



World Food Programme

A Report from the Office of Evaluation



*Thematic Evaluation of WFP's Commitments
to Women 1996 – 2001*

(5 – 27 March 2002)

CASE STUDY – COLOMBIA

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As an independent evaluation team, the members of the mission take full responsibility for the analysis and conclusions of the report.

Acronyms

ACNUR	Alto Comisionado de Naciones Unidas para los Refugiados
ADA	Agencia para el Desarrollo de la Amazonía
ANMUCIC	Asociación Nacional de Mujeres Campesinas Indígenas en Colombia
APT	Alimentos por Trabajo
APC	Alimentos por Capacitación
ASOMOCHI	Women's association in Colombia
BPA	Beijing Platform for Action
CARW	Creating Assets for Rural Women
CD	Country Director
CEPAL	Comisión Económica para América Latina y el Caribe
CSO	Country Strategy Outline
CW	Commitments to Women
DSC	Direct Support Cost
DIH	Dirección Internacional Humanitaria
DINEM	Dirección Nacional de Equidad de Mujer
DNP	Departamento Nacional de Planeación
ED	Executive Director
ECLAC	Economic Commission for Latin America and the Caribbean
EMOP	Emergency Operations of WFP
ENDS	Encuesta Nacional de Salud
EPAM	Equidad y Participación de las Mujeres
FAAD	Food Aid and Development
FAO	Food and Agricultural Organisation
FEDES	Fundación Educación y Desarrollo
FFT	Food for Training
FHH	Female Head of Household
FFW	Food for Work
FNUAP	Fondo de Población de las Naciones Unidas
FSLN	Frente Sandinista de Liberación Nacional
FUNDAC	Fundación de Apoyo Comunitario
GAF	Gender Action Fund
GAP	Gender Action Plan
GDP	Gross Domestic Product
GOC	Government of Colombia
HCI	Household Coping Index
HQ	Headquarters
IP	Implementing Partner
IPRSP	Interim Poverty Reduction Strategy Paper
ICBF	Instituto Colombiano de Bienestar Familiar
ICRC	International Committee of the Red Cross
ILSA	Instituto Latinoamericano de Servicios Legales Alternativos
INCORA	Instituto Colombiano de Reforma Agraria
IDG	Índice de Desarrollo de Género
IDP	Internally Displaced Persons
IDH	Índice de Desarrollo Humano

Kcals	Kilo Calories
LOU	Letter of Understanding
MAP	Management and Appraisal of Performance
MDE	Ministerio de Educación
MDH	Ministerio de Salud
MOU	Memorandum of Understanding
NGO	Non-Governmental Organisation
NPA	National Plan of Action
OCHA	Oficina de las Naciones Unidas para la Coodinación de Asuntos Humanitarios
OEDE	Office of Evaluation in WFP Headquarter
ODM	Operational Department Managua
ODT	Technical Support Service
OLC	Latin America and Carribean Region
ONG	Organización Non-Gubernamental
OMS	Organización Mundial para la Salud
OPSR	Operación Prolongada de Socorro y de Recuperación
PAM	Plataforma de Acción Mundial de Beijing
PAH	Plan de Acción Humanitaria
PEM	Protein Energy Malnutrition
PRRO	Protracted Relief and Recovery Operation
PSA	Programme Support and Administration
PNUD	Programa de las Naciones Unidas para el desarrollo
RGA	Regional Gender Adviser
RN	Recuperación Nutricional
REPEM	Network of Popular Education for Women
RPA	Regional Programme Adviser
RSS	Red de Solidaridad Social
SAC	South American Cluster
SRP	Structural Reform Programme
SSA	Special Service Agreement
SNAIPD	Sistema Nacional de Atención Integral de Población Desplazada
UAESPNN	Unidad Administrativa Especial des Parques Naturales Nacionales del Ministerio de Medio Ambiente
UMATA	Unidad Municipal de Asistencia Técnica Sector Agropecuario
UNAD	Universidad Nacional Abierta y a Distancia
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Women's Fund
UNSECOORD	United Nations Security Coordination
VAM	Vulnerability Analysis and Mapping
WB	World Bank
WFP	World Food Programme
WHO	World Health Organisation
WO	Women's Organization

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Districts of Colombia and current operations of WFP in Colombia

Executive Summary

Colombia was selected as one of five country case studies – Colombia, Mali, Pakistan, Sudan and Sri Lanka – for evaluating established processes and institutional mechanisms that facilitate application of WFP’s Commitments to Women (CW) 1996-2001 within WFP operations. A common methodology for applying key issues regarding the relevance, achievements and impacts of the CW in a national context had been previously developed and tested in Pakistan.

WFP is working under difficult ground conditions in Colombia resulting from 30 years of civil war and political unrest. The ongoing internal armed conflict and existing social injustices pose obstacles to Colombian’s agricultural, economic and social progress and create continual internal displacement among the population. These circumstances limit potential for sustainable growth and poverty reduction in Colombia and seriously endanger household food security status through immediate loss of resources and income opportunities. This particularly affects the indigenous population and marginalized farmers in degraded environments, the target population of WFP.

Disadvantages resulting from the war are often gender-specific. Men are the main victims of mortality as a result of war, but women frequently suffer sexual abuse by armed men who deliberately and continually disregard international humanitarian rights. Apart from being victims of rape and other forms of sexual abuse, women in situations of displacement are often suddenly left as heads of households because of the deaths of male family members. They are ill equipped for this sudden, forced transition. In this situation, the existence of the CW is essential in addressing the needs of displaced women and their children and providing immediate humanitarian and food aid and creating opportunities through participation and empowerment for women’s improved access to income and markets during recovery from their traumatic situations.

WFP’s CW are compatible with the overall policy of the Government of Colombia and the Beijing Plan of Action for Women in directing resources to internally displaced populations. Application of the CW was constrained, however, by the absence of a specific policy on women under the current Government (1998-2002) and the lack of experience of a gender approach among WFP’s principal counterpart institutions – the Social Solidarity Network (RSS) and the Colombian Institute of Family Welfare (ICBF). These public institutions are officially appointed to address the needs of displaced populations, but they adopt humanitarian rather than gender-based or empowerment approaches that require permanent advocacy of WFP’s CW. The Ministry of Environment (UAESPNN), however, the counterpart institution of WFP’s Ecoandino Programme, has made progress in integrating gender aspects into their programmes as a result of WFP’s active promotion of the CW.

Within WFP’s mandate to combat hunger and achieve food security, the CW facilitated programme operations. The reality is that women demonstrate more flexibility, willingness and strength in coping with the loss of physical and social assets and normally assume more responsibility for household food security and care of children.

WFP is currently implementing three programmes in Colombia. These are PRRO COL 6139 (2000-2003) and two development programmes: Sustainable development Ecoandino COL 5738 (1999-2003) and the phasing-out programme Promotion of socio-economic activities and protection of environment in indigenous communities, COL 2740 (1995-2002).

Several **institutional mechanisms** have been used by the country office to apply the CW in **mainstream gender issues**, with the following results.

- Gender action plans (GAPs) have been formulated very differently since the CW were introduced in 1996. The first GAPs in 1996-99 were of limited use in applying the CW, because they consisted mainly of lists of requirements for general gender training. The main constraining factor was lack of guidance and experience in designing appropriate gender-specific activities and related measurable indicators to follow up the CW. GAP 2000 integrated specific objectives and indicators on gender issues; the current 2001 plan was converted into a gender-mainstreamed working plan for overall WFP operations. Specific reference to the CW would be more explicit, however.
- Gender Focal Points (GFPs) were first appointed in 1997. They were female national programme officers who gained gender experience largely through their work; they also received regional gender training to familiarize themselves with the CW. In 2000, GFP duties were assigned to all national officers and coordinators of suboffices. This sharing of responsibilities and workloads facilitated implementation of the CW and encouraged many WFP staff – men and women – to emphasize gender issues during programme operations.
- Management and Appraisals of Performance (MAPs) are designed for individual planning and performance of programme activities for all WFP staff, but none of them mentioned the CW explicitly, which has to be considered as a lost opportunity to create more accountability in following up implementation of the CW.
- The overview of gender-related training revealed that a small percentage of programme staff had received relevant training financed by the Gender Action Fund (GAF) or regular programme budget lines. Most of the staff were new at the time of the evaluation and had gained experience in dealing with gender issues during previous employment. WFP systematically applies the criterion that new staff must have previous experience in gender issues. Hiring well-trained people boosted gender capacities in planning and programming within the team and collaborating organizations.
- Helpful guidance was provided by the previous Regional Gender and Programme Adviser, who held seminars, published material on gender and offered support in formulating programme proposals.

The applied **programme mechanisms** revealed the following results.

- Programme documents emphasized general problem analysis, beneficiary needs and objectives rather than specific assessments of gender disparities or the CW. Very few documents explicitly target dealing with the CW, although many CW components are operationalized in the different programmes. Women are targeted through specific programme designs. Some Ecoandino plans of operation stressed women's empowerment and control over assets. The PRRO developed a useful *Manual of Operations* dealing with guidelines for women participating in WFP processes. Greater emphasis should in general be given to the activities and indicators expected to contribute to the CW.
- Monitoring processes are implemented in all the programmes and vary according to programme approaches and activities. Lack of baseline surveys hinders the definition of benchmarks that would enable regular evaluation of the achievements of the CW. Absence of an adequate monitoring system was also criticized by the staff. Collection of gender-disaggregated data has improved significantly – it is partly set out in the

PRRO *Manual of Operations* – but no systematic analysis of achievements or impacts regarding women’s participation or their changing role at family or community level could be identified.

- A review of the funds allocated for gender-related action or implementation of the CW shows that the greater part comes from regular programmes; a much smaller amount comes from GAF. These funds were largely spent on assessment and gender-awareness planning rather than on monitoring the gender impact of WFP operations.

The following summarizes the **achievements and impacts of implementation of the CW**.

- Women and girls have increasingly been addressed through the direct provision of food. The expression “women’s control of food entitlement”, as set out in Commitment I, has to be interpreted as an access indicator at the household level. Transparency regarding how much food is given to a household could be improved either when food is prepared and provided at community feeding centres, restaurants or schools, which are organized by women and community volunteers, or when women are present during delivery of WFP food rations. As revealed in monitoring data such as the Ecoandino Annual Report (2001), there were higher percentages of women as recipients of food as opposed to beneficiaries of programmes such as a food-for-work (FFW) activities. Women’s control over family entitlements could be ensured in most WFP activities.
- Information is limited as to how the food received by women is distributed and used in households. It was thus difficult to evaluate the extent to which food was utilized by those family members most in need. Only distribution of prepared food, for example in preschool and school feeding programmes, can be measured, because it has a direct measurable nutritional impact, as compared with distribution of raw food rations to WFP’s target population during FFW or food-for-education (FFE) programmes.
- Although women’s participation on food-aid and supervision committees has increased drastically (Commitment II), and food-aid management by women and men has been organized successfully, women’s involvement in food-committee tasks alone will not lead automatically to their participation in broader community decision-making processes, nor will it change men’s and women’s roles at the domestic level.
- A quantitative estimate of assets controlled by women in terms of legal ownership of land and houses was extremely difficult because of the unfavourable legal environment and lack of cultural acceptance regarding this issue. This Commitment was perceived to be of great use in overcoming the “charitable” character of the food aid operations and moving towards a development approach that included the empowerment of women. This has been successfully implemented through partnerships with institutions that pursue the same goals as WFP, such as food security, socio-economic stabilization and gender equity.
- Recruitment of gender-aware staff has been implemented and quotas achieved regarding the United Nations goal of having more than 50 percent of programming and management positions staffed by women. The requirement for disaggregated data is a principle of WFP and is in line with the CW. However, more detailed gender-specific information is not systematically analysed in WFP or by its counterparts. Information gaps are identified at the level of gender-related food distribution and utilization patterns in households, in participation and empowerment processes at the community level or within organized groups of displaced people and in institutional procedures to give women control of created assets.

The main recommendations for translating the insights into strategies, and approaches for formulating Enhanced Commitments to Women (2003-2007) are set out below.

- The highly successful gender mainstreaming approach through appropriate staffing and theselection of gender-aware organizations such as non-governmental organizations (NGOs), women's networks and the university, designed to establish strategic alliances for food security and empowerment of women should be continued and developed. The CW should provide guidance on incorporating gender criteria into ongoing programmes of WFP and partner institutions.
- Accountability regarding the CW could be strengthened through systematic use of institutional mechanisms, particularly MAP. Consensus on a set of indicators regarding the CW should be negotiated with counterparts and reflected in Memoranda and Letters of Understanding (MOUs and LOUs) and plans of operation, if such indicators are intended to increase counterparts' responsibility for applying the CW. Interagency meetings, such as the roundtable of United Nations agencies to coordinate measures concerning displacement, should be used for advocacy.
- A communication strategy for interpreting the CW and mainstreaming them in ongoing programmes, along with an advocacy approach for partners, should be developed and applied to all programme and support staff to create greater awareness and accountability in following up the CW.
- Gender approaches should include activities that address men as well as women if sustainable changes of roles at household and community levels are to be expected. Women's empowerment is possible only with the acceptance and understanding of men, who should be involved in all gender-related training. This could secure men's support for promotion of women's involvement in decision-making at family and community levels. Regarding the long-term nature of increasing the structural participation of women in society, the opportunities and responsibilities for women initiated though WFP's food-aid mechanisms should continue to be supervised after WFP assistance is completed, for example through NGOs, municipalities or community-based organizations.
- Selection of suitable partner institutions is crucial to improving accountability among counterparts and implementing institutions and to combining gender and food security issues. This should be reflected in the CW.
- There should be clear definitions of concepts and indicators in all programme operations. Gender-specific and gender-related information is being collated regarding the number of men and women who benefit from WFP activities. Missing qualitative and quantitative information should be systematically collected to determine the extent of women's participation in the empowerment processes or food-security issues initiated in households. Baseline surveys to define indicators and benchmarks for evaluation purposes are essential, though expensive and time-consuming.
- Success in achieving the CW will depend on conditions in Colombia, on the institutional setting and on the willingness of the new Government of Colombia (2002-2006) to facilitate implementation of the CW in line with the commitments ratified in Beijing. New guidelines and policies in WFP should reflect clear strategies and common working plans with counterparts, including responsibilities for following up commonly identified quantitative and qualitative indicators regarding the CW.

1. INTRODUCTION

1.1 Background to the Evaluation of WFP's Commitments to Women 1996-2001

WFP has an institutional obligation to evaluate the outcome of CW¹ policy and provide an element of accountability to the Executive Board, its own staff and other stakeholders. Such an evaluation is an opportunity to identify lessons learnt and improve future policy formulation and programming.

Evaluation of the CW had the following objectives:

- i. assess the extent to which the CW have been achieved;
- ii. assess their effectiveness, impact and sustainability;
- iii. formulate recommendations for WFP's Enhanced Commitments to Women 2003-2007; and
- iv. provide accountability to the Executive Board.

The evaluation includes all policies, activities, mechanisms and programme/project implementation undertaken by WFP during 1996-2001. It examines the ways in which implementation of the CW has affected WFP's operations, staff and beneficiaries in five countries. The country case studies in Colombia, Mali, Pakistan, Sri Lanka and Sudan were proposed by field staff during the Consultation Workshop on the Enhanced Commitments to Women 2003-2007, held in Rome in December 2001. Annex II presents evaluation issues addressed in the country case studies.²

It is standard practice at WFP to commission independent consultants to undertake evaluations. The team leaders of the country case studies in Colombia, Mali, Sri Lanka and Sudan, the responsible OEDE Evaluation Officer and a national consultant undertook the joint evaluation in Pakistan from 3 to 17 February 2002. The aims were to test the relevance of the key issues and develop a common methodology to be applied subsequently in the selected countries.

This report presents the outcome of the country case study Colombia, conducted from 5 to 27 March 2002.

1.2 Country Case Study Methodology and Implementation

Evaluation of the CW involved several steps.

- (a) A request was sent in advance to the Colombia country office to prepare the itinerary, briefing notes and documentation on programme activities and institutional mechanisms. The intention was to ensure effective resource management during the evaluation (see Annex III). The country office prepared an impressive archive of gender-related documents: appraisals, case studies, correspondence with counterparts, United Nations agencies and Operational Department Managua (ODM), operational plans and other briefing material dating back to 1996. All this facilitated immediate cross-checking and analysis of the perceptions of the people interviewed.
- (b) The full team first met in Bogotá, where individual interviews and a workshop with all WFP staff were undertaken to obtain insights into staff perceptions of the CW (see Annex IX). The outcome allowed formulation of more specific questions regarding introduction of the CW in Colombia. It was emphasised that the nature of the evaluation meant that the team would focus on the effects of the CW on WFP operations; it would not evaluate the performance and impact of programme activities themselves. This was difficult to communicate to WFP staff and other stakeholders. The staff had expected the assessment to focus on the overall progress of programme activities, not just on application of the CW within the activities. This difference of interests was ongoing.

¹ See Annex I.

² The country offices concerned agreed to be among the five country case studies.

(c) There were interviews and meetings in Bogotá with stakeholders during the first week, from 6 to 12 March 2002. These included:

- all governmental counterparts: Red de Solidaridad Social (RSS), Instituto Colombiano de Benestar Familiar (ICBF) and Unidad Administrativa Especial des Parques Naturales Nacionales del Ministerio de Medio Ambiente (UAESPNN);
- NGOs: Taller de Vida, Agencia para el Desarrollo de la Amazonía (ADA) and [Liga de Mujeres por la Paz y la Libertad (LIMPAL);
- United Nations agencies: UNHCR, UNDAF and the United Nations Women's Fund (UNIFEM); and
- the National University of Colombia.

