisms to exchange information about beneficiaries, including demographical information and linked to technologies.
- Joint Work Planning, based in JAM

Likewise, in relation to activities for a joint support to the work, both organizations agreed to maintain:

- UNHCR's support to promote WFP with donors that specifically look for the supply of cash money for local, regional or international procurements of food to ensure that the needs of the beneficiaries are attended in a timely manner.
- Collaborate with public information in activities to create awareness among beneficiaries on issues related to food security and non-food security.
- Execute a joint monitoring of the activities at the distribution points that will include a follow-up to the food basket – and at the households, which will include surveillance after the distribution to determine the final use of the articles received.
- It is essential to have a close cooperation and regular exchange of information regarding the fieldwork, between UNHCR and WFP.

UNHCR and WFP should also look at options for joint planning, especially in the assessment of needs and vulnerability levels of other refugees and asylum seekers, also in the delivery of a comprehensive package of humanitarian assistance to relief groups. These will require the development and application of tools for a joint evaluation, a set of agreements and financing of key partners, share and assign priorities to intervention areas, and also implement joint exercises for planning at local level with selected partners and communities.

At national level, WFP works closely with the Ministry of Agriculture and especially with its ample local network of agricultural services (System of Participative Technological Innovation), with the perspective of increasing the productive capacity and nutritional knowledge of small producers in the targeted communities. Furthermore, a strategic alliance should be sought with the Ministry of Environment to include meetings of environmental awareness, reforestation and protection measures for watersheds in the strategies of food for work, food for assets or food for training in the development of the local work plans.

In agreement with the decentralization policy in Ecuador that strives to empower communities, WFP should also participate and support local authorities through specific agreements with provincial and municipal governments, specially in cases where said authorities are committed and have the needed resources to complement the network of social security, nutrition and productive activities promoted by this operation.

Security Considerations

UNDSS has established a security level 4 for a 30 kilometre wide area along the border with Colombia. The other provinces at the Northern frontier, Esmeraldas, Carchi and Sucumbíos have security level 2 and the rest of the country is at security level 1.

Illegal groups and gangs, some of whom are involved with the Colombian conflict and drug trade, are present in the Northern provinces of the country. In 2010, the Ecuadorian army dismantled over 120 Colombian camps along the border. Though these groups consider

Ecuador, as a “safe haven” where military actions should not take place, their presence fosters instability and corruption. Smuggling of arms and drugs, human trafficking, money laundering, large-scale contraband and daily and weekly executions are commonplace

Following the recommendations made by the mission to evaluate safety risks that WFP conducted in the Northern provinces in March 2011, WFP Ecuador should substantially strengthen its capacity to comply with norms and communications at the sub-offices in these areas. It should also keep collaborating closely with UNDSS and UNHCR to guarantee personal safety and a strict compliance of safety protocols.

PART 4 – FINAL OPTIONS AND RECOMMENDATIONS

Programme options

The response strategy of WFP-UNHCR should be based on the need to develop comprehensive packages of assistance that can provide a differentiated response to the families of refugees and host communities, according to their specific food and nutritional security, and to their survival needs. It is also important to take into account the need to strengthen local networks of social security, especially in the areas where there is a high concentration of Colombian refugees and to stress the approaches aimed at the community, to address the relations between refugees and host communities to reduce tensions between these two groups.

The relief component should guarantee that the immediate food needs of the new Colombian immigrants are adequately satisfied. Asylum seekers should also receive protection and assistance under international law. It should also guarantee that this assistance is given in such a way that it helps to reduce the tensions among host communities and refugees.

In this component, WFP's food assistance should be an incentive for these recently arrived Colombians and asylum seekers to officially register and they should have a transition period of no more than one year, while they can have access to housing, basic services as health and education and job opportunities or livelihoods, so each time they can be more stable in Ecuador.

This food assistance will be given through monthly family rations that could be complemented with food vouchers that should be distributed by the chosen partners in distribution points close to the offices of the provincial government institutions where the refugees seek asylum. The PNIP that request refuge for the first time shall go to the closest offices of WFP collaborators where food and assessment of their nutritional state will be conducted every three months, as part of the selection process.

This assistance will be part of a comprehensive package, which includes protection actions provided by the UNHCR and other partners. The complementary support includes meetings of legal orientation, psychosocial, gender violence and employment and also sensitization meetings in issues of food and nutrition.

In order to contribute to reduce tensions in the host communities with high concentrations of recently arrived Colombian refugees, the relief component must include a social support and a modality of food for work, in the short run, for a selected number of communities. These activities, that will also target Ecuadorian households with food insecurity, will be in line with the traditional community work (mingas) that in the past quite often gathered around environmental cleaning activities in the locality.

Recovery component should aim at strengthening livelihoods and improve access to nutritious food at household level, of the Colombian refugees and also of those poor Ecuadorian households that suffer from food insecurity, in order to promote the integration of the refugees in the host communities. It should also strengthen the networks of social

security, specially those based on food, attending the needs of vulnerable groups of Colombian refugees that have not reached self-sufficiency, that remain excluded from the social programmes of the Ecuadorian government, as is the case of the grant for human development.

Under this component, food security and nutritional needs of the Colombian refugees and the host communities should be addressed through community interventions in places with high concentrations of Colombian refugees and/or particularly affected by the conflict in Colombia. These interventions should be based on a comprehensive package of assistance that will examine the priorities and capacities of the national, local and other partners, such as UNHCR and IOM, in specific areas.

The community interventions that will be developed under this component could be based on the following four models of implementation: activities at the community school level, training activities at community level, promote local sustainable production of nutritional food and the protection of watersheds and water sources.

It is important to integrate these activities with other interventions to support local communities, municipalities and other partners, food for assets, food for training in the communities in the development of community work plans. It is also important to provide specific support to other activities of community cooperation (mingas). These activities shall be selected through an evaluation made on a case-by-case basis with WFP partners and community representatives. This could include the participation of selected households in works such as the building of schools, community centres and other local infrastructure works or their participation in alternatives linked to the environment or endeavours aimed to improve their lives.

The assistance provided to vulnerable groups at national and community level should also be provided to Colombian refugees and Ecuadorian families that are not covered under any of the national programmes of social protection. The vulnerability assessment at household level shall be carried out with refugee families that are not self-sufficient and cannot apply for the relief modality, and also to vulnerable households identified by local leaders and by the operational partners in the communities where the operation implements the recovery component.

A continuous assistance to this group shall be granted through the combination of a family ration of food and vouchers for food during a maximum period of six months and shall be conditioned to the beneficiaries' participation in sensitization sessions on food, nutrition, health and gender violence, and professional training activities. The beneficiary families that will receive this assistance should also send their children to school and pregnant women and women in breast-feeding period and children under 5 years of age shall guarantee that they have their health check-ups and vaccines up to date.

Final Recommendations

It is necessary to consolidate the strengthening of WFP and its local and central teams so WFP can reinforce its role in terms of protection and working methods, specially in the areas of assessment of food security, targeting and technical support and monitoring interventions.

WFP-Ecuador should establish three sub-offices at the Northern border, made up by a project coordinator and two assistants in Tulcan, Lago Agrio and Esmeraldas. This will guarantee greater operational proximity to the beneficiary communities in the recovery component of this operation, and also the closeness to the field offices with operational partners: UNHCR, IOM, HIAS, among others.

The operational capacities at central level in Quito should also be strengthened through the establishment of a team of 3 people that will include a project manager, a coordinator for monitoring and evaluation and a programme assistant. This team will not only guarantee an adequate coordination in planning, follow-up, evaluation and presentation of reports of the activities at the national level, but also will provide the necessary capacity for monitoring activities and to support relief activities in other key provinces like Pichincha, Santo Domingo, Azuay and Guayas.

