

# Appeal

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Colombia

## Assistance to Flood Affected in Girón LACO-52 Appeal Target: US\$ 211,323

Geneva, 15 March 2005

Dear Colleagues:

Torrential rains lashed areas in Colombia between 8 and 14 February 2004, the north-east of the country being the worst affected region. There were major landslides, rivers burst their banks and the consequent flooding affected the population in these high risk areas. This period of heavy rain particularly affected numerous neighbourhoods and settlements in Girón in the Department of Santander.

The vulnerable and displaced communities that are located along the banks of the rivers Frío and Oro, which flow through the municipality, have been most affected by this emergency. According to figures provided by the Government Secretary for the Department, the interim death toll stood at 30, 40 people had disappeared and 28 thousand had been rendered homeless. The Minister for the Environment, Housing and Regional Development estimates that between five and six thousand homes have been affected by this bad weather. The victims are currently living in *cambuches* (shelters built from material such as tins, plastic and cardboard), churches, schools and public places in the city.

ACT member in Colombia the **Evangelical Lutheran Church of Colombia (IELCO)** has a Mission and Development office in this area. Since the beginning of the crisis they have been providing support to the affected population. In co-ordination with the **Lutheran World Federation (LWF/DWS)** they requested immediate support from the ACT Alliance and a Rapid Response of US\$40,468 was sent by the ACT CO. With this appeal they are proposing to assist the affected population through:

- Food and non food relief items
- Housing
- Psychosocial assistance
- Risk management training

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ACT is a global alliance of churches and related agencies working to save lives and support communities in emergencies worldwide.

The ACT Coordinating Office is based with the World Council of Churches (WCC) and The Lutheran World Federation (LWF) in Switzerland.

**Project Completion Date:**

31 December 2005

**Summary of Appeal Targets, Pledges/Contributions Received and Balance Requested**

Total Appeal Target(s)	<u>US\$</u> 211,323
<b><u>Less:</u></b> Pledges/Contr. Recd.	<u>0</u>
<b>Balance Requested from ACT Alliance</b>	<b>211,323</b>

White Rakuba  
Director, ACT Co-ordinating Office

Full details of programme and budget are on following pages.

## I. REQUESTING ACT MEMBER INFORMATION

- **The Lutheran World Federation/Department for World Service and**
- **The Evangelical Lutheran Church of Colombia/Department of Mission and Development**

## II. IMPLEMENTING ACT MEMBER & PARTNER INFORMATION

ACT members **The Lutheran World Federation/Department for World Service** and the **Evangelical Lutheran Church of Colombia (IELCO)**, as members of the ACT Network in Colombia, have joined together to formulate and implement this proposal. None of the other ACT members in Colombia has a presence in the area or are able to provide technical or economic support to the present proposal.

**LWF - Department for World Service** serves as an international Lutheran Agency with the responsibility for conducting and administering emergency relief, rehabilitation, resettlement and development programs with particular reference to refugees, emergency situations and other areas of endemic need, as well as to address the root causes of social and economic injustice. Such services are global in scope and are rendered together with or on behalf of local, national and/or international partners for the benefit of people in need irrespective of race, sex, creed, nationality or political conviction. The DWS program in El Salvador/Guatemala has comprehensive experience in emergency, rehabilitation and reconstruction activities. It has carried out emergency / rehabilitation / reconstruction programs in El Salvador, Guatemala and Honduras over the last years. All activities and projects included elements of risk management, human rights and community participation to lay the foundation for sustainable development.

### **Implementing Partner**

**The Evangelical Lutheran Church of Colombia (IELCO)** was founded in 1958 and joined the LWF in 1966. IELCO's Social Development Office was established in 1982, with a mission to promote integral development projects for families and marginalised communities to assist them in becoming self-reliant.