The team was accompanied by the WFP Regional Programme Adviser (ODM) as a resource person, which was helpful with sharing CW-related concepts and institutional issues (see Annex XI).

(d) From 11 to 21 March, the team visited programme activities and ongoing WFP operations in Colombia (see Annex IV). There were field visits and interviews with representatives of local WFP partners, women's organizations and committees of beneficiaries in Cartagena, Montería and Apartadó, where the team was cleared to travel by local security authorities. The team visited PRRO projects only. No field visits were possible to the rural development projects, Ecoandino and the Indigenous Project, because travel restrictions and a deteriorating security situation made them inaccessible. Colombia is categorized at level II (partly III) by United Nations Security Coordination (UNSECOORD). The evaluation field visits were therefore limited to urban PRRO beneficiaries.

(e) Meetings with RSS and with WFP staff at the end of the study proved an effective way of presenting and discussing the main findings. During the debriefing workshop with all WFP staff, the team took the opportunity to present the draft Enhanced Commitments to Women 2003-2007 provided by the Strategy and Policy (SP) Division of WFP Headquarters. The aim was to involve local staff in the adjustment of the presented outcomes and outputs of the country-office workshop held in December 2001 in Rome. The team prepared a Spanish version of the main findings and recommendations³ to guarantee transparency for local counterparts and WFP staff, because of the obligation to provide the final report on the Country Case Study Colombia to Headquarters in English.

2. COUNTRY CONTEXT

2.1 Food Aid Context

Colombia is a country of contrasts. As a medium-/low-income country⁴ with a strong human resource base and rich biodiversity, Colombia could have achieved substantially higher growth rates and poverty reduction⁵ if it had not suffered from more than 30 years of civil war and armed conflict between military, drug-mafia and paramilitary groups and two Marxist guerrilla organizations. Colombia is still in open conflict; recent peace talks broke down. This unsolved civil conflict poses the biggest obstacles to agricultural production and social processes. The national economy is deteriorating, which results in continuous displacement of the population and abandonment of productive land all over the country.⁶

³ *Ayuda Memoria*, Evaluation Team, Bogotá. 1 April 2002.

⁴ GDP per capita in Colombia is US\$2,392. UNDP, 2000.

⁵ In Colombia, 68 percent of the population of 42 million live in poverty and misery. Sarmiento, A. *El Tiempo*, Misión del Departamento de Planeación Nacional (DPN), Febrero de 2002.

⁶ In Colombia, there are between 500,000 and 2 million internally displaced persons. UNCHR, 2002.

Although economic growth indicators have increased since the 1980s, and although Colombia's structural-adjustment programme has been applied since 1990, economic stabilization has changed drastically since the Latin American economic crisis started in 1997. Colombia has to import even basic food items such as wheat and maize and depends on foreign food aid and humanitarian programmes.

WFP and the International Committee of the Red Cross (ICRC) play an important role in the food-aid sector, providing food rations to displaced populations through RSS, which is one of the principal counterparts of the Colombian Government. The political organization for WFP and ICRC is the National Development Plan for Displaced People,⁷ which focuses resources to vulnerable and registered persons in situations of displacement, especially women and children as the most in need. ICBF is WFP's second principal public counterpart; it addresses mainly mothers and children because of their vulnerability. The Government's previous poverty-reduction activity was converted into a strategy to assist displaced persons irrespective of their socio-economic situation.

ICRC is financing basic food packages provided through RSS up to a maximum of 90 days. WFP attends to those who have received initial humanitarian aid and works with people in transition, who are still coping with emergency but are looking for new housing and income opportunities to survive in their new areas. WFP's current engagement is certainly in line with the national strategy for displaced people and plays a part in general poverty reduction. Within its mandate to combat hunger, WFP focuses on assisting the affected population through capacity building and asset creation⁸ towards sustainable food security at the household level. The Colombian Government has no explicit food-security policy to tackle inadequacies in food production, access to food and utilization of food at national, regional and household levels. UAESPNN nonetheless maintains a WFP-supported fund for food-security activities and productive projects.

Although malnutrition among children under 5 has decreased significantly in the last three decades,⁹ recent studies have revealed that displacement causes extreme food shortages and has negative effects on nutritional status. The recently published WFP study, *Food Needs Assessment in Displaced Populations*,¹⁰ shows that displaced persons have food equivalent to only 1,752 kcal available for daily consumption -- energy requirements for emergency-affected populations are about 2,100 kcal per day - - and that they need food aid particularly between 4 and 24 months of displacement, when public humanitarian programmes finish. National fertility rates¹¹, which increased from 2.6 to 4.8 in surveyed displaced populations,¹² are also alarming.

Gender gaps exist in Colombia because women suffer more than men from social and economic problems such as unemployment, conflict, unequal access to land titles and insufficient rights to participate in decision-making processes at community level. This is in contrast to other countries, where the gender gap is seen in classic disparities in education and literacy. These classic indicators are equally balanced in the Colombian population.

⁷ RSS, 1999, 2001.

⁸ See WFP's strategy on "Food Aid and Development" (FAAD), 1999.

⁹ UNICEF, *Prevalence of Malnutrition in Colombia*. Weight for age as an indicator of global malnutrition decreased from 21 percent in 1965 to 6.7 percent in 2000. Height for age as an indicator of chronic malnutrition decreased from 31.9 percent to 13.5 percent and weight for height as an indicator of acute malnutrition decreased from 3.9 percent to 0.8 percent in the same time period.

¹⁰ PMA, 2001c.

¹¹ Unit of fertility rates: Average number of children that would be born alive to a woman during her lifetime (Reference: UNDP-Glossary, 2000)

¹² UNFPA/ENDS, *Cifras de Profamilia de 2000, Análisis de Situación y Contexto Social*. Bogotá, 2002, Ojeda, Gabriel, 2001.

Unemployment has declined in recent years, reaching 20 percent in 2000.¹³ The quality of life has deteriorated drastically. Despite the acceptable factors of average life expectancy at birth—70.7 years in 1998—and adult literacy rates—91.2 percent in 1998—poor employment and overall macro-economic figures are among the reasons why Colombia is classified 68th in the UNDP Index of Human Development.¹⁴

In terms of providing food aid to displaced populations as a part of their overall programme, the most important agencies in Colombia are ICRC, UNHCR and WFP. Colombia is assisted by 16 United Nations agencies; the most relevant in terms of food security are UNFPA, UNDP, UNDAF, UNICEF, FAO and WHO. Bilateral institutions such as the German Agency for Technical Development (GTZ) and NGOs such as OXFAM support the Government and civil society in achieving food security and attending to internally displaced populations.

2.2. Relevance of the CW to the Country Context

Legal and political environment

The first recognition and constitutional establishment of women's rights was achieved in 1979 by Law No. 51 (adopted in 1981), which was based on the *International Convention against any Type of Discrimination against Women*. It was passed in order to guarantee full participation by women at all levels of public and private life, as stated in the Beijing Platform of Action. Since the early 1980s, policies have been ratified to put into practice relevant articles and decrees of the Colombian constitution. Five policies to promote women have been formulated: i) Policy for Rural Women (1984); ii) Integrated Policy for Women in Colombia (1992); iii) Health for Women – Women for Health (1992); iv) Policy for Development of Rural Women (1993); and v) Policy for Equity and Participation of Women (1994).¹⁵

A Commission on Equity and Participation of Women (EPAM) was created, and a female Minister of Environment was made responsible for following up application of the policy. She was supported by a Secretary of Women and Gender. The National Direction of Equity of Women¹⁶ was established in June 1995 as part of the Development Plan 1995-1998 and became the official body for planning, monitoring and coordination of all equity and gender concerns.

Since a more conservative government came to power in 1998, Colombia has regressed in terms of institutionalizing the promotion of women. In June 1999, the Government downgraded the National Direction of Equity for Women (DINEM) to the Council for Women,¹⁷ reducing its administrative and financial autonomy. The council's recent Plan for Equal Opportunities¹⁸ has remained unratified by Congress, partly because of parliamentary elections in March 2002. The previous Office for Rural Women within the Ministry of Environment and its regional offices responsible for integrating gender perspectives in rural development have been closed. Gender issues are mainstreamed through the National Planning Department.¹⁹

In 2000, the Government nevertheless ratified Law 581, called the “law of quotas”, which aims to guarantee recruitment of women for 30 percent of posts at high administrative and management levels in public institutions. As the Human Development Report 2000 revealed, only 25 percent of women hold high-level political posts in the cabinet, and women constitute only 16.7 percent of administrative department employees.

¹³ HERRERA, B. *Colombia – Inserción en la globalización*. Universidad Externa de Colombia, Bogotá, Febrero 2002.

¹⁴ UNDP. *Desarrollo Humano*. Colombia 2000. DNP Misión Social. Bogotá, May 2001

¹⁵ CONPES, *Política de Participación y Equidad para la Mujer*. Documento 2726, 30 Agosto 1994.

¹⁶ DINAM, 1997.

¹⁷ Presidencia de la Republica, 2001, Decree No. 1182, 29 June 1999, which defined the “Consejería para la Mujer”.

¹⁸ DINAM, 2001.

¹⁹ DNP.

Other negative consequences are visible in reforms of Law 294, relating to the handling of intra-family violence. Adapted from Law 575 in 2000, this reformed law shifts responsibility for protecting women in violent situations from family judges, acting as juridical authorities, to family commissioners, who have no judicial power to penalize. The Women's Network considers that these changes have serious consequences for the protection of women and has pointed out the challenge to international institutions to advocate in this area.

Women's situation in Colombia

The following indicators demonstrate the current situation of women in Colombia, and the most important gender disparities.

- ❑ Global Participation Rate (TGP) of women (2000): 50.16 percent.
- ❑ Unemployment among women (2000): 22.9 percent (national average).
- ❑ Unemployment among women in seven metropolitan areas (2000): 24.5 percent; unemployment among men in the same areas (2000): 16.9 percent.
- ❑ Unemployment among women in rural areas (1999): 19.3 percent; unemployment among men (1999): 7.3 percent.
- ❑ Female-headed households in Colombia (1998): 24.4 percent of all households.
- ❑ Family income: 25 percent higher for men than for women.
- ❑ Maternal mortality rate (1991-1995): 93.7 per 100,000 live births.²⁰
- ❑ Abortion is the second most important cause of maternal mortality, accounting for 18.6 percent of deaths; 30.3 percent of women aged 15-55 who had experienced at least one pregnancy reported that they had had an induced abortion.
- ❑ Family violence against women: two out of five women reported that they had been subjected to physical aggression by their husbands or partners.²¹
- ❑ Illiteracy rates are still high, but the 1999 rates for rural women – 18.5 percent – and rural men – 17.9 percent –²² are similar. There are regional disparities, however: the Department of Chocó reports that 22.8 percent of rural women over 15 are illiterate.
- ❑ Access to credit is very unbalanced between women and men: in 1999 and 2000, women received 16 percent of credits paid, while men received 84 percent (Agrarian Bank of Colombia). .
- ❑ Access to land titles: 44 percent of titles are in the names of men, 28 percent in the names of women; 26.7 percent are in both names.

Gender gaps are apparent in income disparities, unequal participation in political and social decision-making processes and unequal access to and control over assets and resources such as credits and land titles. Women are affected more than men by armed conflict and the violent environment in Colombia.²⁴

In this context, the CW are highly relevant to the rights of women in Colombia. The CW were helpful in the Colombian context, because they helped WFP to apply the humanitarian mandate on food security by providing food aid directly to women and created opportunities for women to participate in decision making processes at family and community level (see Chapter 5).

2.3. Interagency Activities

Initiatives of United Nations Agencies

²⁰ FNUAP, 2001.

²¹ PROFAMILIA, 2000.

²² DANE, 2000.

²⁴ Bella, M. N., 2002.

Various United Nations agencies in Colombia²⁵ constitute a coordination group called the Mesa Temática de Desplazamiento (GTD), which meets regularly. It has been operating under UNHCR leadership since 2000. The recently published survey of the displaced population²⁶ revealed that the actual humanitarian crisis involves not only displaced people but the whole civil population, victims of armed conflict and civil war. The conflict prevents the general population from moving freely and safely, which results in heightened aggression and deprivation especially in urban centres. In this context, the interagency group has prepared a common Humanitarian Action Plan,²⁷ with the objective of establishing the access to and the application of human rights as principles of humanitarian aid. In order to attend adequately to groups suffering in different ways from the war-related crisis, GTD is currently designing an approach that will differentiate groups within their programmes by age, ethnicity, gender and location – whether rural or urban. This does not provide new programmes; it should be seen as a coordinated United Nations approach to combating food insecurity through alliances with the Government, civil organizations and self-help groups.

Initiatives of NGOs

In Colombia, activities in the social sector are coordinated by various networks of women's organizations and by international NGOs. Recently, they have worked increasingly in partnership with public institutions. The most important network, Confluencia Nacional de Redes, consists of the main organizations working on women's and human rights, including:

- the National Network of Women;
- the Colombian Network for Sexual and Reproductive rights;
- the Network of Popular Education for Women (REPEM);
- rural women's network organizations;
- round tables of working women and economy;
- women and habitat organizations;
- the Organization for Political Participation for Women ;
- the Foundation for Strengthening Communities (FUNDAC); and
- Catholic Women to Fight for the Right to Decide.

Several women's organizations have been established in addition to these as a result of the exceptional situation of women suffering from conflict and displacement. These include the Asociación Nacional de Mujeres Campesinas Indígenas en Colombia (ANMUCIC), the Collective María María, and the Liga de Mujeres por la Paz y la Libertad (LIMPAL). There are also movements of women protesting against war.

WFP has recently initiated partnerships with some of these organizations to respond more appropriately to the problems of displaced populations on the outskirts of urban centres, which include a high proportion of women. WFP defined criteria for selecting NGOs, including clear gender approaches or explicit integrated food-security objectives.

3. OPERATIONALIZING THE COMMITMENTS TO WOMEN BY WFP COLOMBIA 1996-2001

3.1. Brief Overview of WFP-assisted Operations²⁸

²⁵ Under UNDAF, there are four thematic coordination groups, of which one is the thematic group on displacement. The following United Nations agencies are members: UNHCR, UNICEF, UNDCP, UNDP, WFP, WHO, OIM, OACNUDH, UNFPA, FAO and the World Bank. A gender subgroup was formed.

²⁶ UNHCR, *Consulta con mujeres desplazadas*, Bogotá 2001

²⁷ Plan de Action Humanitaria.

²⁸ See Annex V.

In Colombia, WFP provides food aid assistance to the families of poor farmers, the poorest households headed by women, indigenous and Afro-Colombian populations and people displaced by conflict and violence in the countryside. WFP has operated in Colombia since 1969, providing food rations to people in emergency, hunger or recovery situations after natural disasters and as an investment for developing physical and social assets for sustainable household food security.

WFP has implemented 27 projects with an overall value of US\$135 million. Seven projects correspond to emergency aid with an overall value of US\$6.3 million, there was one PRRO costing US\$8.9 million and 19 development projects with an overall value of US\$119 million. WFP currently has three programmes, with an overall value of US\$22 million in food-aid equivalents.²⁹ Two EMOPs were implemented in 1999.³⁰

I. Protracted Relief and Recovery Operation COL 6139

This programme was approved in 1999. It was extended from July 2000 to July 2002, and recently to July 2003. The programme was designed to assist people in situations of displacement resulting from violence. Some 227,000 beneficiaries are targeted through food aid and complementary activities – education of preschool and school children and capacity building to contribute to social stabilization and improvements in displaced populations. Modalities for distributing food to affected households include food for work (FFW) and food for training (FFT), food packages for nutritional recuperation, complementary feeding of expectant and nursing mothers and preschool and school feeding in populations with high levels of displacement.

The programme objective is to focus resources in rural areas on small and medium-sized municipalities. There is a commitment to strengthening women's participation in planning and management processes of WFP operations, with a view to strengthening their roles in the community. Map 1 in Annex XIII shows how resources and projects are focused regionally.

II. Promotion of Socioeconomic Activities and Protection of Environment in Indigenous Communities COL 2740

Programme activities started in the early 1990s and were extended several times. The current programme started in 1995 and will end in April 2002. WFP assistance through COL 2740 strengthened the socioeconomic conditions of 15 indigenous ethnic groups in nine states (departamentos), using an integrated, food-supported development approach. Natural resource management activities were assisted with FFW; income generation was promoted through microcredit schemes and training. The following objectives were pursued:

- construction of social and productive infrastructures in the communities;
- rehabilitation of degraded valleys and water-catchment areas;
- promotion of employment and indigenous micro-entrepreneurs; and
- increasing participation in community decision-making by indigenous populations.

WFP provided 50,000 mt of food items. Some 304 indigenous communities benefited from the operations.

III. Sustainable Development Ecoandino COL 5738

The programme was approved by the WFP Executive Board in June 1998,³¹ but was not implemented until December 2000. Designed for three years and with an overall value of US\$5.3 million, the Ecoandino programme provides food assistance to 5,250 families living in areas surrounding four national parks under the protection of the Ministry of Environment. The main objective is to help families in ecological buffer zones of the parks to conserve soil and natural resources through sustainable management in order to achieve integrated food security. Special attention is given to women because of their high commitment to protecting resources and nature and their strong business abilities and efficiency in credit use.

²⁹ WFP Internet homepage: WFP-Colombia

³⁰ PMA, 1999d.

³¹ PMA, 1998b.