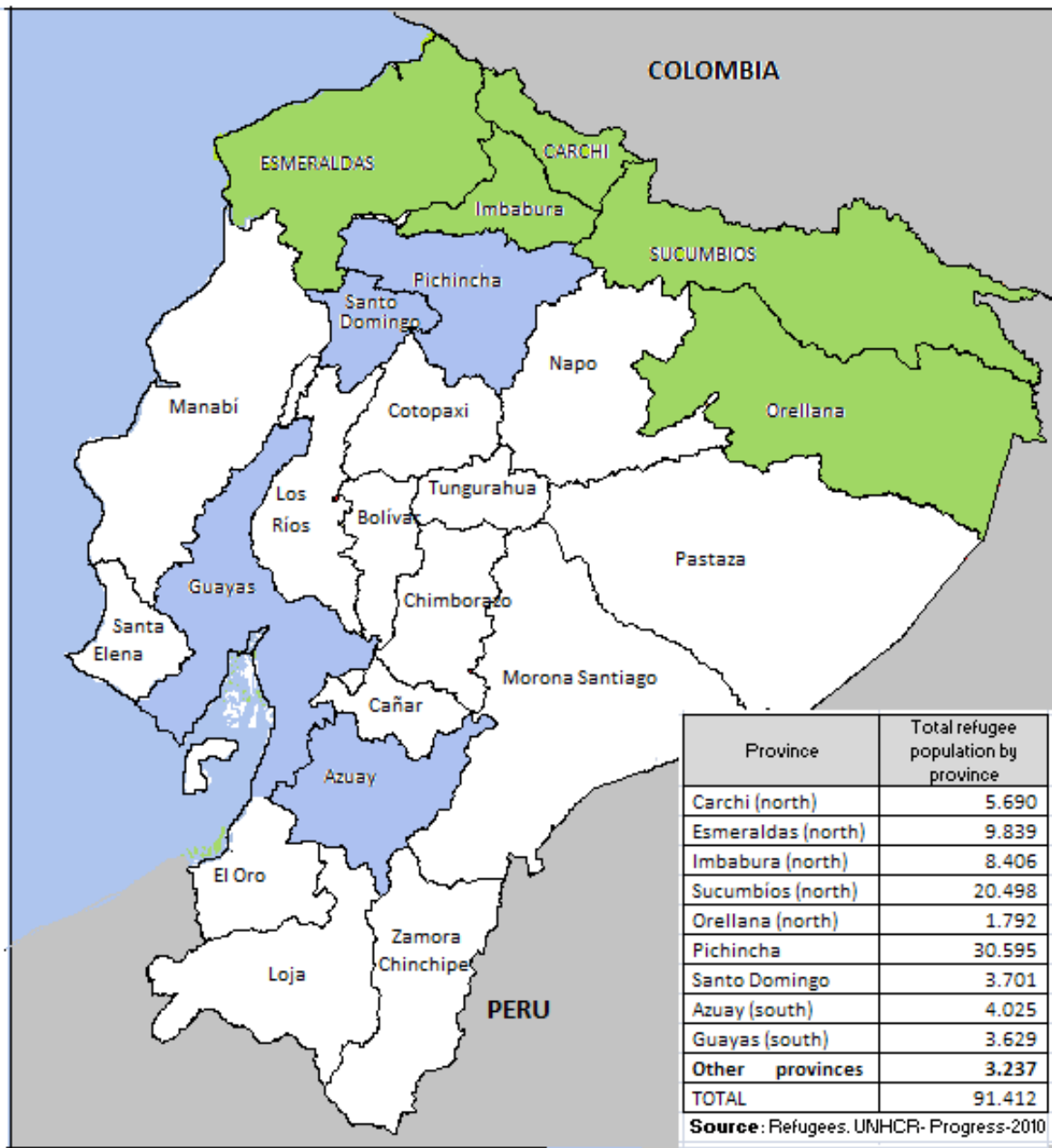
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ANNEXES

I.- TERMS OF REFERENCE OF THE MISSION (WFP “Document TORS JAM.doc”)

II.- MAP OF THE INTERVENTION AND SUPPORT DATA



III.- STATISTICS AND RELEVANT GRAPHICS OF VARIOUS ASPECTS MENTIONED IN THE DOCUMENT

Chart 1
Number of Refugees compared with the Ecuadorian Population by provinces

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
Sucumbios (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						

Chart 2
Number of Refugees by years

Year	Requests	Total Accepted	Rejected	Pending
2000	475	390	60	25
2001	3017	1406	394	243
2002	6766	1578	1199	2646
2003	11463	3326	4392	2594
2004	7853	2496	4207	1912
2005	7091	2486	2669	2774
2006	7784	1997		
2007	15035	3019		
2008	17607	5017		
2009	35514	26342		
Total	112605	48057	12921	2774

Source: UNHCR and Ministry of Foreign Affairs of Ecuador

Chart 3
Ecuador: Chronic and global malnutrition by provinces
Percentage

	Chronic (1)	Global (2)
Amazonia	35,2%	10,3%
Carchi	31,0%	5,7%
Esmeraldas	19,2%	9,8%
NATIONAL	25,8%	9,4%

Source: (1) Survey of Life Conditions 2006; (2) Endemian 2004
 Elaboration: SIISE

Chart 4
Ecuador: Poverty per consumption per province

	Total	Men	Women
Carchi	53,1%	52,5%	53,7%
Esmeraldas	51,5%	51,4%	51,6%
Sucumbíos	50,4%	47,4%	53,6%
NATIONAL	34,9%	34,4%	35,3%

Source: Estimates SIISE, 2008, based on ECV (2006) and Census 2001; Employment Survey EDENMDU, 2009

Chart 5
Consumption poverty in the areas with NPI population

Indicator	Incidence (income)	Incidence (NBI)
Extreme poverty	25,6%	34,5% (1)
Not extreme poverty	28,7%	28,1%
Not poor	45,7%	37,4%

Source: WFP, study EFSA 2010

Chart 6
Ecuador: Employment indicators per province

	Full employment	Underemployment	Unemployment
Esmeraldas	28,5%	64,0%	8,7%
Carchi	21,2%	74,3%	5,1%
Sucumbíos	29,4%	67,3%	4,4%
NATIONAL	32,2%	61,3%	8,6%

Source: ENEMDHU, 2009

Chart 7
Food security in the population with NPI

Level of food security	Incidence
Severe food insecurity	4,9%
Moderate food insecurity	21,1%
Food security	73,9%

Source: WFP, study EFSA 2010

Chart 8
Reasons why the refugee population moved from the Northern Border

Reasons	%
Threats/vaccine/tax	22%
Armed conflict in Colombia	28%
Family lived in Ecuador	9%
Was forced or there was a forced recruitment	7%
Personal Problems	3%
Work/business	24%
Other	8%