The main objective of the Development Office is to promote, advise and execute integral development projects in both rural and urban communities, in order to improve their social, economic, cultural and spiritual level as well as foster self-reliance and community commitment. IELCO has also provided emergency assistance to victims of earthquakes (1983 - 1985 - 1999), floods (1985 - 1987 - 1994 - 2000) and other humanitarian activities (2002-2003-2005). IELCO has been working with internally displaced people since 1996. Its work is limited as funds are not always available. Co-operation agreements have been signed with both NGOs and other Government agencies working with the displaced to complement activities. The Department of Mission and Development has its own office and team in the region.

## III. DESCRIPTION OF THE EMERGENCY SITUATION

Between 8 and 14 February 2004 it rained extremely heavily in Colombia, the north-east of the country being the worst affected region. There were major landslides, rivers burst their banks and the consequent flooding has affected the population that usually inhabits these high risk areas. This period of heavy rain particularly affected numerous neighbourhoods and settlements in Girón in the Department of Santander. There is a tremendous need here due to the insufficient reactions of the local municipal council which has no organized contingency plan or emergency service capable of dealing with major emergencies. The vulnerable and forcibly displaced communities that are located along the banks of the rivers Frío and Oro, which flow through the municipality, have been most affected by this emergency. According to figures provided by the Government Secretary for the Department, the

interim death toll stood at 30, 40 people had disappeared and 28 thousand had been left homeless. The Minister for the Environment, Housing and Regional Development estimates that between five and six thousand homes have been affected by this inclement weather. The victims are currently living in *cambuches* (shelters built from material such as tins, plastic and cardboard), churches, schools and public places in the city. On 2 March this year an RRF was approved to the value of USD\$ 40,648.

A climatic event can have catastrophic effects on large sectors of the population and contributes towards the destruction of the social fabric, which is understood as the internal dynamics of the community, built through relationships and the roles and functions that each member of the community assumes. These make it possible to build a sense of community and enable the community to seek alternative solutions to the problems that confront it. As a result of such events there is a need to revitalise the community and to strengthen the formation of support networks which will generate mechanisms that improve the quality of life and community development.

Girón has a population of around 80,000 and is located in the Department of Santander. The economy is based largely on agriculture, cattle farming, mining and commerce. It has a number of poor and underprivileged neighbourhoods such as the settlements of displaced and other vulnerable people.

IELCO has a local Mission and Development office and a church in the city of Bucaramanga that is 15 minutes from the municipality of Girón. The Church of the Divine Redeemer has had a presence in Girón for over ten years, in particular in *La Independencia* settlement, with projects that provide accompaniment of an integrated nature using its own resources or those of the Development Department. This church also had a presence in the settlement of *Convivir* for seven years. These two areas have been seriously affected by the heavy rains and flooding.

These communities were already living in conditions of extreme poverty with a lack of basic services and overcrowded living conditions which have been aggravated by the emergency. The families that lost their homes now live in makeshift shelters, they have also lost all their belongings and have no food. Some improvised community soup kitchens have been set up, two of these with some support from IELCO.

The mayor<sup>1</sup> reported that “the lack of housing continues to be the most serious cause of social conflict”. This is due to the fact that the urban structure of the municipality has been completely altered by the flooding and the city has been put at risk due to the loss of the containing walls of the two rivers that flow through it. The homeless wander around the city and neighbouring municipalities in search of food for their children. Numerous families have gained forced entry to private land and set up *cambuches* there, which is likely to lead to future conflict with other social sectors and the police.

Since 12 February IELCO has been providing accompaniment to these communities through the professional team of the national development office, the local office in Bucaramanga and volunteers from local churches in the area. Essential items such as food, clothing and some household items, have been obtained and delivered. At the height of the emergency the community soup kitchen in *La Independencia* provided lunch and breakfast for 308 people. Since 28 February the soup kitchen has continued to provide meals for 160 children.

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<sup>1</sup> *El Frente* newspaper, 6-12 March 2005, page 1

The survey carried out in *Convivir* shows that there are 2,031 inhabitants:

CHILDREN		ELDERLY PEOPLE	
Girls	Boys	Women	Men
432	400	617	582

There were 344 homes in this area: 46 of these disappeared, 57 were destroyed, 71 were partially destroyed and 72 were demolished due to risk factors. So far there are 169 habitable dwellings.