Completed WFP Programmes

WFP's past operations in Colombia include IRA COL 6104 and EMOP COL 6108, an immediate response to the 1999 earthquake in the state of Armenia. A ten-year programme of rehabilitation of small farmers was completed in 1999. This provided 22,000 small farmers and their organizations with food aid, training and organizational development activities to strengthen local associations and farmers' organizations in eight states.³²

3.2. Evolution of the implementation of the CW in Colombia³³

The country office started to design and integrate gender-related activities in 1996 through the introduction of the CW. The timeline in Annex VIII shows the steps to develop the CW in ongoing WFP operations. Inexperience in gender awareness among country office staff at the outset led WFP to contract a consultant to develop recommendations for applying the CW in the office. More female staff and gender-aware cooperating partners were engaged in the first year and institutional mechanisms such as GAP and GFP were established. Women were direct recipients of food, as stated in Commitment I. Transparency with regard to the amount of food households receive could be improved if women were present when WFP delivered food rations, even if husbands were participating in a WFP operation. Key informants have reported, however, that guidance and institutional advice from Headquarters on applying the CW were lacking.

Implementation of the CW in Colombia was facilitated by discussion of gender equity resulting from the Beijing Platform of Action and favourable policies relating to women (see Chapter 2). Between 1997 and 1999, training workshops were carried out and gender perspectives were discussed in the Latin America and Caribbean region. Attention was given to assessing gender roles and the situation of women in WFP target groups in the light of case studies supported by the country office. Although gender perspectives were integrated step-by-step while learning from experience between 1996 and 1999, a real change in gender mainstreaming first became apparent in 2000. These in-depth changes in gender mainstreaming were initiated with such success because the current Country Director was previously the WFP Gender Adviser at Headquarters.

Distribution of responsibility for GFP tasks to national officers and suboffice coordinators was an important gender-related institutional change in terms of implementation of the CW. The accountability of each programme officer has increased significantly; the work is shared by several programme staff.

The resulting gender mainstreaming facilitated linking aspects of the CW, such as increasing decision-making by women through women's food and supervision committees in relation to food security activities or the objective to combat hunger. A detailed discussion on mainstreaming the CW is presented in the next chapter.

4. MAINSTREAMING THE CW IN WFP-ASSISTED OPERATIONS IN COLOMBIA

4.1. Institutional Mechanisms

a. Gender Focal Point

The first GFP, a woman, was appointed in 1997 in line with WFP's Gender Guidelines on implementing the CW.³⁴ Between 1997 and 1999, GFP duties were added to the activities of two further national programme officers. They reported that GFP tasks are not a full-time assignment and could be integrated into ongoing activities without overloading.

³² See www.WFP.org/Country_brief/americas/colombia/projects

³³ Annex VIII.

³⁴ *Gender Guidelines*, WFP, 1995.

Training and gender-related workshops, such as the one in Quito, Ecuador, were provided to GFP and counterparts to familiarize them with gender-specific planning procedures and to share experience of field operations. No specific training on implementation of the CW was provided to GFP or mentioned in the job description; experience was gained through actual work.

In the context of active gender mainstreaming from 2000 on, GFP tasks were distributed to all programme and coordinating staff of the three main WFP operations, the PRRO, Ecoandino and the Indigenous Programme. This approach was generally recognized as advantageous for implementing the CW and making staff aware of gender as an integral rather than incidental programme approach, and not a specific task for women.

Support by senior staff was enhanced from 2000 by the presence of a Country Director who had gained in-depth experience of gender in other United Nations agencies and particular knowledge of the CW as gender adviser at Headquarters.

b. Regional Gender Adviser

The previous regional adviser had been part of the gender task force and representative for Latin America in the WFP Beijing Conference delegation in 1995. She encouraged and supported meetings and workshops³⁵ on gender issues for the region and the Fourth World Conference on Women.

In 1998, two senior gender advisers at WFP Headquarters were responsible for overseeing implementation of the CW, working in collaboration with the ODT Gender Task Force. Policy guidance was provided, funds were raised and allocated and progress in achieving the CW was reported. In September 1999, the regional office in Managua, with support from the OLC country offices, planned and carried out the regional gender workshop in Las Tunas, Cuba, at which GFPs from all the country offices in the region were tasked with analysing the limitations, challenges and accomplishments to date in meeting the CW and identifying mechanisms that would enable full compliance by 2001.³⁶

From 1999 to 2001, there were three regional staff members providing support and guidance on gender issues: one full-time regional gender adviser (RGA) based in Managua and focusing primarily on Central America and the Caribbean, her Managua-based alternate and one senior programme adviser based in the Lima South America Cluster (SAC) office and covering the four South American country offices. During this time, the senior SAC programme adviser carried out several missions to Colombia, providing gender-mainstreaming support to WFP activities. A mission in May 2001, for example, suggested focusing on the food-insecurity situation of indigenous women at a conference to review women's roles in indigenous society; indigenous women's further inclusion in WFP activities was also discussed.³⁷

In 2001, changes in Bureau structure and budgetary funding required that the full-time RGA position be absorbed by a regional programme adviser (RPA). This RPA took on GFP responsibilities from January 1 2002. The RPA, who participated during the first week of the evaluation on CW as resource person, reported that about 25 percent of her work plan involved providing support on gender issues in the following areas:³⁸

- providing information on ways to mainstream gender and the CW in WFP operations;
- supporting formulation of gender-awareness policies, programmes and work plans;
- supporting regional gender processes in United Nations agencies or WFP counterparts;
- promoting advocacy strategies;
- supporting reduction of regional gender gaps and linking food security with gender issues; and
- monitoring regional work plans for 1999, 2000 and 2001.

³⁵ See ECLAC documents and reports.

³⁶ See Annex VIII; PMA 1999b; WFP 1999b.

³⁷ Musquera, T., 2000.

³⁸ See Terms of Reference for the RPA, provided by ODM, Managua, February 2002.

As part of RPA and GFP responsibilities, the RPA participated extensively in formulation of the new COL PRRO (2003-2005). The RPA/GFP confirmed that the limited regional-office budget has no funds for further regional gender training in the current biennium. Country offices are encouraged to fund such activities out of direct support costs (DSC) or find alternative funding.

An MOU between WFP/ODM and the Economic Commission for Latin America and the Caribbean (ECLAC)³⁹ to support ECLAC's project "Making Gender Indicators Available for Policy Making" is in the final draft stage. It emphasises the commitment of both agencies to develop systems of gender statistics to monitor changes in the situation of women, in particular with respect to gender gaps, and provides the framework for collaboration in identifying and updating gender indicators and incorporating them into the project database. This ODM initiative, particularly the updating of the database with current statistics, could help WFP Colombia to achieve national implementation of the CW.

c. Gender Action Plans

Colombia did not respond to WFP's 1996 request for GAPs that included strategies on applying the CW between 1996 and 2001. The reason is not known. In late 1996, however, the country office carried out a plan called the Immediate Plan for Gender Action, which identified gender training requirements for COL 2740, COL 4237 and COL 2368. It was not a plan of gender-related activities or a strategy for applying the CW that included responsibilities, timeframes and achievement indicators.

The team evaluated several annual GAPs:

- 1996: list of activities per programme;
- 1997: notes on gender needs;
- 1998-99: no GAP;
- 2000: first prepared GAP with objectives, responsibilities and budget lines; and
- 2001: detailed gender-mainstreamed annual work plan.

The first GAP mentioned broad goals or requirements for action by the country office. In contrast, the 2000 and 2001 GAPs included activities designed to achieve CW targets such as women's direct access to food through committees. Since 2001, there have been no separate annual GAPs.⁴⁰

Few of the GAPs or gender-mainstreamed work plans referred explicitly to the CW, though this is compensated by the fact that practical activities based on the CW are included. It would be constructive to determine which activities have achieved application of the CW in line with WFP's food-security goal, and to what extent, and to include specific references to the CW in country-office workplans.

d. Management and Appraisal of Performance (MAP)

Eighteen MAPs were provided in advance for analysis by the evaluation team. Although this tool was designed for individual planning and accomplishment of tasks, none of the MAPs mentioned the CW or mainstreamed GFP duties, nor did they indicate ways of contributing through planned programme activities.

The evaluation teams saw the absence of the CW from the MAP planning matrix as a lost opportunity to ensure accountability and guarantee that the CW be mainstreamed and applied. Mainstreaming should be systematically linked to activities and have specific indicators; it should not obscure the CW or gender issues.

e. Training

³⁹ ECLAC.

⁴⁰ PMA, 2000a.

A questionnaire, prepared in advance and given to staff at the beginning of the evaluation, showed that more than 50 percent of programme and support staff had received gender training or had experience in dealing with gender, participatory and gender-specific planning or gender-assessment methods. More details are given in Annex VI, including types of training and providers. The questionnaire revealed that 17 percent of the staff had received gender training funded by WFP,⁴¹ while the remainder, most of whom were new, had gained gender knowledge through NGOs or universities, financed by previous employers.⁴²

Gender awareness and experience in gender issues are among the main criteria for staff recruitment and selection of implementing partners. They are reported to be key factors affecting partnerships and strategic alliances maintained by WFP to achieve gender goals and implement the CW.

The questionnaire showed that support staff do not have sufficient gender knowledge and require training in implementing and monitoring the CW, for example how to formulate MAPs and how to adapt information systems to integrate gender-specific data. Gender training had been overlooked because it was not seen as relevant to their tasks. Gender-training gaps among support staff are also a result of high personnel turnover in the Colombia country office.

4.2. Programming Process

a. Programme Documents

Standardized programme documents for Executive Board approval exist for all ongoing and phased-out WFP operations. These include country-specific ground conditions, problem analysis, beneficiary needs, programme goals and objectives and the role of food aid and its distribution to target groups. Special reference is made to ways of responding to the needs of women and children and households headed by women, who constitute the groups most affected by violence and conflict.

In the PRRO documents, displacement data revealed the necessity of targeting women and children as victims of armed conflict and highlighted the negative effects of war on these groups. Various chapters mention giving food aid directly to these people, but few references are made to the CW. This is particularly apparent with regard to the Commitments dealing with decision-making, asset creation, control over resources and access to employment and markets. The PRRO document under review contained a detailed implementation strategy for food aid, FFW and supplementary feeding to address the requirements of women and children. Analysis showed that accountability for implementation of the CW and ways of using them as indicators of empowerment were not included in the revised document covering 2000-2002. It would have been useful to have targets relating to the extent to which programme activities could contribute to achievement of the CW as a means of providing information and encouraging staff to focus on women's empowerment and participation in programme design and evaluation.

Review of project documents revealed that all programmes focused resources on marginalized and vulnerable groups such as displaced persons, especially women and children, indigenous populations and deprived rural populations in buffer zones of national parks. The documents developed an approach to increasing access to and control of food aid among women beneficiaries, as intended in the CW.

The Country Strategy Outline (CSO) was designed for the same period as the evaluation, 1996-2001.⁴³ The CW had not been introduced when the CSO was created, so no special reference was made to them. The new CSO is still in preparation, so no comparison can be made regarding integration of the CW.

⁴¹ PMA, 1997, 1998a, 1999b,c.

⁴² Oxfam, 2000; DINAM, 1995.

⁴³ WFP, 1996^a.

b. Plans of Operations

Plans of Operations are part of the agreement between the Government of Colombia and WFP.⁴⁴ Review of the Plans of Operations of the PRRO, Ecoandino and the Indigenous Programme reveal that the CW are not mentioned as a policy based on the Beijing agreements or formulated with reliable indicators. Only the Ecoandino Plan of Operations contained a chapter on women (Efectos del Proyecto sobre las mujeres), in which the anticipated effects on income generation by women, their participation in planning and decision-making at community level and their increased contribution to natural-resource management and food security are discussed and documented in detail.

The first Plan of Operation of the Indigenous Programme – which dates back to 1990, was extended several times and will be phased out in April 2002 – targets marginalized families and indigenous communities. It does not specify women as a target group to be supported through food-aid activities and application of the CW.

Discussion with national officers revealed that the Plans of Operations are not being used as working tools; they are merely included in the agreements signed by the Colombian Government and WFP.

A very useful tool for optimizing WFP-assisted activities is the recent *Manual of Operation* for the PRRO,⁴⁵ produced by the country office. It describes procedures, criteria, selection of target groups, assessment of needs, modalities of food distribution and many aspects of the CW in a simple and practical way. It includes formats, tables and procedures for reporting gender-related data for WFP and its counterparts. All PRRO staff, especially field staff, work with this manual every day and see it as a practical standard tool.

c. Memoranda / Letters of Understanding (MOUs/LOUs)

The MOU/LOUs relating to the PRRO and the Indigenous Programme that were accessible to the evaluation team did not mention gender issues or the CW. Objectives and implementation procedures are described in detail, but generally referred to expectant and nursing mothers and children in terms of displacement. Attention is given to ensuring gender-specific documentation in the chapters on reporting.

Special contracts⁴⁶ between WFP and counterparts, NGOs or municipalities to optimize partnerships and strategic alliances with local implementing partners were reviewed. These contracts include obligations and procedures regarding programme operations and deal with CW indicators such as the role and duties of committees. Women's leadership and decision-making roles in the committees managing food aid are explicitly mentioned, but there is no statement that this contributes to implementation of the CW. Another important aspect of the agreement is the requirement for gender-specific targeting and data, which is relevant to one of the Commitments.

d. Targeting

There is no vulnerability analysis and mapping (VAM) unit in the Colombia WFP office. Programmes cannot target the most food insecure families on the basis of standard VAM indicators. External and national consultants have instead studied the regions with the highest concentrations of marginalized indigenous families, degraded areas or displaced populations. The situation of forced displacement by violence is a challenge for regional targeting. Up-to-date information about the socio-economic and nutritional situation is badly needed but difficult to obtain because the displaced groups are scattered and their movements are extremely irregular. To obtain more information about the needs of the

⁴⁴ See PlanOps Gobierno de Colombia; PMA, 1996, 1999a, 1999b.

⁴⁵ *Manual de Procedimientos para el Programa PRRO*, Bogotá, PRRO 2001; PMA, 2002.

⁴⁶ Acuerdo de cooperación celebrado entre el PMA Colombia, la ONG, la comunidad y/o municipio para la entrega de los alimentos correspondientes al componente de complementación alimentaria dentro del marco de la operación del PRRO Col 6139 – Asistencia a la población desplazada por la violencia, 2001.

population to be targeted, in 2001 a national consultant⁴⁷ undertook a food-needs assessment of the displaced population, which provided the criteria for beneficiary selection and baseline indicators for further monitoring. This preliminary work was used towards the end of 2001 to set up a VAM analysis for the second phase of the PRRO.

Displaced women and children are particularly targeted because of their vulnerability to forced displacement and because they are often socially and economically excluded. Displacement is the underlying criterion of the PRRO; vulnerability indicators such as malnutrition or extreme food shortage have been applied to design modalities for appropriate food distribution. WFP targets areas with concentrations of displaced people for institutional feeding programmes; non-registered displaced people may be included.

In recent discussions, displacement as the criterion for targeting vulnerable populations has been reconsidered for WFP-assisted projects. If women's leadership in communities is to be strengthened, for example, food-aid management should not be carried out exclusively by displaced populations but organized by the whole community in such a way as to integrate vulnerable groups supported by local actors and NGOs.

e. Monitoring and Evaluation

Monitoring data relating to PRRO, Ecoandino and Indigenous Programme activities, such as distribution of food rations or beneficiaries addressed, is regularly obtained.⁴⁸ Changes and impacts of the programmes are difficult to evaluate, however, because baseline surveys were not made at the outset to define benchmarks for comparative analysis.

Only a few indicators were defined to measure achievement of the CW. Centralized PRRO monitoring procedures, for example, involve analysis of gender-specific data only at suboffice level by field staff. These officers carry out ad hoc studies of gender and the contribution of the CW but do not systematically analyse such issues as the composition of women's committees or rotation of women's responsibilities in the committees.

Case studies on issues such as gender roles, indigenous women's decision-making and the situation of women were made throughout the period reviewed.⁴⁹ There was increased focus on assessment and understanding of gender issues and women's concerns rather than on evaluation of the CW.⁵⁰ Evaluation of the quantitative achievements of the CW is thus largely impossible at this time because of the lack of simple unified indicators.

Very little accountability regarding monitoring and evaluation of the CW could be detected by the evaluation team among counterpart structures and partners. The counterparts RSS and ICBF have, however, provided regular monitoring reports concerning the number displaced women, men, boys and girls.⁵¹

4.3. Resources to implement the CW

In-depth analysis of funds for gender-related activities such as training, meetings, consultancies and gender studies identified funds and financing opportunities during the last five years of the period reviewed. The results of budget lines and associated activities are presented in Annex X. Several activities were funded by the GAF established to implement the CW, but training and the costs of travel to workshops and meetings were financed through regular WFP programme budget lines.

⁴⁷ Trujillo, M., 2001.

⁴⁸ PMA, 2001b; PMA, 2002b.

⁴⁹ Asjál, L., 1999; Quintero, B., 1998; Musquera, T., 2000; Turbey, M., 1996; Trujillo, M., 2001; Viallreal, N., 1997. See also Annex V.

⁵⁰ PMA, 2001a.

⁵¹ RSS, 2002.

5. RELEVANCE, ACHIEVEMENTS AND IMPACT OF THE CW: FACILITATING AND CONSTRAINING FACTORS

5.1. Commitment I: Provide direct access to appropriate and adequate food

5.1.1. Relevance

All WFP staff, counterparts and implementing partners who were interviewed acknowledged the relevance of Commitment I, which aims to ensure that women control family entitlements in 80 percent of WFP-assisted activities. This is because women assume more responsibility than men in caring for children and distributing food in households. Female beneficiaries of the food committees pointed out that when rations are given to women food goes directly to the household, decreasing the risk of misappropriation. It was reported that food rations provided to men are more likely to be abused for other purposes or through people involved in the civil war.

The relevance of the Commitment is evident because two thirds of the displaced population are women and children. This should be reflected in the CW targets. The Commitment addresses vulnerable groups during displacement and recovery after emergency and with people's right to appropriate food at all times.