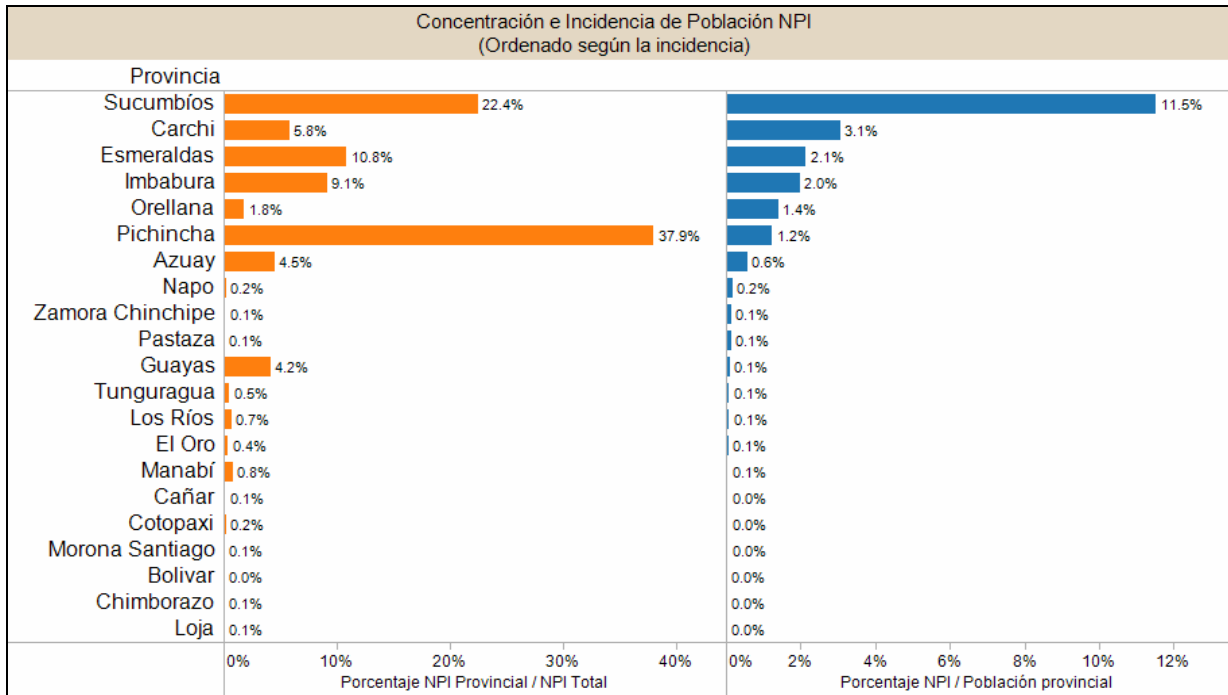
Source: Survey 2007. National Report

Chart 9
Dimensions of food insecurity: values per canton

	Cantón	Población nacional				Población con NPI					
		Pobreza_NBI	Pobreza_consumo	VAM	Desnutrición crónica	Total Población	Concentración	Incidencia %	InSAN	pobreza_nbi%	pobreza_C
Carchi	Tulcan	22,8%	24,9%	4	36,4%	3.366	4,34%	4,36%	44%	36,0%	34,0%
	Montufar	38,0%	34,2%	3	58,2%	1.390	1,79%	4,86%	44%	36,0%	34,0%
	S. Huaca	33,5%	35,7%	3	66,2%	175	0,23%	2,55%	44%	36,0%	34,0%
	Bolivar (Carchi)	50,2%	46,9%	3	46,3%	151	0,19%	1,09%	44%	36,0%	34,0%
	Mira	43,4%	53,9%	3	33,9%	75	0,10%	0,58%	44%	36,0%	34,0%
	Espejo	37,5%	33,5%	3	31,7%	62	0,08%	0,46%	44%	36,0%	34,0%
Esmeraldas	San Lorenzo	47,3%	18,7%	4	33,7%	4.910	6,33%	17,42%	34%	46,0%	24,0%
	Esmeraldas	28,5%	11,1%	5	14,7%	3.865	4,98%	2,45%	34%	46,0%	24,0%
	Atacames	44,5%	24,0%	4	19,9%	421	0,54%	1,39%	34%	46,0%	24,0%
	Quininde	47,8%	20,3%	4	18,1%	267	0,34%	0,30%	34%	46,0%	24,0%
	Eloy Alfaro	61,7%	23,4%	4	32,0%	182	0,23%	0,54%	34%	46,0%	24,0%
	Rioverde	62,1%	38,8%	4	22,2%	60	0,08%	0,27%	34%	46,0%	24,0%
	Muisne	60,0%	41,0%	4	35,7%	44	0,06%	0,18%	34%	46,0%	24,0%
Imbabura	Ibarra	20,6%	14,4%	5	33,9%	7.848	10,12%	5,12%	44%	36,0%	14,4%
	Otavalo	44,0%	29,8%	1	49,6%	141	0,18%	0,16%	44%	36,0%	29,8%
	Antonio Ante	30,2%	22,2%	5	47,8%	99	0,13%	0,27%	44%	36,0%	22,2%
	Pimampiro	54,0%	34,2%	3	36,6%	88	0,11%	0,68%	44%	36,0%	34,2%
	Cotacachi	52,4%	42,3%	1	49,6%	47	0,06%	0,13%	44%	36,0%	42,3%
	Urcuqui	41,5%	34,1%	3	38,7%	4	0,01%	0,03%	44%	36,0%	34,1%
Sucumbios	Lago Agrio	40,1%	23,6%	2	31,0%	16.723	21,56%	25,04%	55%	67,0%	66,0%
	Putumayo	54,3%	57,2%	2	39,3%	1.766	2,28%	28,62%	55%	67,0%	66,0%
	Shushufindi	37,2%	28,5%	2	34,9%	1.034	1,33%	3,21%	55%	67,0%	66,0%
	Sucumbios	45,7%	40,4%	2	38,4%	461	0,59%	16,26%	55%	67,0%	66,0%
	Cascales	39,8%	40,9%	2	43,1%	100	0,13%	1,35%	55%	67,0%	66,0%
	Cuyabeno	41,6%	52,6%	2	42,4%	68	0,09%	1,02%	55%	67,0%	66,0%
	Gonzalo Pizarro	38,6%	43,7%	2	29,4%	59	0,08%	0,85%	55%	67,0%	66,0%
Pichincha	Quito	10,1%	4,6%	5	34,0%	29.788	38,40%	1,62%	18%	29,8%	4,6%
	Santo Domingo	31,0%	19,0%	4	26,5%	3.642	4,69%	1,27%	18%	29,8%	19,0%
	Cayambe	42,2%	22,9%	5	34,4%	344	0,44%	0,49%	18%	29,8%	22,9%
	Pedro Moncayo	41,4%	25,6%	5	31,1%	87	0,11%	0,34%	18%	29,8%	25,6%
	Los Bancos	32,7%	27,6%	4	34,9%	86	0,11%	0,80%	18%	29,8%	27,6%
	Puerto Quito	47,2%	31,2%	4	27,9%	68	0,09%	0,40%	18%	29,8%	31,2%
	Ruminahui	8,1%	4,1%	5	20,8%	63	0,08%	0,10%	18%	29,8%	4,1%
	PV_Maldonado	38,0%	27,7%	4	43,4%	61	0,08%	0,61%	18%	29,8%	27,7%
	Mejia	20,2%	13,6%	4	27,5%	32	0,04%	0,05%	18%	29,8%	13,6%
NACIONAL		27,6%	12,8%		25,0%						

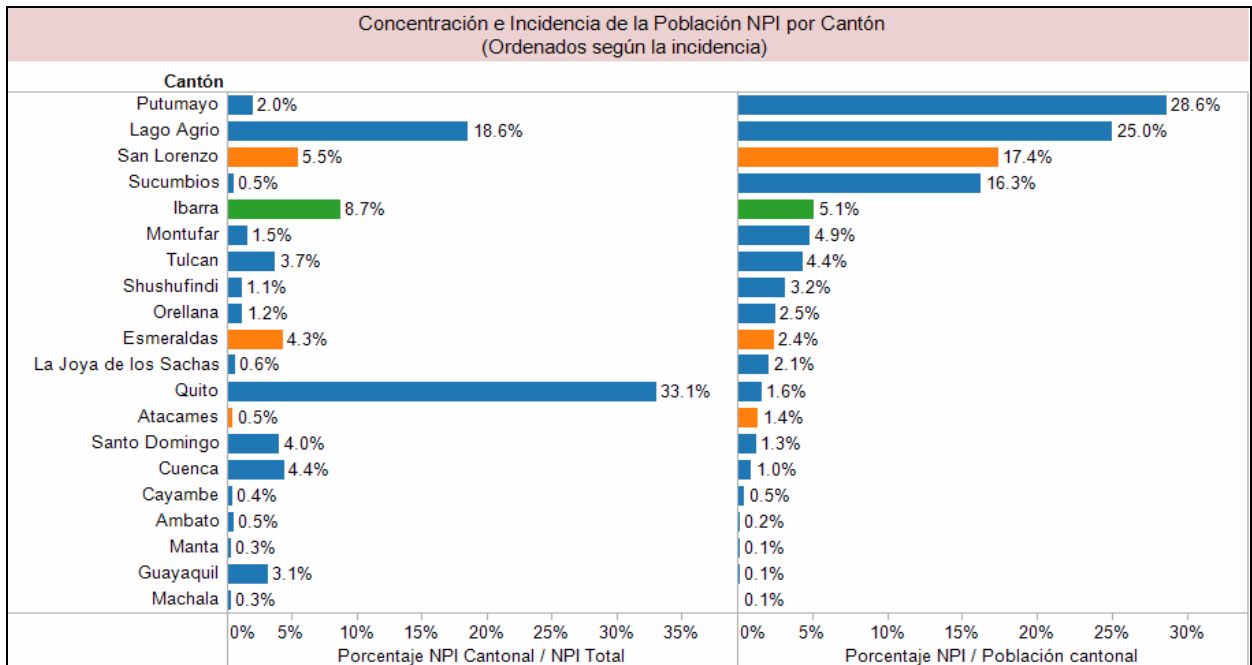
Source: Base VAM; SIISE, geography of poverty, 2006