The survey carried out in *La Independencia* shows 65 families with a total of 296 persons:

CHILDREN		ADULTS	
Girls	Boys	Women	Men
75	61	85	75

There were 65 homes in the settlement, 10 of these were destroyed and 23 partially destroyed.

#### IV. GOAL & OBJECTIVES

**Goal:** To provide emergency assistance, through humanitarian aid and a rebuilding programme, for the victims of the flooding along the banks of the River Oro in the settlements of *Convivir* and *La Independencia*. This assistance will take the form of food aid, psychosocial assistance and a programme to assist in the rebuilding of housing.

##### Objectives

- To provide essential items necessary for the immediate survival of 260 families that were victims of the flooding, in the settlements of *Convivir* and *La Independencia*.
- To provide a basic daily meal to 100 vulnerable, flood affected families, during the process of reconstruction. Priority will be given to children, the elderly and people doing the reconstruction work.
- To strengthen the building of family and community networks through psychosocial assistance to the most affected by means of individual and group assistance and the leisure activities.
- To train a group of people from the two communities in risk management in order to mitigate future disasters.
- To support a process within the community for the construction of 80 houses for 80 families.

#### V. TARGETED BENEFICIARIES

There will be 260 beneficiary families in the two settlements, with a total beneficiary population of approximately 1,050 people. These will receive humanitarian assistance during the initial phase of the project. Subsequently, the reconstruction phase will give priority to 100 of these families, benefiting approximately 400 people.

##### Criteria Utilised in Beneficiary Selection

DMD/IELCO and the DWS/LWF will focus on the families most seriously affected by the flooding, especially families with children and women in a vulnerable situation, in accordance with the following criteria:

- Families or groups of families living in the settlements of *La Independencia* and *Convivir*
- Families whose homes were completely destroyed or who are at high risk where they are currently living

- Families that can gain access to land owned by the municipality
- Preference will be given to female headed household because of their critical vulnerability and the responsibility that they have for the family
- Families willing to build a community

The community and its leaders will participate in the selection of the beneficiary families. The Co-ordination Team, in conjunction with the Outreach Worker, will review the situation of the families suggested in accordance with the parameters laid down by the Sphere Project and the criteria of the ACT Code of Conduct.

## VI. PROPOSED EMERGENCY ASSISTANCE & IMPLEMENTATION

Benefiting Population and Type of Assistance	Resources
260 families living in the settlements of <i>Convivir</i> and <i>La Independencia</i> receive essential items vital for their survival	Professional team & volunteers
The most vulnerable members of 100 families receive a meal a day from the community soup kitchen	Setting up and operation of the community soup kitchen
Support and psychological accompaniment to individuals and families from the community, complemented by the promotion of organisational and participative processes related to the reconstruction	Team from the Iraka Foundation consisting of two psychologists, one psychiatrist, a social worker & two cultural recreational workers
A wide group of community leaders and interested people will be trained in risk management in order to reduce the impact of future disasters	Specialist consultant
80 families will undertake a self-help process, aimed at community formation and the construction of 80 basic housing units and one community hall, with the Foundation for Research, Development and Popular Habitat (FIDHAP)	FIDHAP team of experts in construction and community formation

Following the initial humanitarian aid, the project will be implemented along the following lines: Nutritional Assistance, Psychosocial Assistance, Risk Management, and Family and Community Infrastructure. Community organisation will form a key element of this process. This will be achieved through the accompaniment of a group of professionals and volunteers consisting of a LWF/WS Co-ordinator, an IELCO/DMD Co-ordinator, an Outreach Worker, a local administrative assistant, a professional accountant and volunteers from the local Lutheran churches. Specialist topics relating to habitat, psychosocial aspects and risk management will be covered by agreements with nationally recognised professional organisations. The project will give priority to dignified re-establishment of community life and to this end complementary support will be sought from other local public and private organisations.