5.1.2. Achievements

WFP food rations are targeted to households classified as vulnerable – in Ecoandino to deprived households in buffer zones of the national parks, in the Indigenous Project to marginalized ethnic groups and in the PRRO to displaced persons, with emphasis on women and children. A WFP/RSS/ICBF regional committee for coordination⁵² selects displaced people registered in municipal offices, where local health or NGO staff screen expectant and nursing mothers and malnourished children.

The targeting criterion of displacement directs food aid to groups suffering from food shortages as a result of loss of socio-economic position, income resources and social or family relationships, not just because these people are chronically malnourished or extremely poor. This is one reason why food rations are standardized⁵³ and not differentiated according to individual nutritional requirements or the number of persons per household.

In coordination with RSS and ICBF, WFP provides food rations to contribute to daily survival during displacement for 4 to 24 months, until new income opportunities are developed and the beneficiaries are no longer receiving emergency survival packages provided by ICRC during the first three months of displacement.

Indigenous groups told the evaluation team that the standardized food items in the WFP food ration – rice, lentils, oil and sugar – do not always correspond to local food habits. The staple food is maize. The informants recognized the benefits of access to any kind of food in situations of displacement, however. The food provided was always of good quality and the informants reported that they were nutritionally advantaged by the diversified diet.

Micronutrient deficiencies are not targeted by WFP's supplementary feeding programmes. ICBF's special programme for expectant and nursing mothers and children under 2, provides 2 kg of fortified cereal-mix, Bienestarina, each month through health centres.

Micronutrient deficiencies are partly addressed, however, through a special school breakfast consisting of Bienestarina cookies and fortified juice.

⁵² Consejo Coordinador regional de la operación compuesto por PMA, RSS, ICBF.

⁵³ Basic food baskets are defined for monthly rations in the Nutritional Recuperation Programme or as FFW rations. Both are based on nutritional requirements for a family (5 persons). Relief rations and preschool and school feeding rations are individual.

5.1.3. Assessment of impact

The expression “women’s control of family entitlements” was generally interpreted as “women’s access to the food provided”, because little is known about how food is actually utilized in households. WFP programme staff stressed that control of or access to food is not equivalent to the term “beneficiary” in a WFP activity.

In all the projects visited, it was reported that women have to be present at food distributions even if husbands participate in WFP-assisted FFW activities. The PRRO manual established this criterion in its guidelines: “all operations hand over their food directly to women, whether women participate in the project activity or not, except if no woman is living in the household”.⁵⁴ In order to facilitate transport and handling of food rations by women, the suboffice in Cartagena reported that it had reduced the food packages to manageable units. This approach recognizes that women have additional workloads relating to food administration and transport. Transport problems – long distances and inaccessibility of marginalized areas – particularly affect women such as household heads who have no support from family members.

Handing food directly to women will achieve control at least in terms of transparency regarding how much and what kind of food goes to beneficiary households. It should be seen as a requirement for achieving the target of the Commitment. The process is to some extent formalized and documented – in some projects, food-aid sheets are signed by the women – as shown in the recent report of the Ecoandino project, in which percentages of female recipients of food were shown to be significantly higher than percentages of female beneficiaries of FFW activities.

For this reason, the higher percentages of male beneficiaries compared with female beneficiaries in FFW activities do not give quantitative information about how much food aid is actually controlled by women. Key informants reported that they achieved percentages higher than 80 percent by applying the criteria mentioned earlier. A clearer definition of the term “control” is required that goes beyond women’s awareness of the food rations they are entitled to. This would make it possible to take into account the effects on families of intra-household food distribution and utilization patterns.

The use of food in households is assessed by the Cartagena field office partly through simple questionnaires completed by beneficiaries after food distribution. No impact studies have been made of the effects of WFP-assisted projects on the food security situation of displaced people, because PRRO operations in the field only started in 2000. Proposed field-level monitoring activities include the three-monthly nutritional surveillance of preschool children, in which mothers participate by weighing and measuring their children. The data have not yet been sent to ICBF nor systematically analysed for further evaluation purposes.

5.2. Commitment II: Take measures to ensure women’s equal access to and full participation in power structures and decision-making

5.2.1. Relevance

There was general agreement regarding the relevance of Commitment II. WFP staff and implementing partners pointed out, however, that increased leadership and decision-making by women at community level has to be seen as a long-term goal that will require institutional support if it is to change traditional domestic roles.

Key informants concluded that provided food is suitably distributed, it could initiate three processes: new kinds of participation, new areas of responsibility and new organizational opportunities. These could only be achieved, however, in combination with complementary activities such as systematic ongoing technical advice, training and supervision of the target population through local NGOs, municipalities, women’s organizations or other community-based structures.

⁵⁴ *Manual of Operations* for PRRO, p. 14.

Major importance was attached to this commitment, in view of WFP's mandate to combat hunger. Women play a key role in household food security, and their contribution could be strengthened by ensuring that they have a lead role on local committees and by creating a community environment in which women can participate and be involved in decision-making. Key informants stated that without this commitment, insufficient attention would be given to empowering women to change traditional forms of decision-making.

5.2.2. Achievements

Food and supervision committees⁵⁵ were created in all WFP activities, with a mandate that they be composed of a majority of women. Their functions were stressed in project documents such as brochures and the *Manual of Operation*. Ecoandino reported that women constitute 67 percent of their supervision committees, while 64 percent of social mobilizers are men. Women have been integrated into FFW activities, and special attention has been given to creating conditions and projects whereby women's participation is facilitated.

More women serve on food committees than on supervision committees, even though criteria for increasing women's participation in the latter, which established that two thirds of members should be women, were established in the MOU with local partners and communities. The unique transition situation of displaced people has led to development of food distribution through Food for Education (FFE). This has been applied specifically to women to create income-generating activities such as the handicraft cooperative in Monteria, which is supported by WFP with FFE and the local Foundation for Commercialization.

Women's participation in food-aid and other committees has increased dramatically through application of Commitment II. Women have successfully participated in the handling, distribution and administration of food aid at community level or in urban centres. Involvement on food committees alone, however, will not lead automatically to participation in broader community decision-making processes, nor will it change the domestic roles of men and women. Once the WFP activities are completed, continuing organizational support by gender-aware NGOs or community-based organizations should aim to guarantee that the lessons learned through women's participation in food-aid management will not be lost.

Some key informants pointed out that empowerment processes have created conflicts within families because men were challenged in their traditional role as sole providers of the family income and principal decision-maker. Strong cultural distinctions between the roles of women and men are said to be the biggest challenge to getting women and men involved together in decision-making and negotiation in communities; long-term advocacy will be required..

With regard to Commitment II – B, which stresses the United Nations goal of gender equity by 2001, particularly in higher management positions, gender criteria were defined for recruiting more staff with previous experience in gender issues. This led to the appointment of more female staff, because gender issues are still seen as a qualification for women (see Annex VI and VII). WFP Colombia has in fact exceeded the required 50 percent quota of female professional and management staff.

5.2.3. Assessment of impact

With regard to Commitment II-A, WFP reports reflect a high rate of participation by women in the created committees: on average, 70 percent of the members are women. Beneficiaries emphasized that new opportunities for participation and networking among women's groups had been created, and that selected women's organisations had even started small-scale production projects such as the AREPA project, which is organized by seven women in Apartadó. Women involved in such groups reported improvements in their administration skills, management procedures and ability to organize project

⁵⁵ Comité de Alimentos y Comité de Veeduría, promoted by WFP for food management, organization and supervision.

activities. They could also negotiate with local authorities, because they are now less afraid to express their needs and argue for their rights.

Promotion of participation and decision-making by women in indigenous communities was reported to be a particular challenge, because social roles and tasks are bound by tradition and are very difficult to change. On the other hand, in rural communities (*comunidades campesinas*), changes could be more easily brought about if opportunities for women's participation at community level were advocated and given ongoing support.

WFP staff affirmed that Commitment IIB had a positive impact, because female recruitment was directly related to recruitment of gender-sensitized staff. Female gender-sensitized staff were easier to identify, which made it easier to engage women in higher management positions in the country office. The evaluation team noted no controversial discussion or discriminating perceptions among male staff in respect to this commitment.

5.3. Commitment III: Take positive action to facilitate women's equal access to resources, employment, markets and trade

5.3.1. Relevance

Facilitating women's access to resources, employment and markets was seen as one of the biggest challenges to implementing the CW, because WFP's ability to provide the relevant resources and advice is limited, especially in the context of the PRRO and other emergency operations.

Gender gaps still need to be reduced, which emphasizes the need to apply this Commitment. Examples of disparities include the following: female unemployment is 24 percent overall and 19.3 percent in rural areas, whereas male unemployment is 16.9 percent overall and 7.3 percent in rural areas⁵⁶; women earn 25 percent less than men; in 2000, 84 percent of credit payments were made to men; and only 28.4 percent of land titles belong to women.

Assets created with WFP support should be controlled by women, so a positive legislative and cultural environment should be promoted that effectively allocates to women legal entitlements to construct houses or cultivate farms, supported through FFW. WFP staff recognized that this Commitment was highly relevant to transforming the "charitable" character of food-aid operations and moving towards a development approach that aims to empower women. This has been achieved through partnerships with institutions that pursue the same goals as WFP, such as food security, socio-economic stabilization and gender equity.

Forced displacement has led to an immediate lack of resources, physical assets, social relationships and income opportunities in the affected households, which makes this commitment more pertinent than before, particularly for women and their children who lost everything and remain traumatized and who have no ambition to resettle.

5.3.2. Achievements

There is no Country Programme in Colombia, but two development programmes relevant to Commitments III-A/B. In the PRRO, women and girls were reached through preschool and school feeding programmes that addressed communities with large numbers of displaced persons. The PRRO, EcoAndino and the Indigenous Programme actively promoted creation of assets through FFW and FFE during the evaluation review.

Displaced women and children are the primary beneficiaries of the PRRO. Food-aid modalities have been developed to meet their nutritional needs. Preschool and school feeding programmes were implemented, targeting boys and girls under 5 and children of 6-14 from dispersed families. These are

⁵⁶ DANE, Agrarian Bank of Colombia, 2000.

the most direct forms of food aid and the most likely to have nutritional effects, because food rations are prepared and distributed with the involvement of parents, teachers and local actors supervised by committees and implementing partners. School attendance is increased, and community organization may be strengthened as a result.

Reorientation towards projects and income-generation activities for women have been successfully demonstrated in recent years. Promotion of FFE resulted in positive discrimination in favour of women, presumably because the subjects taught, such as food preparation, food management and nutritional education, were perceived as women's work.

There are no gender gaps in education greater than 25 percent, so the goals of Commitments III-A and III-B of reaching women and girls with 60 percent of the programme has not been given special attention. The evaluation team saw no evidence that special monitoring relating to these targets was designed or applied.

During group discussion of the CW with women on the food committees, little awareness was evident regarding the importance of women's control over assets. Commitment III-C aims to increase women's control over assets in more than 25 percent of projects, but this goal was not achieved. Control of physical assets must be measured in terms of evidence such as legal documents. Since the women do not have identity cards or much awareness of the importance of such documents, this goal is very difficult to achieve.

When the issue of women's control of assets was raised at meetings with counterparts, the reaction was that it was a major challenge in view of the cultural constraints. This points to the need to work on cultural and other obstacles to understanding WFP policy with counterparts first and then with the beneficiary communities themselves. It was noted that country office staff were not aware of the Executive Director's circular "Women's access to assets, including land, in WFP-assisted operations".⁵⁷

In the indigenous programme, credit was provided exclusively to women and projects generally focused on gender-specific needs. It was reported that control over assets was more difficult in indigenous communities because of the strict traditional roles of men and women, for example in relation to possession of assets.

5.3.3. Assessment of impact

In-depth socio-economic and gender-specific analysis is required to achieve this Commitment, particularly because of WFP's dependence on complementary activities by implementing partners. It must be stressed that WFP staff, counterparts and other partners need to understand this commitment and be committed to achieving it, because the evaluation mission saw it as the most challenging in terms of cultural sensitivities. It is a Commitment that will give women control over their lives and futures.

In spite of the difficulties, there are cases where women's control over assets has been achieved, such as the seven female heads of household in the Sagrado Valley, where women obtained legal title to a farm through the Instituto Colombiano de Reforma Agraria (INCORA). Most projects to create assets, such as the house-building project in Cartagena,⁵⁸ did not include legal procedures for maintaining control over the assets.

One of the biggest obstacles to women claiming land or property is that they often have no legal documents or identification cards because they have lost them as a result of forced displacement or because they did not give sufficient importance to obtaining their documents. This severely hampers

⁵⁷ WFP, 2001b. ODM shared this document with country offices in late 2001.

⁵⁸ WFP's house-building project in Cartagena was implemented by a local NGO and supported by a Swiss NGO.

negotiations with authorities regarding access to land titles in INCORA. It was suggested that contracts should be drawn up to allow ownership to pass to women after assets have been created.

5.4. Commitment IV: Generate and disseminate gender-disaggregated data and information for planning and evaluation

5.4.1. Relevance

Programme staff emphasized the importance of providing data related to sex and gender for monitoring and evaluation. At the very least, formulation of the new PRRO II and the CSO, revealed the need to maintain an information system with unified gender-related indicators for policy making and for measuring achievement of the CW. Previous programmes were not sufficiently gender-specific because their information bases were too small they lacked baseline surveys to define benchmarks for monitoring and evaluation.

This Commitment was seen to be relevant to all programme operations, in particular to improved cooperation and advocacy gender issues for integration into ongoing programmes of counterparts and implementing partners. These were insufficiently aware of the CW as part of a Platform of Action at national post-Beijing meetings. RSS and ICBF technical staff regard women and children as beneficiaries to be assisted in terms of their health and nutrition status; they do not involve women in design and monitoring of activities with a view to empowerment. A consensus among the institutions involved regarding gender-specific information systems and tools is called for.

5.4.2. Achievements

Several forms and data sheets with gender-disaggregated data have been developed by WFP, partly in collaboration with RSS and ICBF. The PRRO *Manual of Operations* contained data sheets to be filled by WFP field staff and partner organizations.

A good deal of sex-specific and gender-related information is available, but systematic analysis is still lacking in all three programmes. In Ecoandino project documentation, various gender-related data dealt with the degree of community participation and leadership of women. The PRRO monitoring report mainly analysed data on beneficiaries and food distribution patterns by sex.

At the national level, support and monitoring staff reported that follow up of women's participation in the committees is extremely limited because of high staff turnover in WFP's emergency-related activities, which justifies monitoring and evaluating these data at suboffice level.

In 2000, annual reports were designed for regular monitoring of operations and implementation of all main WFP operations.⁵⁹ There are chapters discussing the extent to which women have benefited from food rations and training, but in general the approach is to concentrate on quantitative terms, such as assistance provided, rather than on measurement of indicators of participation, decision-making or control of created assets, as in the CW - which were not even mentioned in qualitative terms to describe processes.

5.4.3. Assessment of impact

Indicators for follow-up of the CW in terms of quantity and quality are still no doubt to be defined in WFP and with counterparts and implementing partners. As far as the evaluation team could estimate, staff are aware that gender-specific information systems, formats and reporting procedures are required, which is to some extent reflected in Plans of Operation. In reality, however, little has been put into practice.

⁵⁹ These reports are promoted through the public relations unit in the country office. The first report, *Informe Annual 2000, PMA-Colombia*, was published in 2001; the second will be published soon. These annual reports are distributed to relevant institutions in Colombia and available on the Internet homepage WFP - Colombia.

5.5. Commitment V: Improve accountability on actions taken

5.5.1. Relevance

This commitment was perceived to be especially relevant and important because counterparts were seen to lack awareness of the CW and because WFP approached its tasks by working with strategic partners from the public sector or civil society.

A decision was made to emphasize two types of accountability in future programming: internal accountability among WFP programme and support staff, and external accountability through counterpart institutions and implementing partners. In line with the policy of selecting institutions with experience in gender analysis and food security, the CW are considered to be crucial in selection and recruitment at institutional level.

5.5.2. Achievements

As pointed out in Chapter 4, the CW are not reflected in the MAPs of WFP staff. Estimating accountability regarding the CW is therefore limited. Programme staff nonetheless demonstrated high levels of awareness during group discussions about the components of the CW, even though no explicit statements are made in their performance sheets.

Support staff reported that they were unfamiliar with the CW, even though gender and ways to address women in WFP-assisted programmes have been discussed internally. It was generally agreed among support staff that the CW should be discussed more and put into practice in the country office, so that practical issues can be integrated into their daily work.

WFP staff discuss gender issues in general terms rather than in relation to the CW. The same is true of counterparts and the Colombian Government. This needs to be addressed, because the CW were ratified in Beijing by all these institutions.

MOUs/LOUs did not contain sufficient reference to the CW, or define responsibilities, time frames and indicators. Counterparts tend to apply their programmes as planned to provide target populations with humanitarian aid (RSS) and nutrition and health related activities for family welfare Instituto Colombiano de Bienestar Familiar (ICBF). Representatives of the counterparts were not familiar with the CW, which had to be communicated during the evaluation. Not surprisingly, gender-related monitoring data regarding counterparts' contributions to application of the CW were not available for analysis.

5.5.3. Assessment of impact

With regard to implementation of the CW, accountability for actions taken was not sufficiently institutionalized by WFP or counterparts. Institutional and programme mechanisms have not always been helpful as monitoring tools for following up the CW. Another constraint was the lack of a data system coordinated with partner institutions that included indicators to measure CW targets and define partners' contributions to satisfactory application of the CW. As a result, assessment of accountability was limited during the evaluation. Ignorance in RSS and ICBF of the CW as a common strategy to overcome gender disparities has to be addressed in further documents and LOUs/MOUs.