Graph 1



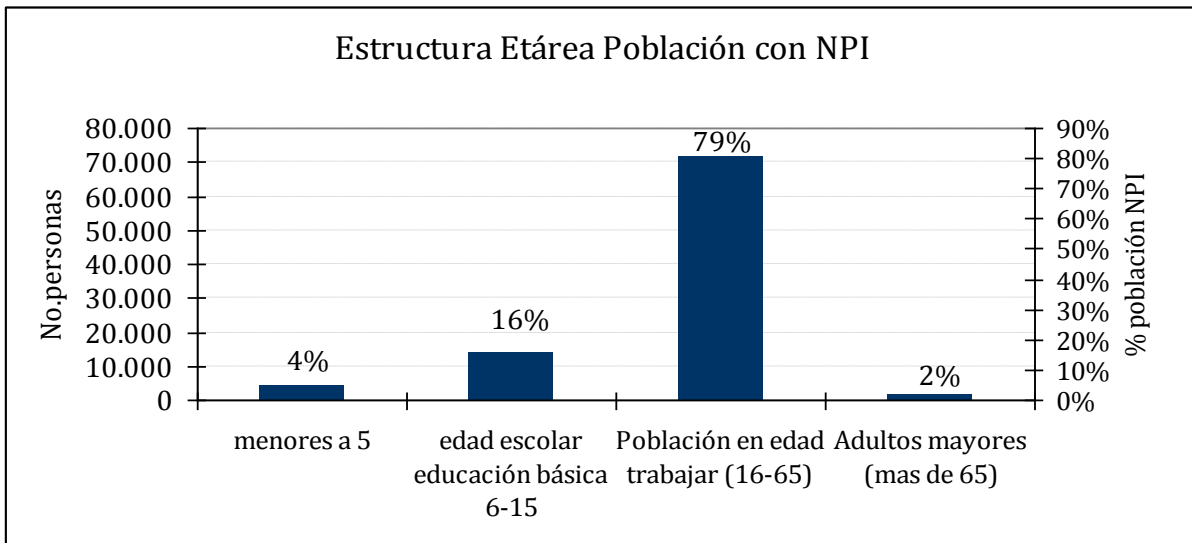
Source: Base Progress UNHCR

Graph 2



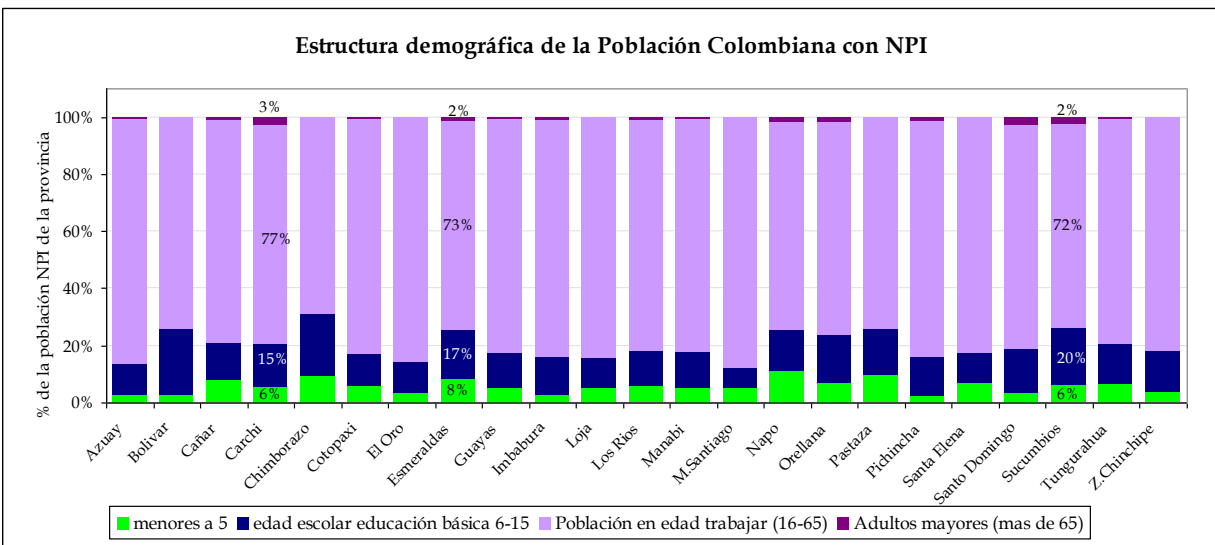
Source: Base Progress UNHCR

Graph 3



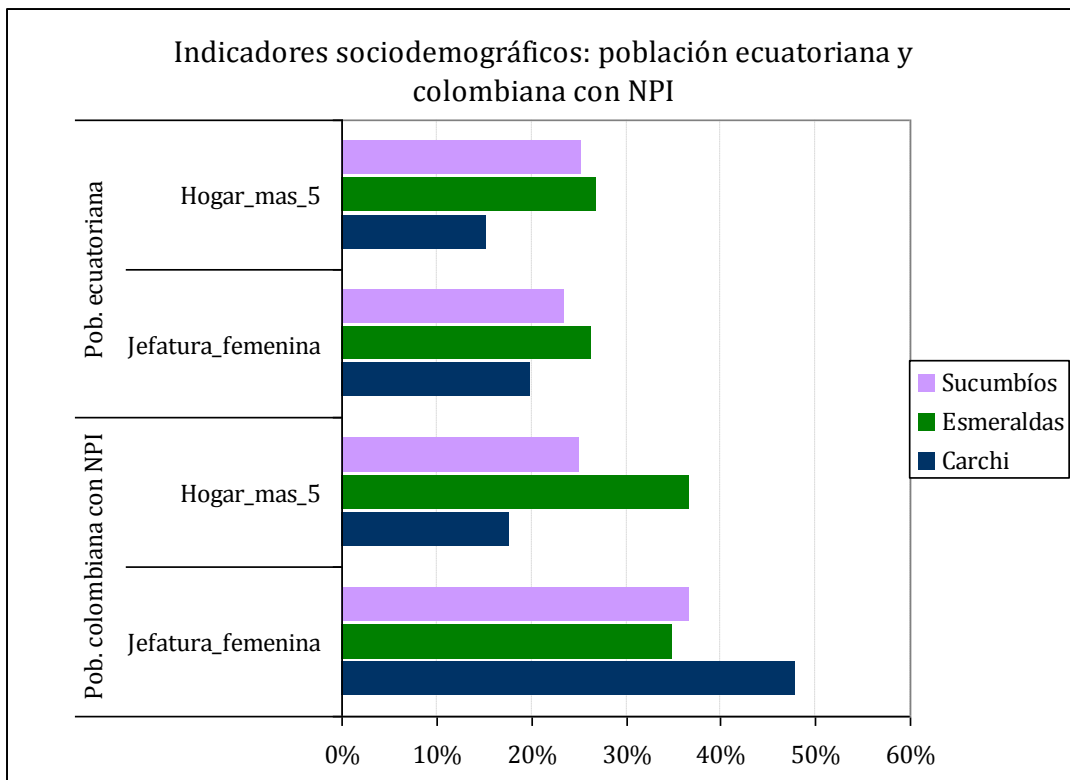
Source: Base Progress, UNHCR

Graph 4



Source: Base Progress, UNHCR

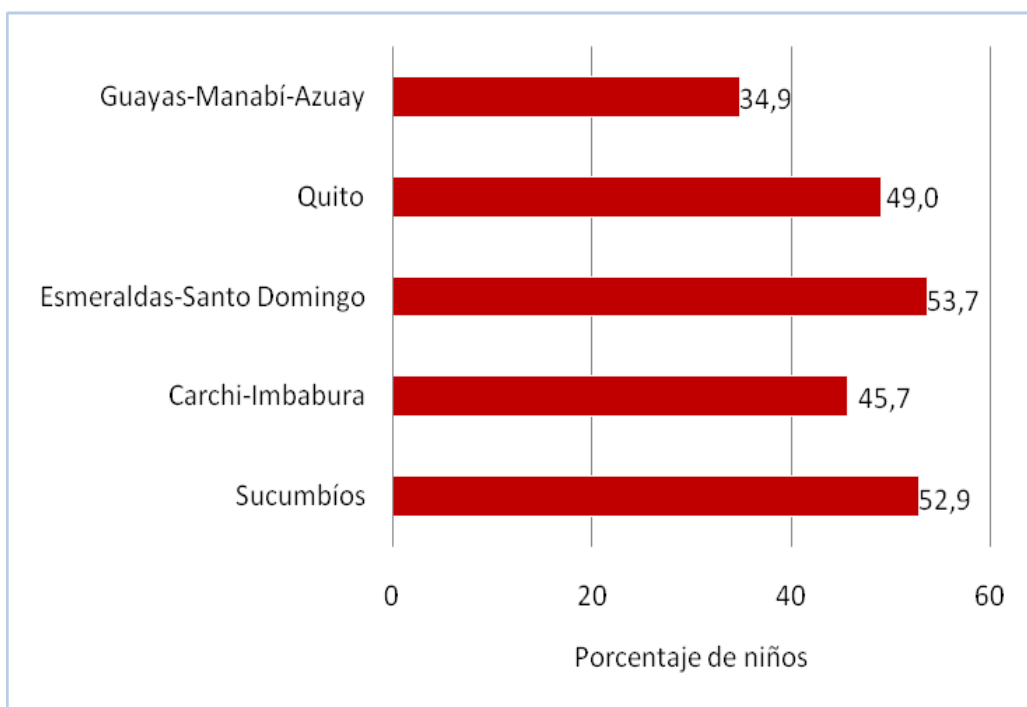
Graph 5



Source: Base Progress, UNHCR; employment survey 2009, INEC