### FOOD AID

One or two community soup kitchens will be set up and put into operation, depending on the location of the families selected. These will provide a nutritional lunch prepared under hygienic conditions. The preparation and distribution of the food will be the responsibility of women from within the communities.

### Implementation

- Selection of a co-ordinating committee consisting of members of the community which will be responsible for accompanying individual components and for the selection of volunteers to prepare the food
- Adaptation of spaces for cooking the food and the provision of basic cooking utensils
- Each day the project will provide food according to the detailed written instructions of nutritional experts

The Outreach Worker will ensure that the same families participate in other activities related to community integration and reconstruction.

### **PSYCHOSOCIAL ASSISTANCE & RISK MANAGEMENT**

This will begin with a review of the damage caused to social structures by the flooding. The aim is to generate a process of accompaniment that will guarantee the emotional recovery of the members of the community and of their social networks. Similarly, the element of risk management will be introduced in order to mitigate future emergencies and to ensure the appropriate reconstruction of the local environment and housing.

Experts in psychology will offer individual or group therapy in conjunction with experts in recreational activities and the arts, who will provide training for the recuperation or discovery of artistic and social skills. Sports groups will be formed, a literacy programme will be established and education will be given in the areas of arts and music. The purpose of these recreational activities is to bring about a complete recovery of the person through the discovery of hidden talents and better ways of living. Over the course of time the communities will be integrated, achieve solidarity and have higher expectations for the future.

### **Implementation**

- Agreement with the Iraka Corporation. A team of six professionals will provide coverage to between 70 and 100 families.
- Agreement of a work plan based on an initial diagnosis in the field through home visits
- Individual and group therapy sessions for people and families that request them, or where a need is detected, in order to reduce the emotional impact resulting from the disaster
- Formation of work groups for families, children, young people and community leaders in order to determine topics for the workshops
- Facilitation and adaptation of meeting and recreational spaces for strengthening community integration and local capacities
- Consolidation of the process and the results obtained in order to share the experience and achievements, with other organisations and with the community itself, as a tool for the strengthening and recuperation of the collective memory

The Iraka team will work with the Outreach Worker, who will be responsible for co-ordinating activities with the community and supervising plans, materials and resources. The Co-ordination Team in Bogotá will provide professional support through training and the exchange of experiences.

### **Family and Community Infrastructure**

The Mayor's Office in Girón, together with other departmental and national authorities, is currently trying to purchase land for the resettlement of the families that have been made homeless by the flooding. The project team is accompanying the families that have been given assistance and will monitor the distribution of the land for beginning the reconstruction work and community formation. The precarious situation of the victims, who are currently living in *cambuches* and public places without any kind of basic services, means that the land issue is likely to be resolved quickly. Work will be done where the families are located to rebuild basic housing units, with a living room/bedroom, a small kitchen and a bathroom. Each family will be accompanied by a team of experts in building and community processes. Each family will build its own housing unit under the guidance and accompaniment of an architect. A communal hall will be built where workshops can be held and materials stored. The investment in infrastructure will benefit the welfare of the whole community. It will provide them with spaces for communal activities, and will enable them to receive the advice and accompaniment that will help them to make the best use of these spaces and to plan the future of the

settlement.

### **Implementation**

- An agreement will be made with FIDHAP (Foundation for Research, Development and Popular Habitat Popular) for expert accompaniment in community reconstruction. This organisation will make the services of a co-ordinator, an architect and a foreman available
- An Infrastructure Committee will be set up with members from the community, in order to make sure that the objective is met
- Selection of the families, training and agreement of a joint work plan
- Each family will build its own housing. FIDHAP will provide building materials for basic housing and each beneficiary family will provide the foundations for their house, as well as their labour and other improvements that they may wish to add to the basic plan.
- A group of beneficiary families will be responsible for the construction of the communal hall under the same conditions as those applying to the housing units

### **Presumptions, limitations and prioritisation**

This is a viable project given that coverage, in terms of the number families who were victims of the flooding, is small compared to the magnitude of the disaster. It is presumed that the land will be purchased by the state authorities, or that the families will remain in the places that they have occupied so far, which are viable places for building housing. It is presumed that the resources included in the proposal, which are necessary for maintaining the integrated nature of the project and project cohesion, are received.