6. CONCLUSIONS

6.1. Relevance

- In general terms, the CW are relevant to and compatible with the Government's policy towards internally displaced people and the Beijing Platform of Action for Women.⁶⁰ Implementation of the CW was nonetheless hampered by lack of a specific women's policy on the part of the Government and lack of a gender approach in RSS and ICBF.
- As long as internal armed conflict continues to create displacement among the Colombian population, attention has to be given to women's human rights, since 58 percent of the displaced people are women. Socially, women are subordinated, particularly indigenous women, Afro-Caribbean and poor women. Disadvantages resulting from war are often gender-specific; widespread sexual abuse by armed men is an example.⁶¹ This abuse is a degrading war tactic that deliberately disregards international humanitarian rights. These conditions could be the reason why most displaced women, but not men, are unwilling to resettle and prefer to group together for survival in new neighbourhoods on the outskirts of urban centres.
- In view of this situation, the CW are essential for addressing the needs of displaced women, creating opportunities for them to receive humanitarian aid, have access to and control over the food aid distributed and participate in decision-making, particularly regarding control over created assets.
- By attending to displaced women and systematically applying the CW in all relief and development operations, WFP combined a short-term approach - providing food immediately - and a long-term development approach - creating and controlling assets. WFP has thus changed the "charitable" nature of its emergency programmes, in which previously food security meant providing a food ration to the affected people. A broader understanding of food security that includes the CW has contributed to reducing the negative effects on the nutritional status of people displaced by war.
- Women demonstrated greater flexibility, willingness and strength than men in coping with destruction of houses, interruption of family and community relationships and loss of family income sources caused by the conflict. Women normally assume greater responsibility in bringing up and educating children. It has been shown that food directly distributed to women is shared proportionally in households. This situation calls for new approach to reconstructing social and institutional capital.
- Forced displacement generates illegal settlements on the outskirts of urban areas and excludes the affected people from social and institutional services to which they previously had access. Exclusion is exacerbated, particularly for women, by lack of documentation. The situation has traumatic effects on individuals and creates overcrowding in households that leads to more children per family and seriously endangers food security.

6.2. Achievements

- There is general consensus in WFP Colombia and its counterparts that gender issues would not have been adequately promoted without the requirement to apply the CW in all operations and programmes. The impact on WFP staff is apparent in achievements concerning gender awareness, knowledge of women's concerns and promotion of gender issues, including advocating the CW in other agencies.

⁶⁰ See: 4th World Conference on Women, Beijing, 1995.

⁶¹ Solano, 2001.

- Cooperation among counterparts, NGOs and implementing partners was seen as one of the key factors in successful implementation of the CW, because responding to the complex needs of the displaced population demanded an approach that combined resources through strategic partnerships to produce synergetic effects. This was especially true of Commitments II and III,⁶² which are concerned with guaranteeing women's participation, empowerment and access to and control over assets. Advocacy for long-term social transformation is needed for further achievement of the CW. Distributing food rations alone, without provision of complementary services by partners, would neither develop processes nor bring about changes in society.
- Key informants and beneficiaries reported positive experiences when WFP contributed food rations to projects that aimed to stimulate women's empowerment and recuperation in communities. These were displaced women of the Valle Encantado, the work of the Afro-Colombian women's organization Taller de Vida, the La Esmeralda women's organization, the socio-economic stabilization project of the ACOACOL group of displaced women in Bogota and the Bolivar Women's League, the school feeding centres in Montería and the CIPROBA inter-ethnic community. These successes were achieved with the participation of highly committed and gender-aware NGOs working in strategic partnership with WFP. Local implementing partners demonstrated a comprehensive gender policy and a self-help approach specific to women. Examples are PRODESAL, Taller de Vida, ADA, LIMPAL, BENPOSTA, Corporación de Mujeres Maria Cano and OXFAM, which created a favourable environment for WFP to implement the CW.
- Most counterparts and implementing partners reported that they were unaware of the CW as part of WFP internal policy. The CW emerged from the world conference on women and were agreed by the countries participating in Beijing 1995. WFP's collaborating partners nonetheless apply most aspects of the commitments and targets in practice. Lack of knowledge of the commitments, however, has hampered attempts to provide sufficient gender-specific information and develop a system of indicators for monitoring achievement of the CW, held back attempts to increase accountability among implementing partners and counterparts that showed little identification with the CW and prevented counterparts from taking important steps with regard to women's control and ownership of assets.
- The CW include practical as well as strategic measures for promoting women's participation in decision-making and asset control. This requires clear understanding in WFP of the link between emergency/humanitarian aid that provides food to displaced persons and development aid that involves women in decision-making and gives them access to resources, markets and employment. This differentiation could help WFP to design activities and programmes more effectively.
- Institutional and programme methods to put the CW into practice in WFP Colombia have been only partially successful. The first GAPs formulated between 1996 and 1999 were limited in their usefulness and were apparently set up at the insistence of Headquarters. Staff did not benefit sufficiently from MAPs, because no gender-related activities or indicators for monitoring achievement of the CW were formulated. Results-based readjustment of programme activities was hence very limited. In 2000, the situation changed when a strong mainstreaming approach was adopted in the country office, involving gender aspects at different levels of programming and sharing of responsibility for gender tasks though appointing more than one GFP.
- Application of the CW was greatly helped by the previous Government, which was in office in 1997-1998. It was influenced by a surge of interest in gender issues at that time. The CW were promoted by the National Direction of Gender Equity, which was responsible for following up the Beijing Platform of Action and the CW for Colombia. The current Government, however, has given much less importance to gender concerns and has reduced the National Direction of Gender Equity to a small Council for Women's Concerns (Consejería) with extremely limited resources.

⁶² See Annex I.

- WFP created advantageous opportunities for female staff and promoted female recruitment, giving priority to women in cases of equal qualification. Women thus account for 50 percent of the country office staff, including higher management. The current management team of six includes five women: the Country Director, one of the two NPO (National Professional Officer), one finance officer, one public relations officer and one JPO.⁶³

6.3. Assessment of impact

- New WFP staff, men and women, now receive training in gender issues. The same approach has been applied to NGO collaborating partners. Questionnaires filled out before the mission started showed that gender capacities could be identified in 55 percent of WFP staff. Only 17 percent of the gender training was funded by WFP; 39 percent of the staff had gained gender experience during previous employment. Staff nevertheless reported a need for more gender training and follow up, even though the country office's capacities for training were limited and the emergency nature of WFP operations within Colombia gave few opportunities for training.
- A roundtable on displacement composed of United Nations agencies has been established that includes a group working on gender issues in the displaced population. It will share experience on gender measures and ways of communicating and implementing the CW in ongoing programmes of the collaborating agencies. UNHCR-OCHA, UNAP and WFP are the main organizations involved.
- There is consensus among WFP staff, implementing partners and beneficiaries on the need to redefine the CW so as to formulate more explicitly goals and approaches with regard to gender equity. RSS and ICBF, however, seem to follow their own concept of vulnerability in addressing women and children instead of developing a policy of ensuring human rights and empowerment among women.

7. Recommendations

- Clear understanding is required of the integrated food security approach and the change from emergency aid towards enabling sustainable development.⁶⁴ WFP has a mandate to combat hunger, but long-term effects on society, including women's participation and empowerment, must be facilitated through the CW, which requires a longer time frame for impacts to be visible. The challenge will be for WFP's ongoing programmes to meet both humanitarian and development goals. A matrix of indicators related to the CW could be used that links the targets of each Commitment with the planned food-security activities. Such an internal tool for quality management could facilitate mainstreaming of the CW as part of WFP programme planning. Discussion of the possibility is recommended.
- It is recommended that indicators be defined with respect to gender awareness and analytical categories in order to measure outcomes of implementation of the CW from the start. These indicators should be visible in the logical framework, CSO, project documents and work plans and should take into account the armed conflict, the poverty situation, indigenous communities and multi-ethnic societies and the local context of projects in order to achieve the commitments to viability, practicability and acceptability.
- Special attention has to be given to monitoring and evaluation of the CW. The following are recommended:
 - Take advantage of the ongoing evaluation process of the CW and their modification to discuss the underlying concepts in the context of Colombia, and if necessary redesign WFP programme approaches. The objective of this debate should be to establish a set of

⁶³ The JPO, a woman, was employed in February 2002.

⁶⁴ PMA, 1999e.

commitment-based indicators that will be subsequently negotiated with partner institutions. Uniform criteria for WFP programme operations and sharing working plans with counterparts would allow more efficient monitoring of the CW.

- The CW and their objectives are not understood by all stakeholders and collaboration partners, which implies a need to formulate the CW in simple, comprehensible and practical language so as to eliminate misinterpretation or ignorance. It is recommended that an information system be designed that allows systemization, monitoring and evaluation of the CW through quantitative and qualitative indicators with respect to the new gender strategy.
- Define and unify indicators relating to the CW, as proposed in previous consultancies.⁶⁵ This would monitor distribution of services and food aid to target populations and would assess the recently initiated processes with effects on women's leadership in households and communities and the intended role change between women and men. It is recommended that a simple format of indicators be developed reflecting the CW objectives that could be applied in the PRRO, Ecoandino and the Indigenous Programme. When the one or two indicators per commitment are defined and coordinated, the data could be regularly updated and published in some sort of *Gender News* and circulated within WFP and to agencies. Such a document should be seen as an internal monitoring tool to facilitate follow up of the CW.
- Establish a baseline of indicators for regular monitoring to measure achievements of the CW by WFP and its counterparts. In special cases, analysis to define a target would be indispensable. Examples could be intra-household food distribution (qualitative), the state of leadership within a community or new partner organization in terms of the percentage of women's participation in decision-making or to measure the impact of food distribution in a situation of displacement.
- Hold a planning workshop with mainstreamed gender perspectives in order to develop a work plan that includes the indicators defined in common among WFP, counterparts, NGOs and implementing partners.
- In order to strengthen personal, organizational, community and empowerment capacity building, WFP should continue to select gender-aware NGOs and implementing partners to create a committed team that provides adequate services, technical and personal advice and appropriate resources to the affected population. Such strategic alliances achieved the most sustainable impact on the target population in terms of the CW.
- Institutionalize follow-up training and supervision of gender issues and the mandatory briefing on the CW and their application, as is the case with mandatory United Nations security briefings and training for new staff, which is very effective.
- It is recommended that WFP seek to benefit more systematically from institutional mechanisms such as MAPs to enhance responsibility and accountability in achieving the CW. Mainstreaming of gender issues in programming and executing of WFP operations and linking activities to the CW in the country office workplan should be continued.
- Communicate the CW and make them a permanent part of workshops, team meetings and other opportunities for sharing experience among WFP staff, for example at bi-annual staff meetings. Advise WFP staff on ways to formulate CW-related activities and indicators in MAPs and follow up the data. Provide training to beneficiary groups on their rights in situations of displacement.

⁶⁵ See Urón, M., *Indicators of results and impacts regarding the implementation of the commitments to women*, Bolivia, 2000.

Key informants and beneficiaries reiterated the need to integrate men in training and meetings about the CW and gender issues.

- Define gender-related criteria for recruitment of personnel and selection of implementing partners. Train staff in specific family situations, for example new mothers and fathers, and develop flexible strategies for promotion and professional upgrading.
- Once the new Government is installed in August 2002, WFP and its counterparts should analyse the situation. The analysis should include resource allocation, including new guidelines and policies on gender and women in Colombia, with a view to developing a common working strategy regarding implementation of the new CW and follow up and evaluation in the context of the Beijing Platform of Action.
- There is a need for Headquarters to guide and supervise application of the CW in order to give a lead to the country office staff in formulating objectives and targets such as ways to measure decision-making or establish control of assets and operationalizing aspects such as access to markets and control over resources.
- A working strategy should be developed with RSS, UAESPNN and ICBF that includes quantitative and qualitative targets and indicators relating to the CW and ways to integrate and monitor them into institutional processes and political guidelines. MOUs and LOUs should explicitly mention the CW, their relationship with programme activities and monitoring and evaluation procedures and the expected contribution of each institution.
- A communication strategy should be designed to promote and advocate the CW among counterparts, NGOs and implementing partners. Stakeholders should be given to understand that the CW are not an internal WFP policy but that they were internationally agreed on the basis of the Beijing conference, in which the Government of Colombia participated.

Annexes

ANNEX I

WFP's Commitments to Women 1996-2001

WFP commits itself to use its resources in interventions that seek to reduce gender-related inequalities through:

Commitment I: Provide direct access to appropriate and adequate food.

- A. Target relief food distributions to households, ensuring that women control the family entitlement in 80 percent of WFP handled and subcontracted operations.
- B. Address micronutrient deficiencies of certain vulnerable groups of women, children and adolescents; and consider local eating and cooking habits in all operations.

Commitment II: Take measures to ensure women's equal access to and full participation in power structures and decision-making.

- A. Ensure a lead role of women within all local decision-making committees on food management and in the management of the assets created by food-for-work projects.
- B. Contribute to the United Nations goal of reaching gender equity by the year 2001, particularly in higher management positions.

Commitment III: Take positive action to facilitate women's equal access to resources, employment, markets and trade.

- A. Target 60% of country programme resources to women and girls in those countries where gender statistics demonstrate a 25 percentage point disadvantage (gender gap) for women compared with men.
- B. Target 50 % of education resources within a country programme to girls.
- C. At least 25 % of project outputs/ assets created with FFW are to be of direct benefit to and controlled by women; and at least 25 % of generated funds are to be invested in activities aimed at the advancement of women.
- D. Use food aid as a leverage to obtain complementary national and international resources to improve the condition of women.

Commitment IV: Generate and disseminate gender-disaggregated data and information for planning and evaluation.

All WFP Monitoring and Reporting will specify:

- percentage share of resources received from food distribution by men/women;
- percentage share of benefits by category of activities by men/women; and
- percentage of positions held by women in the management of food distribution.

Commitment V: Improve accountability on actions taken. Define the implementation and monitoring requirements of the Commitments in the performance of WFP managers and contractual agreements with partners.

ANNEX II

Key Issues for the Evaluation

The overall evaluation of the CW addresses the following key issues, which are also the basis for the country case study evaluations:

- ***Are the CW relevant?***
 - Were the Commitments relevant and realistic when they were introduced in 1996 in terms of:
 - WFP's operating environment; and
 - the overall framework of the United Nations gender commitments?
 - To what degree are they compatible with national plans/policies resulting from Beijing+5?
 - To what degree does the implementation of the CW facilitate WFP's mandate (feeding the hungry poor)?
 - To what degree is WFP's interpretation of the CW internally compatible and consistent?
- ***To what extent have the CW been achieved?***
 - What has hindered/promoted the implementation/obtainment of the CW? (Address institutional, capacity, political, and socio-cultural factors.)
 - How effective have corporate guidance and guidelines been in facilitating the implementation of the CW? Have additional resources been made available? Have these made a difference?
 - What has been the effectiveness of institutional support mechanisms for implementing the CW: e.g. the gender focal point system; the regional and corporate gender advisers? MAPs?
 - To what extent have the GAPs been an effective tool for implementing the CW? To what extent are the GAPs integrated/linked to other documentation prepared by the country office? (e.g. project-specific guidelines, training, performance plans – MAPs)?
 - What has assumed the role of gender advocacy when addressing the Commitments?
 - If a Commitment is not being achieved, why not?
- ***What has been the impact on beneficiaries and WFP staff, both intended and unintended, as a result of implementing the CW?***
 - How effective have the CW been in terms of sustainable outcomes and contributing to people's empowerment in the area of gender?
 - ***To what degree has WFP mainstreamed measures for integrating the CW into the relevant policies, operational guidelines, and the mechanisms for implementing these?***
 - To what extent has gender been included effectively in institutional programming mechanisms such as assessment and targeting, vulnerability analysis, project appraisal and formulation, project documents, CSOs, CPs? Plans of Operations? Agreements with implementing partners (IPs)? Memoranda of Understanding with other United Nations agencies (UNHCR, UNICEF).
 - What type of training on gender has been provided to staff and how effective has it been? To what extent has gender been incorporated into standard corporate training events (e.g. Enabling Development, Management Training, Nutrition Training etc.)
 - Where relevant/appropriate, are the CWs reflected in the MAPs of WFP staff?

ANNEX III

Country Case Study Methodology

Advance Preparations

WFP country offices in the five countries selected for the evaluation received the request for the following advance preparations:

- Tentative itinerary.
- Briefing notes on:
 - The WFP country office organizational chart.
 - Evolution of the CW in the country office.
 - Gender specific training activities.
 - Gender specific resources.
 - Human resources
- Documentation on programme activities, ongoing and phase out.
- Documentation on institutional mechanisms.
- Relevant documentation on implementing partners and other agencies.
- Selection of the national consultant.

Evaluation Process In-Country

- Document review.
- WFP country office:
 - Individual meetings with key WFP programme and support staff.
 - Group discussions with all programme and support staff.
- Meetings/Group Discussions:
 - Government counterparts.
 - Implementing partners.
 - NGOs
 - Donor and other development agencies.
- Fieldwork:
 - Visits to ongoing WFP-assisted projects and activities (Bogotá, Cartagena, Montería, Apartadó) (see Annex IV).
 - Meetings with stakeholders.
 - Interviews and discussions with selected beneficiaries and representatives of local community based organizations.

Lessons Learned

- The analysis of a short questionnaire distributed in advance to all WFP staff gave an overview of the staff's experience and needs, especially in relation to gender training.
- The Mission used the fieldwork checklist included in the terms of reference (TOR) of the overall evaluation. It was modified to focus on the key issues of the TOR, i.e. relevance, achievements and impact assessment of the individual Commitments.
- Group discussions with programme and support staff elicited important insights and have been applied in all case country studies.