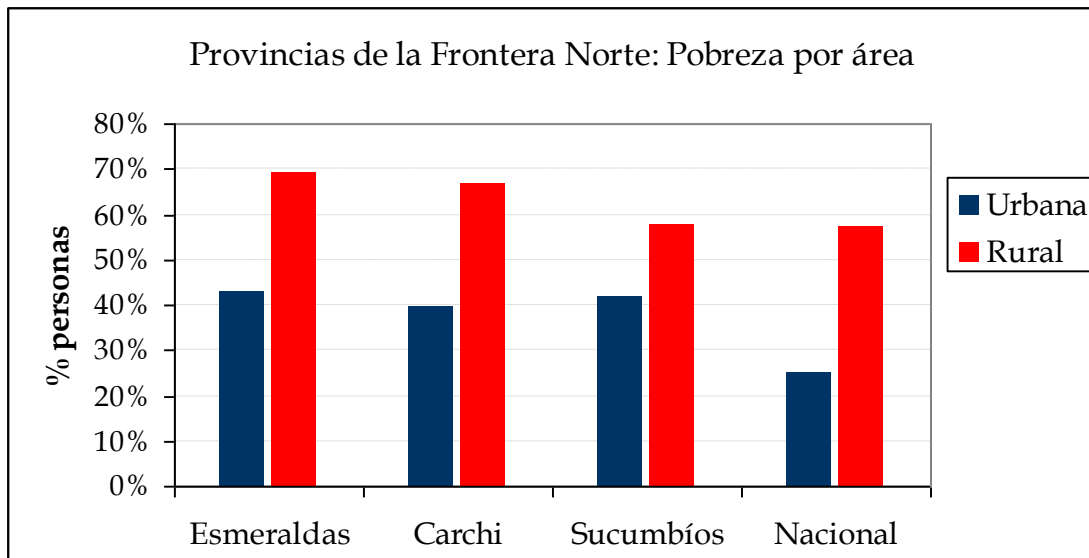
Graph 6

Prevalence of anaemia in children under five years in the households with NPI



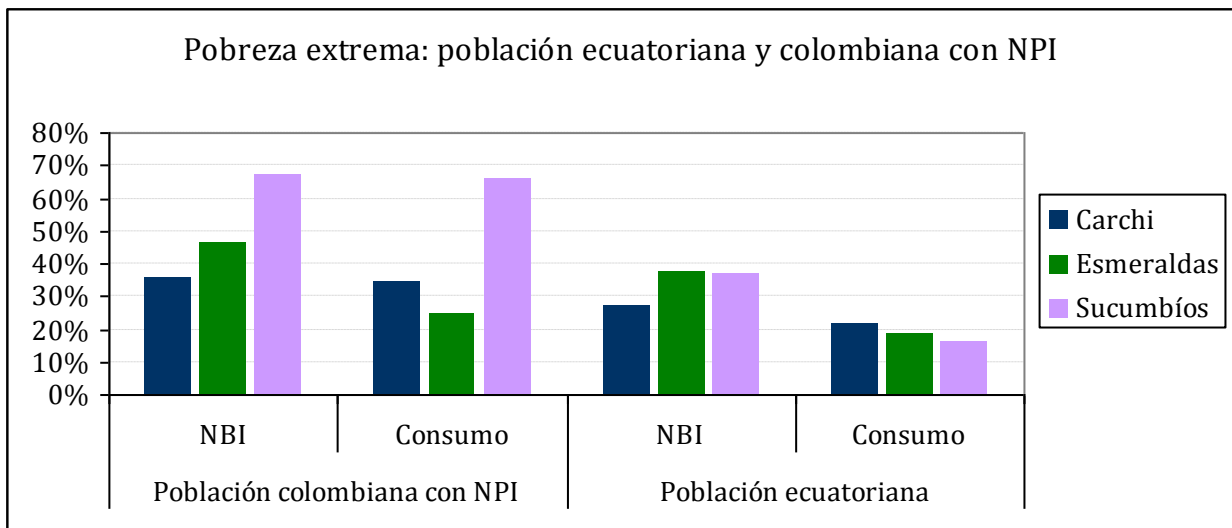
Source: WFP, study EFSA -2010

Graph 7



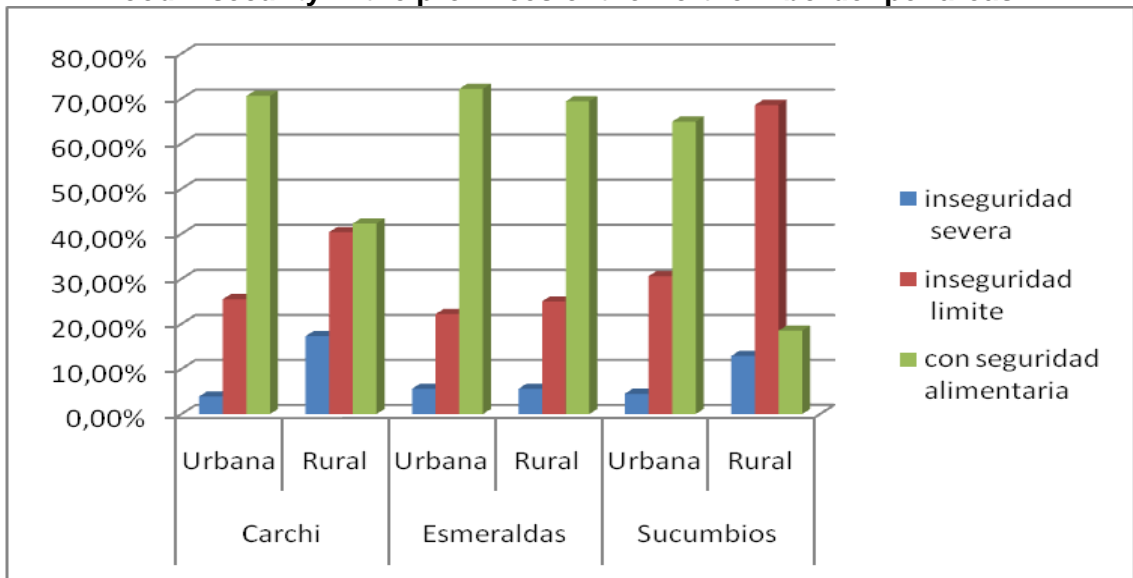
Source: Integrated System of Household Surveys, 2009

Graph 8



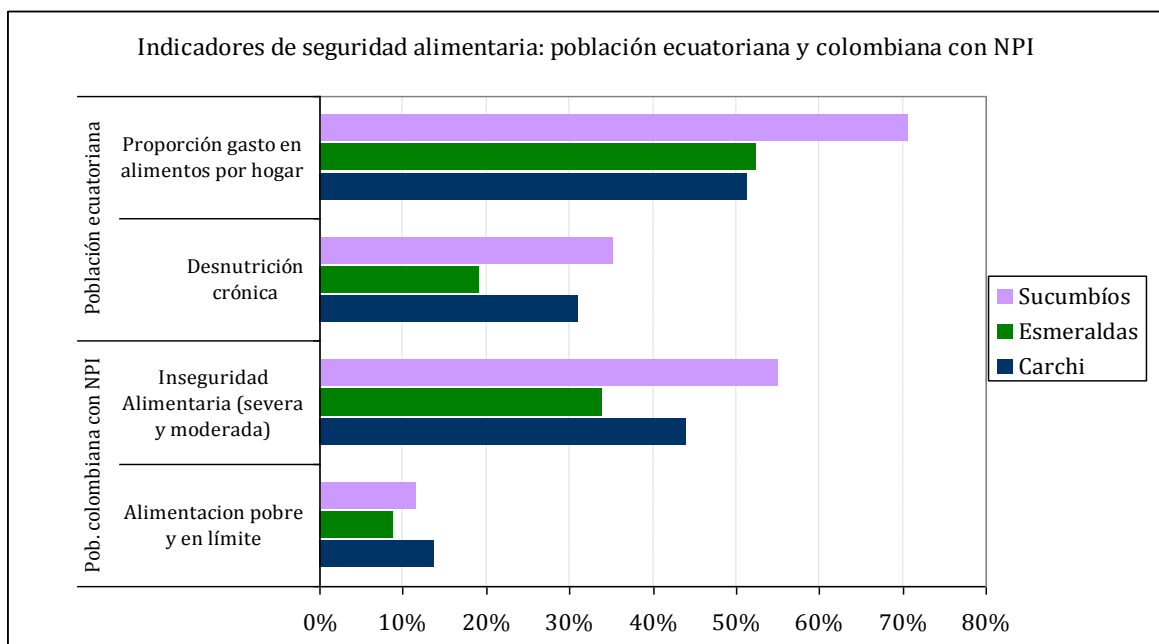