With respect to priorities: if funding proves to be insufficient the number of houses to be built will be reduced and the needs of the community will be reassessed.

### **Implementation Timetable**

March to December 2005

### **Transition from Emergency**

The LWF/WS and IELCO/DMD have sufficient experience to guarantee responsible and professional project implementation. The two organisations have previously worked together on projects providing emergency assistance to the population displaced by the social and armed conflict afflicting the country. In addition to this experience, the work teams have been strengthened through training and knowledge of the Sphere Project, some have been trained as facilitators for the provision of psychosocial assistance based in the community, and others have acquired tools in risk management. The community infrastructure, with the active accompaniment of IELCO in the area, will be the responsibility of the respective Community Action Committee and will be for the general use of the community. An organised community will be established that can manage its own affairs and that will be capable of lobbying and dealing with emergencies within the community itself.

Once the project has been completed, IELCO's Department of Mission and Development, in co-ordination with the local Lutheran Church, will determine the activities that can be continued with economic support from alternative sources, and will monitor the processes that have been established or are in progress. The DSM of the LWF is in the process of setting up a country programme which will also be able to provide future support to the work carried out.

## **VII. ADMINISTRATION, FINANCE, MONITORING & REPORTING**

### **Administration**

The LWF Department for World Service will have overall responsibility for project management. It has a regional technical and administrative team that can guarantee the timely production of reports, evaluations and corresponding audits. The project will be executed in co-ordination with IELCO's Department of Mission and Development. This is a legally recognised institution with an infrastructure in Bogotá and in the area of the flooding and has personnel that have been trained in project implementation.

### **Finance**

The DWS, which has an accounts department, will be responsible for the financial management of the project. There will be an accountant working full-time for the project in Colombia and a nationally and internationally recognised firm of auditors. These will ensure that the requirements of international co-operation and national legislation are complied with. The Co-ordination and the DWS will provide training to the field team on writing of reports, the use of forms and other documents that guarantee the correct and transparent use of resources. The resources will be managed through a bank account dedicated exclusively to the project. In order to guarantee the best choice, three quotations will be obtained prior to expenditure on materials or other inputs that have a cost equal to or over US\$ 200. All materials and inputs that can be obtained in the areas where the project is being implemented will be purchased from local suppliers. At the end of the project the assets purchased will be managed by IELCO for the benefit of the communities.

### **Monitoring and reporting**

Monitoring, advice and accompaniment will be managed by professionals recruited by the DWS, in conjunction with the management of IELCO's Department of Mission and Development, and under the permanent supervision of the two organisations. The Co-ordinating Team of the DWS and IELCO will make monthly monitoring visits to each zone. The local team will meet in Bogotá every two months in order to evaluate progress and for ongoing planning purposes.

Mid-term and final narrative and financial reports will be sent to the Act Co-ordinating Office in Geneva in accordance with the established procedures. A final project evaluation will be undertaken and submitted and a recognised firm of auditors will be contracted which will submit its view on the use of resources.

### **Reporting Schedule**

- Interim narrative and financial reports due at ACT CO by 31 August 2005 i.e. within one month following mid-term of project.
- Final narrative and financial reports due at ACT CO by 28 February 2006 i.e. within two months of end of project.
- Audit report to be received by ACT CO no later than 31 March 2006 i.e. within three months of end of project.

## **VIII. CO-ORDINATION**

The other ACT members in Colombia were consulted beforehand and all of them gave their support to the proposal, although they said that they did not have a programme in the area or counterparts that could provide either economic or technical accompaniment to the process. It was agreed that IELCO/WF would keep the ACT Working Group informed of progress.