ANNEX IV

Itinerary: List of People Met and of Field Visits (5 March – 27 March 2002)

Date	Activity	Person Met	Position
5 March	<ul style="list-style-type: none"> Arrival of Mission Team in Bogotá 		
6 March	Arrival of Judith Thimke (participating in the mission from 6-12 March) <ul style="list-style-type: none"> Meeting with WFP National Office and stand-in for CD Meeting with WFP staff Meeting with RSS Meeting with ICBF 	Judith Thimke Manuela Angel Angelica Arbulu All WFP staff Fernando Medellin Julian Aguirre Lucero Bayona	Regional Programme Adviser ODM – Regional GFP PO JPO Support and Programme staff Director RSS Coordinator ICBF-OPSR Nutritionist
7 March	<ul style="list-style-type: none"> Meeting with <i>Consejería Presidencial para la Mujer</i> (Presidential Advisor Group for Women's Affairs) Meeting with Professor of the National University Meeting with ACNUR and OCHA Workshop with WFP staff concerning their perception of the commitments to women Meeting with UNFPA Individual interview with National Programme Officer concerning the evolution of the CW in the WFP country office since 1996 	Nazly Lozano Eljure Miriam Velásquez Esperanza González Donny Meertens Leila Lima Maria José Torres All staff Mercedes Borrero Rosalino Varela	Principle Councillor Advisor Programme coordinator of "Programa mujer cabeza de familia" Professor of investigation of displaced people (IDP) Representative of UNHCR in Colombia Representative of OCHA and official for displaced people Programme and support staff Representative of UNFPA National Programme Officer WFP and Gender Focal Point
8 March	<ul style="list-style-type: none"> Participation in the official United Nations reception for International Women's Day Security Briefing UNSECOOR Meeting with beneficiaries of WFP food distribution committees in SOACHA urban barrios 	Anders Kompass Panel discussion with Women, UNIFEM José Antonio Diaz Carlos Diaz, Yolanda Rodriguez, Maria Ignazia Leon (See participants list)	UNHCR in Colombia Women's liga, UNHCR, ANMUCIC Indigenous NGO, representatives of displaced women and beneficiaries of WFP Responsible UNSECOOR Beneficiaries of the WFP activity, representatives of parents committees, children
9 March	<ul style="list-style-type: none"> Meeting and Workshops with collaborating NGOs: "Taller de Vida" "ADA: Corporación Agencia para el Desarrollo de la Amazonia" 	Jaidy Duque Beatrice Helena Gabriel y Alejandra	Legal representative of NGO Director (female) of NGO Coordinator of resettled people Nutritionist, support staff ADA
10 March	<ul style="list-style-type: none"> Analysis of meetings/documents 	CT and YS	Mission of Evaluation

Date	Activity	Person Met	Position
11 March	<ul style="list-style-type: none"> Meeting with representatives of WFPs ECOANDINO Project Meeting with representatives of the WFP's Indigenous Project Individual interview with National Programme Officer concerning the evolution of the CW in the WFP country office since 1996 	Alberto Rojas Marco Ruben Garcia Teresa Suarez Serjio Mejia Manuela Angel	Coordinator of the special unit of Protected National Parks UAESPNN – Ministry of Environment WFP's Project assistant of ECOANDINO Responsible counterpart of RSS Responsible technical adviser within WFP National Programme Officer and Gender Focal Point
12 March	Arrival in Cartagena <ul style="list-style-type: none"> Meeting with WFP staff in the sub-office Cartagena – Workshop on CW – Relevance, achievements and suggestions Interview with intermediary IP 	Yolanda Benavides Rosidis Angulo Blanca Nohemi Padre Rafael Castillo	Coordinator of sub-office Field Officer Field Officer Coordinator of IDP within the Social Pastoral of the Dioceses in Cartagena
13 March	<ul style="list-style-type: none"> Meeting with regional counterpart RSS (social solidarity network) Field visit of surroundings in outskirts such as Nelson Mandela and Bill Clinton, WFP-supported projects: pre-school feeding, school feeding, mother and child programme, nutritional recuperation programme Workshop with beneficiaries of the WFPs FFW programme 	Alfredo Yepes Padre Roberto Doris Berrío (see participants list)	Regional representative of RSS – Bolivar Catholic church Women's Liga
14 March	<ul style="list-style-type: none"> Meeting with regional counterpart staff ICBF on the implementation of the CW Meeting with food committees and supervision committees of the house construction programme supported by a Suisse NGO and WFP Video en la Social Pastoral of the Diocese of Cartagena: Displaced people of the "Montes de Maria" Meeting with the representative of LIMPAL (International Women's Liga for Human Rights) Meeting and exchange of conclusions with the regional WFP staff in the Cartagena office 	Rodolfo Bustillo Brigitte Rack Libia Espinoza Alba Ricardo Maria Luisa Hitz Representatives of committees (Elvia Rosa Badel; Jenny Orozco) Patricia Guerrero Yolanda Benavides Rosiris Angulo Blanca Nohemi Florian	Regional Director Bolivar ICBF Nutritionist / responsible PRRO Director of programmatic group Director of the local NGO "Apoyar" Volunteer of the Suisse NGO Inter-Team Coordinator of LIMPAL – Chapter of Cartagena Coordinator of sub-office Field Officer Field Officer

Date	Activity	Person Met	Position
15 March	Arrival in Montería <ul style="list-style-type: none"> Meeting with ICBF regional staff Workshop with Women's organisations 	Els Kocken Liana Patricia Martan	Directora PMA Colombia Coordinadora Suboficina PMA
16 March	<ul style="list-style-type: none"> Visit of the handicraft project supported by Fondo mixto de Cultura and WFP through Food for Education. Visit of Preschool and school feeding programme BENPOSTA Flight to Apartadó <ul style="list-style-type: none"> Summary of Montería Workshop 	Els Kocken Liana Patricia Martan Luz Elena Sánchez	Directora PMA Colombia Coordinadora Suboficina PMA Directora Benposta
17 March Sunday	<ul style="list-style-type: none"> Analysis of data and field visits Visit of surrounding in Turbo Meeting with OXFAM in Turbo 		
18 March	<ul style="list-style-type: none"> Meeting with regional WFP staff Meeting with counterparts ICBF and RSS Meeting with implementing partners Social Pastoral, Alcaldía de Carepa, Programme ABIBE, CEDAVIDA, Opción Legal, ACNUR Field visit: Productive Project of AREPA through FFW Field visit: Project <i>Piedras Blancas</i> – Meeting with representatives of food and supervision committees 	Liana Patricia Martan Sandra Patricia Marin Fernando Navarro Norma Vergara Fredy Duque Cesar Acosta	Coordinadora Suboficina PMA Oficial de Campo PMA Coordinador Centro Zonal ICBF Coordinadora Red de Solidaridad Social Alcaldía de Carepa Proyecto Abibe
19 March	<ul style="list-style-type: none"> Field visits in outskirts of Apartadó: Preschool feeding centers <i>Veinte de Enero, Policarpa Salavarrieta, 1 de Mayo, Obrero</i> Meeting with women of pre-school programme Sharing M&E documents in the office of ICBF in Apartadó Meeting with members of CIPROPAD – fishermen's self-help organization supported by WFP and OXFAM Meeting with OXFAM staff and discussion of their gender approach 	Liana Patricia Martan Sandra Patricia Marin Rosiris Mosquera Liana Patricia Martan Sandra Patricia Marin Maret Laev David Navas	Coordinadora Suboficina PMA Oficial de Campo PMA Alcaldía de Apartado Coordinator, Suboffice, WFP Field officer, WFP Director of OXFAM Urabá Technical Adviser, Oxfam
20 March.	Apartadó - Medellín Medellín - Bogotá		
21 March	<ul style="list-style-type: none"> Preparation of statistics and annexes Individual interviews with WFP staff 	Manuela Angel, Rosalino Varela, Catalina Arteaga	NPO NPO Communication assistant
22 March	Meeting / Debriefing counterparts	Team, WFP staff, RSS	
23 March	<ul style="list-style-type: none"> Documentation of results Preparation of de-briefing 	CT YS	Evaluation Team
24 March Sunday	<ul style="list-style-type: none"> Documentation of results Preparation of debriefing 	CT YS	Evaluation Team

Date	Activity	Person Met	Position
25 March Holiday	<ul style="list-style-type: none"> • Internal discussion and debriefing • Debriefing with United Nations agencies 	Els Kocken	CD WFP Colombia
26 March	<ul style="list-style-type: none"> • Debriefing with WFP Staff, workshop to discuss evaluation results and to carry out proposal on enhanced commitments to women 	All staff (see list of participants)	Programme and support staff Coordinators of Sub-offices, CD
27 March	Departure of Claudia Trentmann and Yusmidia Solano		

ANNEX V

Summary of WFP Country Programme Activities 1996-2001 in Colombia

Ongoing

Activity	Duration	Total Commitment	Planned Beneficiaries
Development Project COL 2740.01 Support to socio-economic activities and environmental protection in indigenous communities	Date approved: 11 / 1993 Date of operations signed: 15 July 1994 Date notification of readiness accepted: 13 February 1995 First distribution: April 1995 Duration 4 years	Total costs to WFP US\$8 010 000 Total Food Costs: US\$7 000 000 equivalent to 50 000 mt food items Total costs to Government US\$31 337 000	105 835 beneficiaries between 1995-2000 15 different ethnic groups
Proyecto COL 5738 Proyecto : Desarrollo ambiental sostenible de los Andes Colombianos = Desarrollo sostenible ECOANDINO	Outline: 26 October 1996 Date approved: 30 April 1998 LOU: 31 May 1999 3 years duration First distribution: 2000	Total costs to WFP US\$5 328 234 Total Food Costs: US\$2 880 075 Total costs to Government US\$7 130 862 Food needed 17 455 mt	26 250 beneficiaries
PRRO COL 6138 Protracted Relief and rehabilitation operation - Assistance to persons displaced by violence in Colombia	1 February 2000 - 31 January 2002 - prolonged 31 July 2003	Total costs to WFP US\$8 891 109 Total food costs: US\$5 629 740	113 000 beneficiaries
<u>For Approval:</u> PRRO COL 10158.00 Protracted Relief and rehabilitation operation - Assistance to persons displaced by violence in Colombia	1 January 2003 - 31. December 2005	Total costs to WFP US\$25 949 993 Total food costs US\$15 261 595 Total costs to Government US\$22 072 889	375 000 beneficiaries

Phased-Out

Project	Duration	Total Commitment	Planned Beneficiaries
IRA COL 6104 Immediate Response to the earthquake in Armenia/Colombia	February to March 1999	272.3 mt food aid Total costs to WFP US\$257 893	25 020 persons for relief 10 000 girls and boys total: 36 020 persons
EMOP COL 6108 Emergency operation earthquake in Armenia/Colombia	April to December 1999	Total costs to WFP US\$594 215	53 107 beneficiaries 1 395 Female headed households / 2 539 Male headed households; 1 490 nursing mothers 307 expectant mothers 792 girls and boys < 2 years

ANNEX VI

Table on Gender Training (current WFP staff)
Source: Questionnaire prepared for the CW Mission in February 2002

Name	Level NO, GS, SSA	Fund (e.g. GAF)	Type of Training	Year	Notes (training agencies, no WFP training)
International Staff:					
1. E. COCKEN	P 5	United Nations agencies	Professional background "gender", gender analytical framework workshops	Ongoing 1985-91	UNIFEM, Gender Adviser SP WFP Rome etc.
2. A. ARBULÚ	P 2	-	<ul style="list-style-type: none"> University courses, Analysis of cultural and gender context in the study of job alternatives 	ongoing	University World Bank Yemeni Social Service Reform
National Staff:					
1.M. ANGEL	NL0. B	WFP	<ul style="list-style-type: none"> Taller de Género y Desarrollo Planificación de proyectos con Perspectiva de Género. Relaciones de Género y Desarrollo Rural. Taller de Evaluación de Compromisos Mitad de término 	1996 1997 1998 1999	Federación Nacional de Cafeteros de Colombia
2.R. VARELA	NLO A.7	No WFP	AUTOFORMACION		-
3.M.T. ZUNIGA	GS 6 V	No WFP	<ul style="list-style-type: none"> Género y Organización Maltrato y Abuso Mujer y Desarrollo 	1997 1997 1998	NGO FUNDAC
4.N. ACERO	Financial Officer	No WFP	<ul style="list-style-type: none"> Políticas para las Mujeres en las ciudades 	2000	University
5.Y. BENAVIDES	SSA		<ul style="list-style-type: none"> La Mujer y los programas de radio. Planes de Desarrollo con Perspectiva de género. Proyecto productivos con perspectiva de género. Formulación, seguimiento y evaluación de proyectos con perspectiva de género. Ecología, mujer y desarrollo La violencia contra la mujer Mujeres y organizaciones de base. 	Años 90	SENA, Fundación Ecológica de Cauca, GTZ, FUNCOP, Consejo regional indígena de Cauca, Universidad del Cauca, Universidad Saliciana de Quito, Universidad de Caldas
6.L.A. CAMPO	SSA	WFP-REG	<ul style="list-style-type: none"> Taller sobre análisis socio-económico y de género. 	2001	-
7. M.C. MARIN	SSA	WFP Col 2740	<ul style="list-style-type: none"> Sensibilización en Género y Mujer 	1998	-
8.R. ANGULO HERRERA	SSA	No WFP	<ul style="list-style-type: none"> El género como construcción sociocultural y Derechos Humanos. IV Conferencia Mundial de la Mujer. Taller sobre feminización de la pobreza. Mujer y globalización 	1994 1995 1997 1998	Agencia de Cooperación internacional (Tierra de Hombres)

Name	Level NO, GS, SSA	Fund (e.g. GAF)	Type of Training	Year	Notes (training agencies, no WFP training)
9.B.N. FLORIAN CORTES	SSA	No WFP	<ul style="list-style-type: none"> • <i>Género, equidad y diversidad.</i> 	2000	Oxfam Staff Training
10. M.L. OSORIO	SSA	No WFP	<ul style="list-style-type: none"> • <i>Mujer campesina y acceso al crédito.</i> • <i>Mujer y Autoestima.</i> • <i>La participación de la mujer en proyectos productivos.</i> • <i>Género y participación.</i> • <i>La mujer y la construcción de lo público.</i> 	1991 1992 1993- 1994 1994 1998	ONG CORFAS y la Fundación Social
11.L.P. MARTAN	SSA	No WFP	<ul style="list-style-type: none"> • <i>Herramientas para construir equidad entre hombres y mujeres</i> • <i>Talleres de Desarrollo personal.</i> 	1996- 2000 1996- 2000	Programa de Mujeres Jefas del Hogar / Fundación FES
12.J. GOMEZ	SSA	-	<ul style="list-style-type: none"> • <i>Mujeres cabeza de familia, pobreza y equidad.</i> • <i>Mujeres y jóvenes en el mercado laboral.</i> 	2001 2001	Universidad Nacional de Colombia

ANNEX VII

Human Resources Data for Colombia

Table 1: Evolution of the country office staffing situation by year and sex								
Year (as at Dec 31)	International Professional Officers		Jr. Prof. Officers, Int'l & National UNVs		National Professional Officers		National General Service Staff	
	Male	Female	Male	Female	Male	Female	Male	Female
1995	2					1	2	2
1996	1					1	2	2
1997		1				2	2	2
1998		1			1	1	3	3
1999		1			1	1	2	3
2000		1			1	1	2	3
2001		1			1	1	2	3

Table 2: Current levels of male and female national staff as of January 2002						
Level	Male			Female		
	Number	% of total at level	% of all male staff	Number	% of total at level	% of all female staff
NOC-Officer						
NOB				1	100%	25%
NOA	1	100%	33.33%			
Total NO						
GS – 6&7	1	50%	33.33%	1	50%	25%
GS – 5&6				1	100%	25%
GS – 3&4				1	100%	25%
GS – 1&2	1	100%	33.33%			
Total GS						

Table 3: Current contract types of male and female national staff as of January 2002.						
Contract type	Male			Female		
	No.	% of total in this contract type	% of all male staff	No.	% of total in this contract type	% of all female staff
National Officer	1	50%	7.692%	1	50%	5.263%
Appointment of limited duration (short-term professional contract < 4 yrs)						
General Service	2	40%	15.3846%	3	60%	15.7894%
National UNVs						
Short-term (SSA, RLA, Consultant WAE)						
Service contracts (protracted SSAs with more benefits)	10	44%	76.9230%	15	56%	78.9473%

Annex VIII

Timeline of Evolution of Implementation of the Commitments to Women in Colombia between 1996-2001

Programme	Year	Activity
Indigenous Programme COL 2740 DRI COL 4237	1996	<p>Lack of experience on gender issues before starting to implement the WFP's commitments to Women in 1996</p> <ul style="list-style-type: none"> - Engagement of a national gender expert to develop gender related action and recommendations on how to implement the CW - Appointment of a female Country Director in Colombia, she was sensitised to promote the implementation of the CW - Recruitment of female professionals within WFP Colombia - Inter-agency meetings and collaboration countries promoted by the National Department on Equity of women (DINEM) to promote gender related projects. The WFP National Officer (female) assisted regularly.
Programme ECOANDINO COL 5738 (Formulated in 1997; approved in 1999, started implementation in December 2000 DRI COL 2368 y 4237	1997	<ul style="list-style-type: none"> - First appointment of a GFP (female, left after four months) - Initiation of studies to obtain information on the situation of women and men, their organizations and community roles in order to formulate the Project Ecoandino[L.CASE IN TEXT] - Formulation of the Project Ecoandino including a chapter on women - Integration of gender issues in the formulation of new WFP operations. - 05/1997 WFP staff received training in Gender Perspectives in order to develop a common understanding regarding the CW - Case study on gender perspectives designed as a result of the formulation process with the National Federation of Coffee farmers and PRODESCO, commissioned by a national consultant - Negotiation of a MOU between UAESPNN and DINEM for training in gender in the frame of the Ecoandino project, but this initiative remained untested - 6/1997 MOU was signed by UNIFEM and WFP for assisting activities to reduce inequity between women and men, regarding the commitments defined in Beijing 1995 - 8/1997, new national programme officer (female) was engaged and appointed to assume the GFP tasks. - 11/1997 training workshops on gender issues were held (Workshop IGUAQUE) to increase awareness of counterparts, beneficiaries and WFP staff. - Commitments to gender were established: a work plan with counterparts including training on gender specific planning and the formulation of criteria to form women's committees were carried out.