Source: ECV, 2006; Report EFSA - 2010

Graph 9
Food Insecurity in the provinces of the Northern border per areas



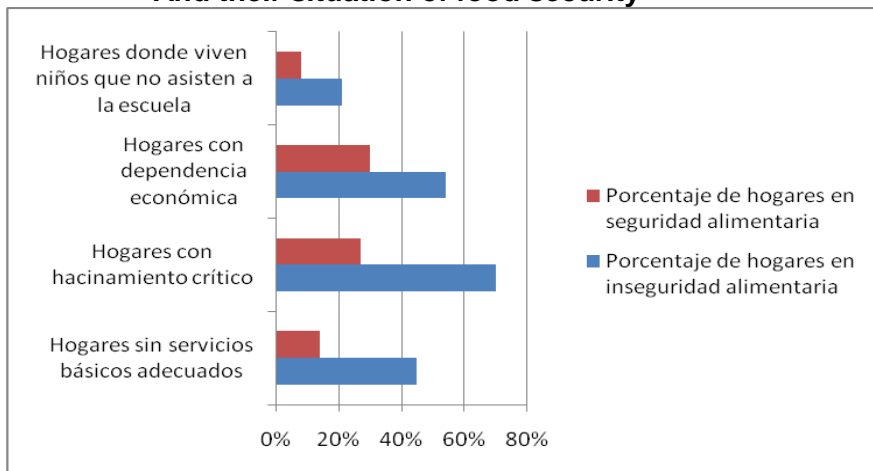
Source: Study EFSA - 2010

Graph 10



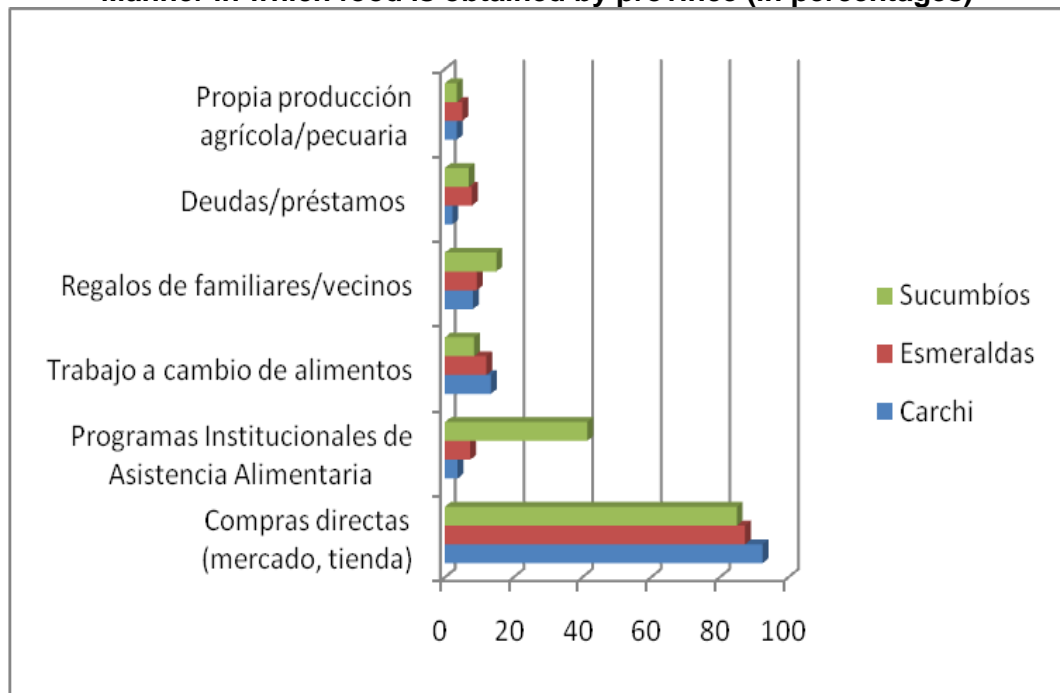
Source: EFSA - 2010; ECV, 2006

Graph 11
Percentage of households according to NBI components
And their situation of food security