<p>Indigenous Programme COL 2740</p> <p>Regional Gender Adviser (1998-2001) – Managua, very limited collaboration and gender advice to the national WFP office in Colombia</p>	1998	<ul style="list-style-type: none"> - 4/1998 WFP organized a consultancy financed by funds through “Prompt despatch of vessel carrying”. The result was a document on gender perspectives within the indigenous programme of WFP. In addition, workshops with beneficiaries and local staff were held by the same consultant - 10/1998 GFP assisted in a training workshop on gender in Quito – Ecuador, together with the national and regional coordinator of RSS - 11/1998 a proposal to the GAF was prepared for financing consultancies in gender (approved to finance) (US\$10 000 requested, US\$3 000 approved) (in 1998, resources were focused on the natural disaster areas such as Mitch in Central America) - Short term consultancy which resulted in the paper: "Discriminación, subordinación o exclusión sexual en las comunidades indígenas?"
<p>Indigenous Programme COL 2740</p> <p>Programme ECOANDINO COL 5738</p> <p>PRRO COL 6139</p>	1999	<ul style="list-style-type: none"> - A self-assessment to revise the application of the CW was prepared for the mid-term review. - Meetings with representatives of RSS were undertaken to prepare the mid-term review. - 4/1999 formulation of the PRRO including criteria to focus on the implementation of the CW, but formats and outlines did not reflect the commitments explicitly. - The Country Director (female) participated in the 28. Meeting of the “Mesa Directiva de la Conferencia Regional sobre la Mujer de América Latina y el Caribe”. - 9/1999 Workshop in Las Tunas / Cuba to evaluate the commitments to women (mid-term review) where national programme officers and GFP assisted. The result of this workshop was to mainstream gender issues in all operations and distribute gender tasks to all staff. - 10-12/1999 case study on ethnic revitalisation through women’s participation in decision making processes at community level, commissioned by a national consultant.
<p>PRRO COL 6139 (2000-2002)</p>	2000	<ul style="list-style-type: none"> - Development of the Manual of Executing the programme PRRO, which did not mainstream aspects of the CW explicitly, but focussed on gender-disaggregated data collection proposing formats of disaggregated data - Workshops to introduce the approach of the PRRO including a session on the CW (50 representatives of counterpart institutions participated) - Distribution of responsibility of the GFP to all programme staff and coordinators of the suboffices (male and female) - 09/2000, new Country Director (female) as a previous gender adviser in WFP Headquarters strengthened gender mainstreaming processes within country office to facilitate the application of the CW - 10/2000 First exhibition regarding food security in the sense of “A Millennium without Hunger” held in Honduras; in parallel, the first assembly of WFP beneficiaries was undertaken in Honduras, where different WFP-supported female community leader participated. - 11 United Nations agencies constitute the coordination group on displacement, including a working group on gender issues, promoted by UNHCR, UNFPA and WFP

	2000 (cont.)	<ul style="list-style-type: none"> - Criteria of gender trained and awareness of staff is applied strictly in the recruitment of PRRO staff. - An article concerning the experience of indigenous women in the Sierra Nevada of Santa Marta producing ecological coffee was published in the PIPELINE magazine.
	2001	<ul style="list-style-type: none"> - Training of WFP beneficiaries (especially women) for creating food and supervision committees - Participation in International Women's Day 2001 - 03/01 planning workshop by objectives with reference to gender specific activities, including the formulation of gender related indicators for monitoring and evaluation. - 04/01 contingency plan for PRRO: analysis of strengths and weaknesses assisted by OHA – Rome with participation of representatives of the government. - 04/01 regional workshop on participatory planning methods for WFP staff, counterparts and NGOs in Leon, Nicaragua from 2-10 April 2001 - 06/01 food-needs assessment of displaced populations in Colombia in 76 families. One of the results was that displaced persons need to be supported from 4 months of displacement to 24 months, while FHH are more vulnerable - 10/01 Formulation of the Plan of Humanitarian Action by the United Nations inter-agency group with mainstreamed ethnic and gender issues. - 11/01 self-evaluation of PRRO, where the need for representation of displaced men has been highlighted. - Introduction of MAPs for all WFP staff - RUT data-analysis system assessing information per period of displacement, gender-specific monitoring data and ethnics groups. - 11/01 participation in the 2nd Exhibition of Latin America on Food Security; in parallel, participation of women's community leader in the 2nd Meeting of beneficiaries in Lima, 13-18 November 2001 - United Nations inter-agency meeting on the achievements of women in Latin America and the Caribbean.

Resultados del Taller con el personal del PMA sobre la percepción de los Compromisos hacia las Mujeres

Jueves, 7 de Marzo de 2002

Participantes: Todo el personal de la oficina nacional del PMA (8 mujeres, 4 hombres)

Los compromisos hacia las Mujeres serán todavía relevantes? Por qué?	Cumplimiento con los Compromisos hacia las Mujeres			Qué ha cambiado?	
	Logros	Dificultades	Sugerencias	Para el Personal PMA	Para los beneficiarios
<input type="checkbox"/> Si, la importancia es aceptada con relativa generalidad por su vulnerabilidad y condición social durante los últimos años en Colombia <input type="checkbox"/> Si, la coyuntura colombiana los hace relevantes ahora y en el futuro <input type="checkbox"/> Si, en los estratos mas desfavorecidos, la inequidad de genero se mantiene muy fuerte <input type="checkbox"/> El ser humano esta conformado por mujeres y hombres, quienes dan lugar a la sociedad con derechos y deberes que cumplir para un adecuado de desarrollo <input type="checkbox"/> Si, la mujer día a día adquiere mayores responsabilidades (cabezas de familia) <input type="checkbox"/> Si, son relevantes la misma violencia ha hecho que cobre mayor importancia <input type="checkbox"/> Si, por el papel cada vez mas decisivo que tiene la mujer en la familia y la sociedad <input type="checkbox"/> Si, continúan condiciones de inequidad a ser superadas <input type="checkbox"/> Los compromisos son necesarios y relevantes para superar la inequidad, y para entender las diferencias, las necesidades y las oportunidades <input type="checkbox"/> Si, por que todavía existe la situación que ameritó su creación.	<input type="checkbox"/> La mujer ha ganado independencia para administrar su hogar y sigue luchando por el desarrollo propio y de su familia <input type="checkbox"/> La administración de alimentos por parte de las mujeres <input type="checkbox"/> Mayor participación de las mujeres en espacios comunitarios <input type="checkbox"/> Masificar la participación femenina en todas las áreas sociales del país <input type="checkbox"/> Mayor igualdad <input type="checkbox"/> Se ha logrado incluir más a la mujer en la toma de decisiones <input type="checkbox"/> A nivel urbano, mayor equidad en estratos medios y altos <input type="checkbox"/> Aplicación de herramientas útiles para entender las diferencias en el manejo / acceso a los recursos / roles / tiempo y así ajustar programas <input type="checkbox"/> Algunos contrapartes han asumido el cumplimiento de los compromisos <input type="checkbox"/> Se le ha dado más relevancia a las decisiones de las mujeres <input type="checkbox"/> Entendimiento de las dinámicas en las comunidades marginales – de los roles y del uso del tiempo <input type="checkbox"/> Concienciación	<input type="checkbox"/> Laboralmente no hay practico de la política de genero <input type="checkbox"/> Aun se limita a la mujer en ciertos campos por el machismo que todavía prevalece <input type="checkbox"/> C1-C2: Algunos casos de resistencia y conflicto en las comunidades <input type="checkbox"/> Estancamiento en la adaptación de los compromisos a los nuevos proyectos <input type="checkbox"/> En estratos bajos sometimiento y maltrato a la mujer <input type="checkbox"/> La falta de difusión de los compromisos en el desarrollo de algunos proyectos <input type="checkbox"/> Escasez de oportunidades <input type="checkbox"/> Falta de apoyo y colaboración de otros organismos <input type="checkbox"/> La idiosincrasia juega un papel importante <input type="checkbox"/> Conflicto aplicación de normatividad entre cumplimiento, rol personal (ej. Madre) versus temor por productividad dentro de la entidad <input type="checkbox"/> Entregar una correcta orientación a la población que no puede acceder a la educación <input type="checkbox"/> Rigidez de estructuras sociales y de las instituciones	<input type="checkbox"/> Asumir la equidad como un modo de vida y no como algo técnico <input type="checkbox"/> Estrategias de participación no sexistas <input type="checkbox"/> Metas de mejoramiento de la equidad a partir de la cooperación <input type="checkbox"/> Sensibilizar de manera permanente al personal con eventos especializados; igualmente con los socios <input type="checkbox"/> Promover y difundir la información a nuestro alrededor <input type="checkbox"/> Vincular más al hombre en el diseño de los compromisos; el PMA debe ser un poco más equanime <input type="checkbox"/> Dar mayor capacitación sobre los compromisos a los que trabajamos con el PMA <input type="checkbox"/> Fortalecer internamente y promover hacia otros la necesidad de la equidad <input type="checkbox"/> Fortalecer programas que convoquen hombres y mujeres en búsqueda de propósitos comunes frente a la familia y la sociedad <input type="checkbox"/> Recursos para capacitación <input type="checkbox"/> Tratar el tema desde la equidad hombre y mujer <input type="checkbox"/> Integración familiar para apoyar los compromisos <input type="checkbox"/> Cada país debe desarrollar los compromisos (descentralizados bajo un marco global)	<input type="checkbox"/> La composición de la planta de personal mayoría de mujeres <input type="checkbox"/> Positivamente la actitud de funcionarios contrapartes <input type="checkbox"/> Para las mujeres han significado nuevas oportunidades <input type="checkbox"/> Realmente nada porque en trabajos anteriores era clara <input type="checkbox"/> Mayor valoración en el PMA como persona, como mujer y como profesional que en otras entidades <input type="checkbox"/> A nivel personal tratar el tema con mujeres beneficiarias <input type="checkbox"/> Siempre hablar de ellos/ellas, niños / niñas <input type="checkbox"/> Siento que hay más posibilidades de desarrollo y se puede ser más útil al país <input type="checkbox"/> Ha mejorado la actitud y la concienciación hacia el resto del mundo <input type="checkbox"/> Hombre y mujeres tiene que cumplir sus funciones y acceder a oportunidades por igual	<input type="checkbox"/> La formulación y la ejecución de los proyectos – favorabilidad a las mujeres <input type="checkbox"/> Un mayor número de mujeres en el ámbito comunitario – público desde el nivel de grupo / asociación / organización <input type="checkbox"/> La mujer ha ganado más influencia en el desarrollo <input type="checkbox"/> Incide favorablemente en la autoestima femenina <input type="checkbox"/> Mejora la actitud del hombre hacia la mujer <input type="checkbox"/> La actitud abierta y dirigida al bienestar de la mujer <input type="checkbox"/> Mayor acceso a los alimentos <input type="checkbox"/> Dar oportunidades de participación a mujeres beneficiarias y apoyarlas con su supervivencia <input type="checkbox"/> La mujer se ha convertido en un factor de cambio en la sociedad <input type="checkbox"/> Se ha generalizado que la mujer hace un adecuado manejo de los alimentos recibidos.

<input type="checkbox"/> Si, porque la mujer tiene las capacidades para realizar diversas actividades <input type="checkbox"/> Si, el rol social de la mujer y su vulnerabilidad hacen relevantes estos principios <input type="checkbox"/> Son relevantes por que nuestra sociedad aun maneja el concepto del hombre como jefe de familia.	<input type="checkbox"/> Mejor disposición de datos y promoción de la participación <input type="checkbox"/> Mejoramiento en la información y en la convocatoria <input type="checkbox"/> La sociedad empieza a ver normal el compartir de responsabilidades y oportunidades <input type="checkbox"/> Mayor control de las mujeres sobre alimentos y bienes generados (en el Ecoandino) <input type="checkbox"/> Se ha avanzado muchos y se nota existe motivación para continuar <input type="checkbox"/> Normatividad de RRHH que favorece los derechos de la mujer para ejercer su rol <input type="checkbox"/> Dar mayores beneficios y mejorar la calidad de vida de la mujer y con ello beneficiar su familia <input type="checkbox"/> Realización de estudios e investigaciones sobre comunidades para entender con ellos y aplicar procesos para lograr mayor igualdad. <input type="checkbox"/> Las mujeres controlan mayor cantidad de alimentos que los generados por ellas (aporte jornales) <input type="checkbox"/> Según una experiencia que tuve me di cuenta que el comité de veeduría esta conformado por el 100 % de mujeres <input type="checkbox"/> C3: Cada vez más control de bienes y en mayor medida acceso a oportunidades; pero gradual <input type="checkbox"/> C2: Mayor participación y decisión de mujeres en estructuras como comité veeduría / alimentos <input type="checkbox"/> C1: En Colombia estos compromisos se logró sin resistencia (depende del tiempo / contexto)	<input type="checkbox"/> Información y capacitación deficiente de beneficiarios y funcionarios <input type="checkbox"/> Falta de oportunidad para demostrar las capacidades <input type="checkbox"/> No hay reconocimiento al trabajo de la mujer <input type="checkbox"/> La guerra que vivimos ha desviado los recursos y la atención hacia temas "más urgentes" <input type="checkbox"/> El lenguaje escrito de los compromisos es acartonado y difícil a asimilar <input type="checkbox"/> Para el personal de soporte no involucrado directamente en proyectos fue difícil comprometerse <input type="checkbox"/> La falta de gradualidad en el desarrollo e implementación por fases <input type="checkbox"/> Faltó desarrollar indicadores y herramientas más sencillas y ágiles	<input type="checkbox"/> Planificación gradual y por etapas de la aplicación de cada compromiso en el contexto de cada país <input type="checkbox"/> Mayor coordinación entre el PMA y otras instituciones para con ello lograr resultados integrales	<input type="checkbox"/> Mayor conciencia de las equidades en el trato hacia hombres / mujeres, niño / niñas, y una decidido trato equitativo	
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* C1= Compromiso 1; C2= Compromiso 2; C3= Compromiso 3 etc. (ver también Anexo I)

ANNEX X

Budget Line for Gender-Related Activities to Implement the CW in the Colombia Country Office

Gender-Related Activity	Year	Source of Funding	Amount
Consultancy Maria Mercedes Turbay: Recommendation to implement the WFP's Commitments to Women ¹	1996	WFP – REG	N.I.
Consultancy Norma Villareal: Case Study on gender perspectives in the Project of the National Federation of Coffee Producers and PRODESCO.	1997	WFP-REG	N.I.
Training workshop on gender issues for counterparts, beneficiaries and WFP staff in Iguaque-Colombia	1997	WFP - PSA	N.I.
Consultancies of Berta Quintero ² : 1. Gender perspective in indigenous communities. Recommendations for the WFP supported indigenous project COL 2740, Report July 1998 2. Discrimination, subordination or sexual exclusion in indigenous communities? Case study, Bogotá 01/99	1998	RSS - is executive institution; indirect WFP funds through "Prompt despatch of vessel carrying" given to the government counterpart RSS	6 900 000 pesos
WFP Gender Focal Point and counterparts (RSS) participated in a workshop on gender in Quito- Ecuador	1998	N.I.	US\$7 776
Participation of GFP in the Workshop to prepare the mid-term review on the Commitments to Women held in Las Tunas - Cuba	1999	ODM	US\$494
Consultancy of Lorena Aja Eslava: Case Study: Ethnic revitalisation in the Ette Ennaka Community through strengthening the participation of women in decision making processes.	October 1999 to March 2000	GAF	4 900 000 pesos equivalent to US\$3 000
Participation of WFP beneficiaries in a Food Security Workshop and the 1 st Meeting of WFP beneficiaries in Honduras	2000	N.I.	N.I.
Training of community leader, NGO and counterpart (RSS) regional staff on gender issues in the Department of Magdalena-Colombia	2000	GAF	N.I.
Workshop on training systems focussing on gender analysis and monitoring of gender indicators	2000	M&E of PRRO 6139 & DEV 5738	US\$5 000 planned; US\$1 000 expended
Workshop to initiate PRRO including gender planning – Medellin – Colombia	2000	DSC (for travel costs participants)	US\$5 000 planned; US\$1 000 expended
Self-evaluation PRRO 6139 (by programme and support staff)	2001	WFP-Rome	US\$2 000
Food needs assessment of displaced populations in Colombia in 76 families (Monica Trujillo)	2001	WFP PRRO 6139	N.I.
2nd Exhibition of Latin America on Food Security; and participation of women's community leader in the 2nd Meeting of beneficiaries in Lima, 13-18 November 2001	2001	N.I.	N.I.

GAF = Gender Action Fund - DSC = Direct Support Costs - PSA = Programme Support and Administration - REG = Regular Budget - N.I.= No information available

¹ Translation by mission leader. Original title: Recomendaciones para la implementación de los Compromisos hacia la mujer.

² Translation by mission leader. Original title: Resumen ejecutivo del documento "La Perspectiva de Género en el Programa Indígena" para el documento final de política del programa indígena. Julio de 1998"; Discriminación, subordinación o exclusión sexual en las Comunidades Indígenas, Enero 1999, Berta Quintero.

ANNEX XI

Evaluation of WFP Commitments to Women (1996-2001) Mission to Colombia (6-13 March 2002)

Judith A. Thimke - Programme Advisor, ODM

A mission to WFP Colombia was carried out by the ODM from March 6-13 in support of the OEDE Evaluation of WFP Commitments to Women 1996-2001 (March 5-27). Ms. Claudia Trentman, WFP international consultant and team leader, and Ms. Yusmidia Solano, national consultant, are currently conducting this evaluation. The author of this report participated in the first week of the evaluation mission as an ODM resource person. The following comments are extrinsic to any eventual conclusions and recommendations of the OEDE evaluation mission, in which the author of this report played primarily an observer role.

Meetings and Discussions

Thursday, March 7: Meeting with La Consejería Presidencial.

The mission met with members of the Consejería, who explained, among other topics, the different vehicles at the institutional level for addressing similar challenges as outlined in the CW, which do not constitute a governmental policy but rather are comprised of various legislative bills to support mothers and their young children.

Thursday, March 7: Discussion with Ms. Donny Meertens, researcher and investigator on women and displacement in Colombia.

Ms. Meertens has made a key contribution to the recent publication, *Mujer y Conflicto Armado, Informe Sobre Violencia Sociopolítica Contra Mujeres y Niñas en Colombia*. In the course of our discussion some interesting points were made that served to set the stage for the mission in terms of the current situation of conflict and displacement in Colombia and how women are affected.

Although much emphasis is habitually placed on the vulnerability of women in situations of displacement, the same displacement represents many opportunities for changing the status and condition of women.

In comparing women and men in situations of displacement, research shows that women are more affected because of their generally lower levels of education, lack of community participation and experiences outside the home, cultural biases, etc. The shock from being uprooted from (rural) places of origin and ending up in what are often unfamiliar, urban settings is therefore generally initially much more traumatic for women than for men.

Despite the above factors, women generally prove to be more resilient and flexible in adapting to their new environment.

Related to this, women in situations of displacement to urban areas are much more reluctant than men to return to their places of origin (or resettle in other areas), primarily because of safety concerns for their families and in consideration of future opportunities available in the urban setting.

Displacement to Bogotá is especially traumatic. At this time there are no organizations in Bogotá that are exclusively centred offering assistance to displaced women.

Ms. Meertens is very supportive of WFP efforts to reach both urban and rural displaced women through its CW.

March 7: Meeting with the Country Representative, UNHCR, Ms. Leila Lima, and Program Assistant, OCHA, Ms. Maria Jose Torres.

Ms. Lima confirmed to the mission that a core group of agencies in Colombia are clearly committed to gender approaches (WFP, UNHCR and UNFPA). WFP, in her opinion, is the agency with the most visibility and presence in the field, and she is very appreciative of the excellent work it is doing in Colombia for displaced persons and for its positive collaboration with other agencies, notably UNHCR. She was very interested in the fact that the other missions being carried out by WFP to evaluate its Commitments to Women (Pakistan, Sri Lanka, Sudan, and Mali) include IDP operations, which in her view provides an excellent opportunity for a comparative analysis. Ms. Lima briefed the mission on the recently elaborated United Nations Humanitarian Action Plan, which through its strategic focus on “differential groups” (including women/men, urban/rural, children, the elderly and ethnic groups) offers the opportunity to include agency-specific policies, including WFP’s Commitments to Women. One of the United Nations’ main challenges in Colombia, however, remains finding a way to translate its commitment to gender approaches into public policies, especially in the context of the past focus by RSS on “populations” and reluctance, until recently, to consider a specific gender approach.

March 8: International Women’s Day Celebration, Radisson Hotel.

The mission attended this three-hour event that began with opening remarks by Mr. Anders Kompass, United Nations Resident Coordinator and UNHCR Representative and Ms. Leila Lima, UNHCR Representative, who also served as the panel moderator. Following were testimonies from members of the panel representing³ la Liga de Mujeres Desplazados de Bolivar, la Organizacion de Madres de Policias y Soldados Retenidos, la Asociación Nacional de Mujeres Campesinas e Indígenas de Colombia, Mujeres del Pacífico, la mesa Mujer y Conflicto, la Liga Internacional de Mujeres para la Paz y la Libertad and other speakers, including Marta Isabela Crainshaw, Nicaraguan researcher and ex-FSLN militant leader who later participated in the peace process. The individual testimonies alternately provoked tears and standing ovations from the 200+ crowd as these women spoke clearly and simply about their lives and how they have been adversely affected by violence and displacement. Marisol Quintero, of the WFP Colombia office, was the presenter.

March 8: Encounter with William Spindler, UNHCR Regional Public Information Officer, Caracas.

Brief discussion during the coffee break with Mr. Spindler, on a one-week mission to Bogotá after having met Djordje Vdovic in Caracas days earlier. I informed him of the presence of WFP’s Regional PI Officer in Bogotá, of which he was unaware.

March 8: Security meeting with Jose Antonio Diaz de Tuesta, Security Officer for UNHCR and acting UNSECOORD Field Security Officer.

Mr. Diaz de Tuesta, a former commander in the Spanish army, provided the mission with an extended security briefing to complement the material distributed by the WFP country office upon its arrival. The mission’s travel to Cartagena, Monteria and Apartadó was cleared, with the United Nations offering some additional security protection while there. Travel in the afternoon of March 8th to Soacha, on the outskirts of Bogotá, however, was denied to the international members of the mission for security reasons. It is evident from speaking to a security professional that WFP’s continued efforts to secure a WFP Security Officer (thus far unsuccessful because of lack of funds) is more justifiable now than ever before. With the recent collapse of peace talks, the situation is even more volatile and in Mr. Diaz Tuesta’s view, very likely to deteriorate in the period up to and well after the Presidential elections. It became clear while speaking with Mr. Diaz Tuesta that a UNSECOORD Field Security Officer, tasked with providing support to all United Nations agencies in Bogotá, cannot possibly meet the on-the-ground field security needs of WFP. These needs involve constant monitoring of changing conditions in the field in order to ensure the safety of staff members based in sub and satellite offices who are obliged to travel extensively to carry out monitoring activities. Although WFP Colombia currently depends on the goodwill of its United Nations colleagues to extend security assistance to its staff based and travelling in the field, the new developments dictate that these same officers are finding themselves increasingly taxed with duties related to their own agencies. The recommendation of the mission is that in one way or

³ Representatives of women’s organizations and networks of former displaced people participated in the panel.

another funds be made available on an urgent basis to hire a field security officer for WFP Colombia, in line with other agencies' practices there (which complement the UNSECOORD FSO and meet agency-specific demands). Colombia's current risk level is at the present time categorized as medium high by UNSECOORD NY.

March 9: Meeting with NGOs “Taller de Vida” and “Corporación ADA”.

These NGOs, currently collaborating with WFP in Soacha in pre-school feeding and food for work, respectively, are very committed to working with WFP and interested in its CW and how they can continue to be translated into practical actions.

Taller de Vida is one of the first organizations in Colombia to work directly with internally displaced women and their children, starting in the early to mid-1990s). They are, in fact, very much against the terminology “displaced persons” as they have found through experience that this negatively labels individuals, contributing to a loss of personal identity and discrimination from other groups. They are therefore very careful to describe individuals as “[women/men] in situations of displacement”. Taller de Vida focuses on empowering women through training – participation/decision making and practical skills for income generation – paying particular attention to the special cultural conditions of Afro Colombian women and those from other marginalized groups. Taller de Vida has found through experience that traumatic experiences of displacement offer opportunities for change, especially in the lives of women, and that men in general require more psychosocial work than women, who tend to adapt more readily to new environments after the initial shock of being forcefully uprooted from their homes. It is also clear that situations of displacement, with all the tensions and uncertainties they present, tend to destroy the social fabric of families. Taller de Vida's gender approach therefore emphasizes the entire family, including mothers, fathers, young children and adolescents, in order to help the entire family unit remain intact in a new and usually very hostile environment. The challenge is to do this while respecting traditional culture and challenging and questioning destructive cultural patterns and behaviours. Taller de Vida has just begun to collaborate with WFP; their first preschool feeding was carried out several weeks ago.

Corporacion ADA represents a group of 40 local organizations that have been working primarily in the Amazon region. In a very organized presentation, this NGO described the activities it is carrying out, including a self-sustaining farm project for 40 families that will eventually serve as a “bridge” for displaced families returning to rural areas, the creation of urban gardens and nutritional studies carried out on children and adolescents. ADA has found that the psychosocial component is very important when dealing with families in situations of displacement, and that the high percentage of women heads of households among the displaced means that special attention needs to be directed to these families. ADA is encouraged by its collaboration with WFP since October 2001 in carrying out FFW and FFT activities, pointing out that WFP food assistance represents a valuable entry point for complementary economic and social activities aimed at strengthening displaced families' ability to cope with their new lives. Obstacles that need to be addressed in FFW and FFT initiatives include participants' lack of money for transport to places of work/training; and the “opportunity loss” that some participants perceive with food for training, as a day of training represents in practical terms a day lost in job searching. A much less tangible but alarming obstacle mentioned is the lack of coherence between official policies regarding displacement and the real needs of displaced men, women and children.

March 11: Discussion of WFP Commitments to Women in the context of the development project “EcoAndino 5738” with Government Counterpart (UAESPNN/Unidad de Parques Nacionales – Mr. Alberto Rojas) and WFP staff.

The Ecoandino project, part of the ‘Parks for the People’ concept that supports communities living in “buffer zones” adjacent to national parks to foster through good environmental practices sustainable livelihoods, has made progress in terms of the CW in the eight months since it officially began with its first food distribution. WFP and the government counterpart have taken specific steps to integrate gender and “generational” approaches in the project, understanding that these communities have cultural traditions that are passed down from the elderly to the very young. There is broad community participation, and women are increasingly present and vocal. The heterogeneity of these groups poses a number of challenges when working with a gender approach, particularly when addressing ownership

and control of assets. In this regard, both the UAESPNN and WFP project coordinators admit that there are still great strides to be taken, especially in the context of challenging long-standing cultural practices, which requires a high degree of sensitivity and a thorough knowledge of the social structures of the communities. The actual presence of women community leaders and technicians makes this an easier task; here again the “family approach” as an entry point to gender was emphasized. Other challenges from the counterpart’s point of view include:

- providing assistance (particularly food) in a way that does not foster dependency among the communities, especially since the Parks for the People project is a long-term government initiative to encourage sustainable, integral development within these communities;
- addressing the needs of the adolescent population;
- keeping family units intact by providing alternate options to migration; and
- further addressing the rights of women through providing the documentation that many lack.

It is interesting to note that before collaboration with WFP, UAESPNN did not consider any specific gender approach or methodology in its activities. Eight months later, good practices being carried out in the four parks where WFP is collaborating have become a standard for other parks in the system. One constraint that was mentioned by the UAESPNN was the potential for conflicting interests and agendas of the various actors in the organization. As an example related to WFP, cultural anthropologists working on the Government’s Parks for the People project have not necessarily recognized the need for a specific gender approach when carrying out activities. The positive side of this is to hear how the counterpart debated this issue with his anthropologist colleagues in defence of incorporating such a gender approach.

March 11: Discussion of WFP Commitments to Women in the context of development project 2740 “Support to Socio-Economic Activities and Environmental Protection in Indigenous Communities” with Government Counterpart (Red de Solidaridad – Ms. Teresa Suarez and Mr.Sergio Mejilla) and WFP staff.

This project began in 1991, coinciding with indigenous peoples’ rights being incorporated into the Colombian constitution. From this date onwards, women leaders began to appear. However, as the majority of community groups are based on a patriarchal model, the initiatives regarding the CW that were taken in the current phase of the project (1995-2001) have resulted in gradual progress, with special difficulties posed when moving beyond distributing food to women and entering the more culturally disputed terrain of women making decisions in the community and controlling assets. Data disaggregated by sex has only been available since 2001. A particular challenge for this project was to provide food for work to community members when the same individuals were being expected by the community leaders to work free of compensation on community projects (the traditional “minga” system). When asked how this was managed, Ms. Suarez explained that when designing FFW activities with the communities, careful attention was paid to the domain of the work to be considered for each type of activity; domains linked with cultural traditions and heritage, such as gathering medicinal plants, were left to the “minga” – with people being fed through the “community cooking pots”. Infrastructure and other works that did not infringe on cultural practices were considered for FFW activities that were compensated through family food rations. In the end, according to Ms. Suarez, the traditional system was not threatened, but strengthened.

RED confirmed that it is preparing a proposal for WFP for a new phase of this project, beyond the current operational plans up to December 2002, which does not consider a credit component.

March 12: Meeting with Ms. Claudia Martinez, Vice-Minister of the Environment, Mr. Juan Carlos Riascos, Director General of UAESPNN/ Unidad de Parques Nacionales, Alberto Rojas, UAESPNN Project Coordinator for EcoAndino 5738, Mr. Ruben Garcia, WFP Technical Assistant for EcoAndino 5738, Rosalino Varela, WFP Project Coordinator for EcoAndino 5738, and Ms. Els Kocken, CD WFP Colombia.

This meeting took place to discuss ways to solve the “absorption” problem of this project, mainly caused by delivery problems related to the political/security situation of the country and lack of availability of government funds. In the first six months, some 20,000-35,000 rations were distributed among the four parks, compared to the project target of distributing 113,000 rations yearly to each park. The Vice-

Minister's attendance was primarily to draw her attention to the constraint related to Government counterpart funds and solicit her support in lobbying for the release of the necessary resources required for carrying out the project.

The UAESPNN proposal, in response to WFP's concern about the low project resource utilization, consists of two parts: expanding the scope of coverage of current WFP assistance in the four parks (and to include indigenous groups in this expansion); and expanding coverage of WFP food assistance from four national parks to twelve. Concerns raised by WFP included: (1) targeting methods to be used when expanding the scope of coverage in the four parks where WFP is currently providing food assistance (there appears to be greater emphasis on poverty than on hunger as criteria in the present practice); (2) the exact location of the proposed additional parks and their proximity to those currently being covered (for supply chain and monitoring cost implications); (3) the methodology used when proposing the additional parks; here WFP suggested improvements in methodology by narrowing the selection criteria used by UAESPNN (currently, a list of 18 considerations, in no apparent order of priority) to a more manageable number, including a "core list" of criteria that is not negotiable from a WFP perspective to ensure accountability; and (4) the feasibility of expanding the project three-fold without consideration of additional financial obligations in terms of national staffing and monitoring (for both WFP and UAESPNN), especially in the current situation of frozen Government funds for the project as it currently stands.

It was decided at the end of the meeting that in principle the proposed expansion would be supported. However, UAESPNN would obtain a preliminary list of costs from suppliers serving the proposed additional areas and reformulate the selection criteria. UAESPNN was also asked to consider additional budget implications of their proposed expansion, as WFP finds it is not feasible to expand a project without considering the added workload of the current technicians. WFP would compare the four existing park sites and the proposed additional eight sites with the geographical coverage of (ending) Project 2740 in order to involve these indigenous communities in any eventual plans to extend current coverage of the Ecoandino project. The Vice-Minister confirmed that the entire Government budget is presently frozen while the process of determining where cuts need to be made is carried out. She promised that as soon as funds were unfrozen she would advocate for the needed Government cash resources to be released for this project.

In terms of the CW, the Vice-Minister confirmed that she fully supports WFP's position and respects our work but cannot provide any Ministerial commitment in writing to this end as the Government has no official gender policy. She pointed out that Colombia has a relatively small gender gap and is fortunate to have a number of women in high Government positions to ensure that the type of issues WFP is concerned with are in fact addressed at the highest levels. Concretely related to the Ecoandino project, she suggested to her Director that UAESPNN and WFP systematically meet jointly with community leaders so that they are made to understand that the gender approach pursued in this project is a commitment shared fully by WFP and the Government counterpart.

A number of security observations and recommendations were offered to WFP Colombia staff at the request of the Country Director:.

- Although the good practice of visitors to the office being consistently escorted in and out of the building and accompanied by a staff member during the time they are inside the premises is in place, all visitors must consistently be registered upon arrival and issued with a guest pass.
- Office security will be enhanced if WFP Colombia staff members consistently wear their UN/WFP passes. This practice provides a clear way to distinguish intruders who are not wearing official identification.
- Staff members are consistently following the good practice of signing out upon leaving the premises.
- All vehicles on mission outside of Bogotá office or sub offices should be consistently monitored by radio or cell phone. This is already in place but the importance was emphasized. In the case of Bogotá, missions to Soacha, etc. also need to continue to be closely monitored.
- Staff are encouraged always to look into their vehicles before opening the doors and ensure that they immediately lock the doors.

- Seatbelts should be used, even for short trips within the city.
- All Avantel (one-way radio communication trunking system) communications should be carried out in code as per UNSECOORD recommendation. This will also serve to prepare staff for the introduction of VHF radio communications (ODM ICT confirms training will be provided).
- Significant Incident Reporting (SIR) needs to be strengthened on the part of all staff members in order to ensure that the necessary documentation is consistently provided to ODM/HQ regarding significant security incidents.
- It was suggested that the weekly ODM situation report be consistently used as a vehicle for routine security reporting. This recommendation was based on the CD's report that those dealing with security in Rome are now looking to this report as a primary source of information on field security conditions.

Managua, March 26, 2001

ANNEX XII

List of Documents Consulted

ACNUR - GTD - OCHA

Consulta con mujeres desplazadas sobre principios rectores del desplazamiento. Actividad coordinada por el ACNUR, con el apoyo del Grupo Temático de Desplazamiento (DTD) y de OCHA, Bogotá, 16-18 de Mayo 2001

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(MAP 1): DISTRICTS OF COLOMBIA AND CURRENT OPERATIONS OF WFP IN COLOMBIA

Annex 13 (Map 1): Districts of Colombia and current operations of WFP in Colombia