Source: WFP, Study EFSA - 2010

Graph 12
Manner in which food is obtained by province (in percentages)

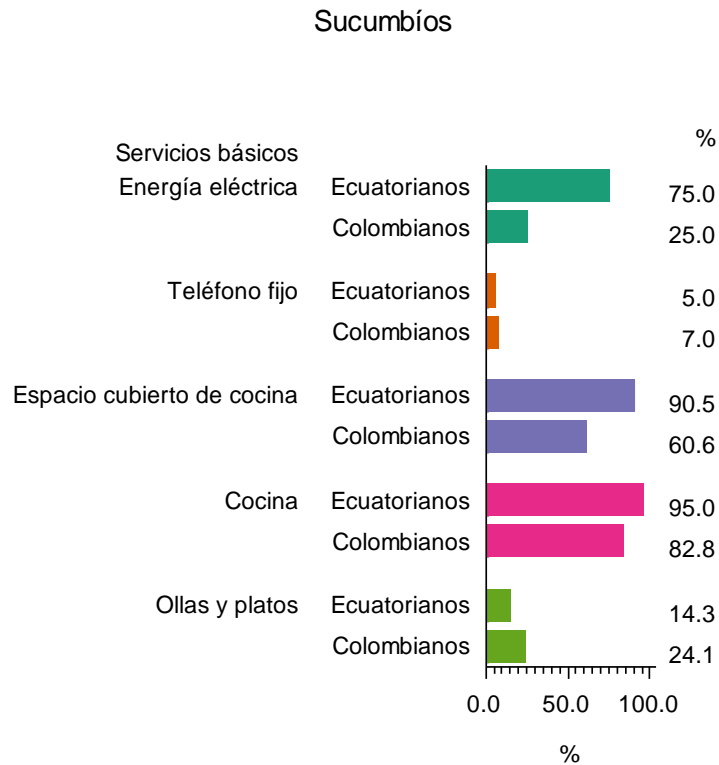
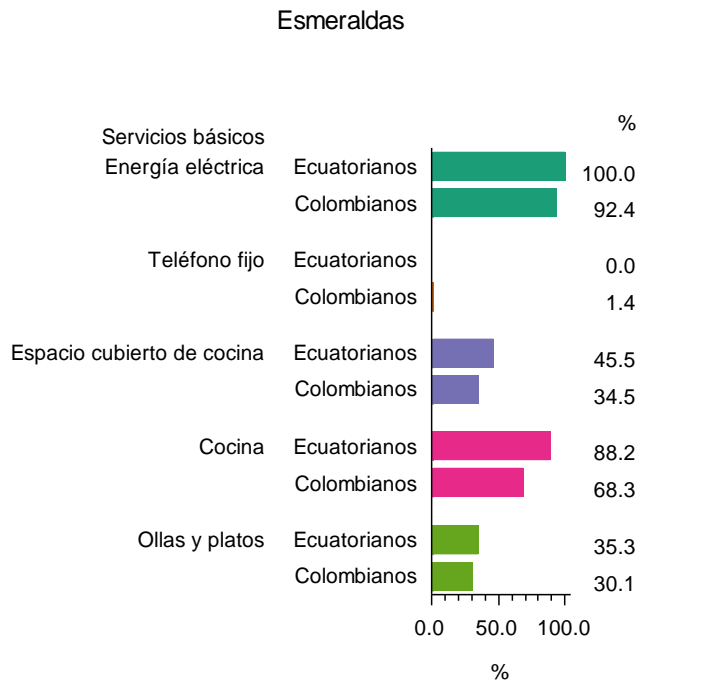


Source: Survey to Colombian refugees (WFP, 2010)

Graph 13

Basic services

(% of households that have the service)



Graph 14

Main needs (% of Colombian households with needs)

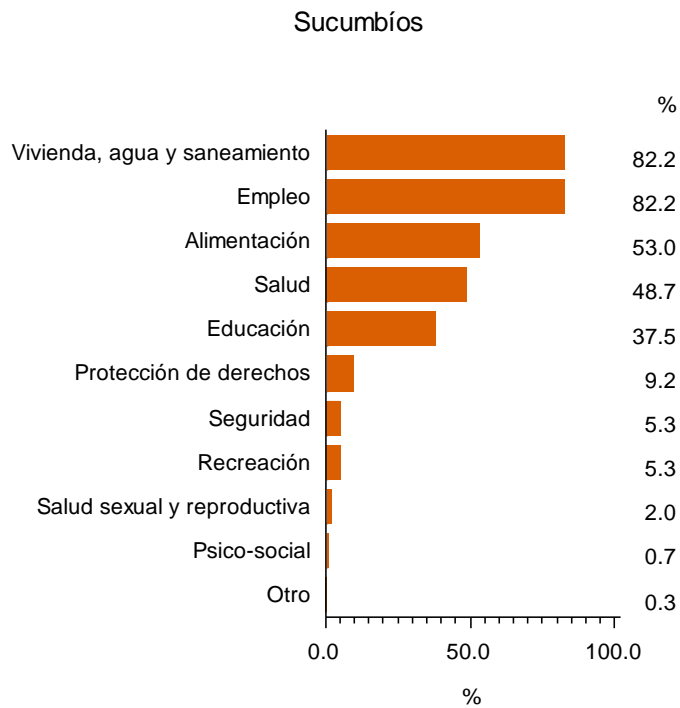
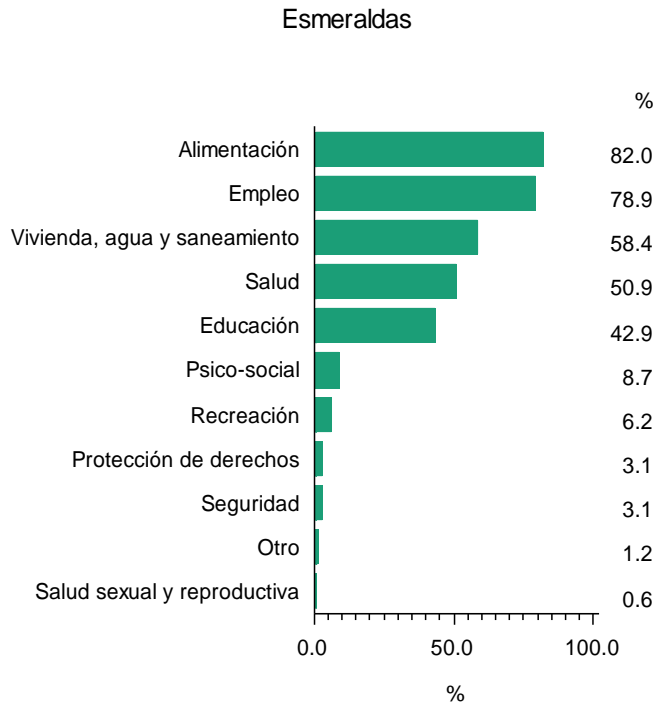
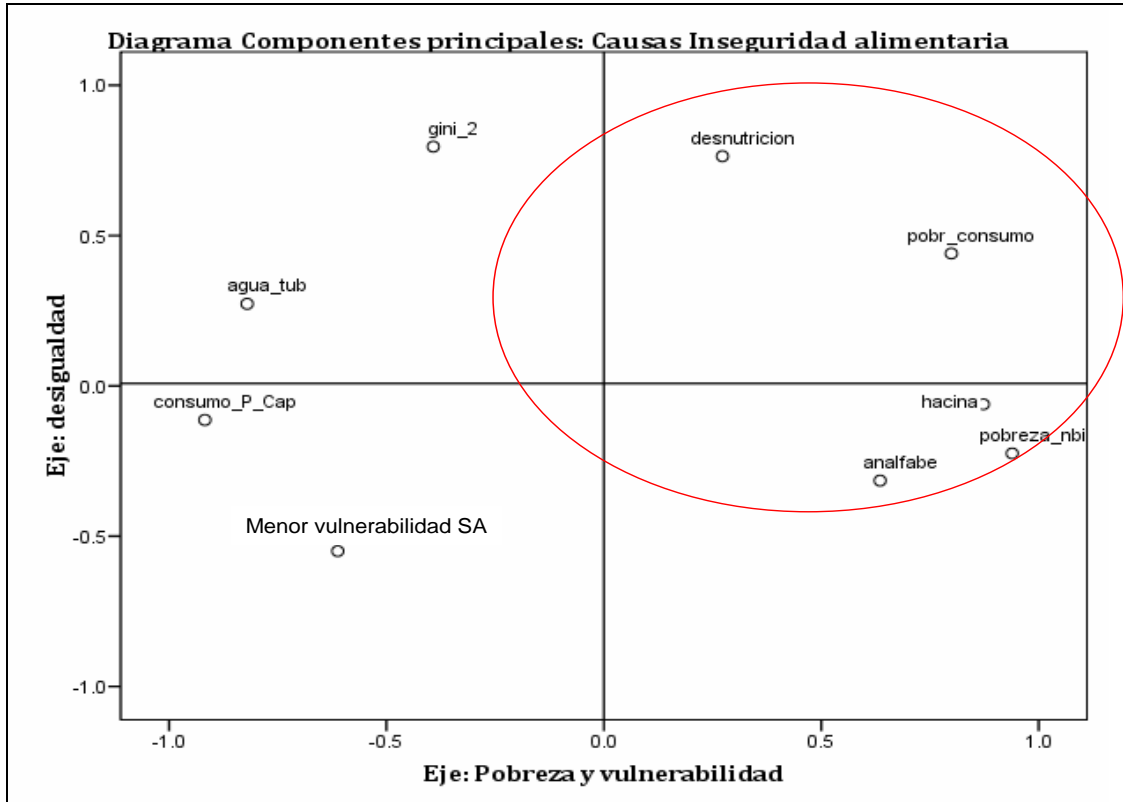


Diagram 1:



Source: Base VAM; SIISE, geography of poverty, 2006

Diagram 2
Canton location in the dimension of food insecurity

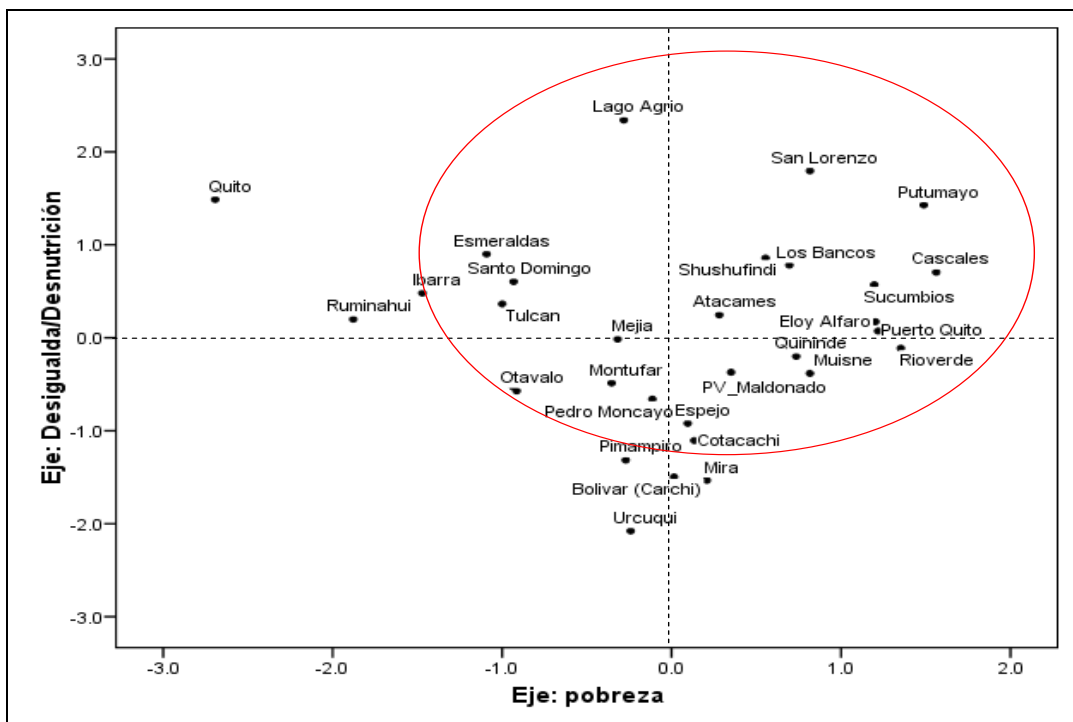
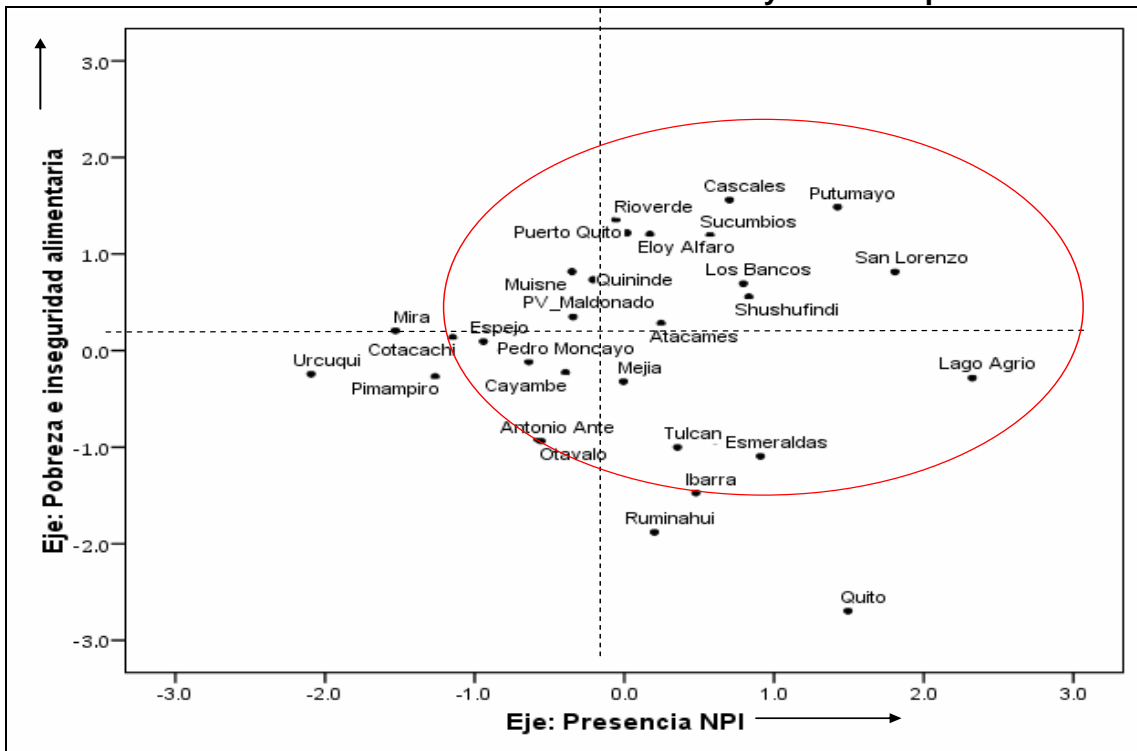


Diagram 3
Canton location in dimensions of food insecurity and PNIP presence



Source: Base VAM; SIISE, geography of poverty, 2006