There is contact with Lutherjalpen and LWR, who expressed their interest in supporting the project.

Action is also being co-ordinated by a group of local non-governmental and state entities including the Mayors' Offices in Bucaramanga and Girón, the Civil Defence, the Red Cross, the Personería, the Office of the Human Rights Ombudsman and the Disaster Prevention Committee. Additional food support and essential items will be sought from other national and foreign organisations.

Small contributions have been secured from the LWR, the Synod of Minnesota and IELCO's Justice and Life Office, which do not form part of this project. This support is being allocated to the provision of essential items for the families whilst awaiting receipt of the resources needed to begin the project.

## IX. BUDGET

<u>Description</u>	<u>Type of unit</u>	<u>No of units</u>	<u>Unit Cost Col Pesos</u>	<u>Budget Col Pesos</u>	<u>Budget US\$</u>
<b>DIRECT ASSISTANCE</b>					
<b>Crisis Phase Assistance - humanitarian Aid</b>					
Emergency beds	Unit	130	200,000	26,000,000	11,207
Blankets	Sheet	260	15,000	3,900,000	1,681
Towels	Sheet	260	10,000	2,600,000	1,121
Mattresses	Unit	210	30,000	6,300,000	2,716
Hygiene supplies	Unit	260	30,000	7,800,000	3,362
Small Cooking Stoves	Unit	150	100,000	15,000,000	6,466
Plastic sandals	Pair	500	8,000	4,000,000	1,724
Support volunteers Working Team	People	5	1,000,000	5,000,000	2,155
First Aid Kits	Unit	4	500,000	2,000,000	862
Community soup kitchen	Month	3	4,000,000	12,000,000	5,172
Transport and monitoring	Lumpsum	1	5,000,000	<u>5,000,000</u>	<u>2,155</u>
<b>Total Humanitarian Aid</b>				<b>89,600,000</b>	<b>38,621</b>
<b>Post Crisis Assistance</b>					
Food for the community soup kitchen	Month	7	4,000,000	28,000,000	12,069
Tools and materials	Lumpsum	1	2,000,000	2,000,000	862
Transportation of food	Month	7	100,000	<u>700,000</u>	<u>302</u>
<b>Subtotal for Food Aid</b>				<b>30,000,000</b>	<b>13,233</b>
Iraka Corporation psychosocial assist team	Month	8	4,150,000	33,200,000	14,310
Tools and materials	Lumpsum	1	5,000,000	5,000,000	2,155
Snacks for workshops and activities	Month	8	500,000	4,000,000	1,724
Risk management workshop	Workshop	1	5,000,000	5,000,000	2,155
Outreach Worker Allowance	Month	7	500,000	3,500,000	1,509
Legal Emoluments at end of contract	Number	1	1,000,000	1,000,000	431
Administrative Assistant allowance	Number	1	1,000,000	1,000,000	431
Local Staff expositure visits	Visit	5	550,000	2,750,000	1,185
Per diems	days	20	30,000	600,000	259
Local transport and communication	Month	8	490,000	<u>3,920,000</u>	<u>1,690</u>
<b>Subtotal for psychosocial assistance and risk management</b>				<b>59,970,000</b>	<b>25,849</b>
<b>Family and community infrastructure</b>					
Construction basic housing units per family	Unit	80	3,600,000	288,000,000	124,138
Construction communal hall and storeroom	Lumpsum	1	7,000,000	7,000,000	3,017
Brickmaker	Unit	1	1,700,000	<u>1,700,000</u>	<u>733</u>
<b>Subtotal for Infrastructure</b>				<b>296,700,000</b>	<b>127,888</b>

<u>Description</u>	<u>Type of unit</u>	<u>No of units</u>	<u>Unit Cost Col Pesos</u>	<u>Budget Col Pesos</u>	<u>Budget US\$</u>
<b>Project Coordination</b>					
Monitoring	Lumpsum	1	5,000,000	5,000,000	2,155
<b>TOTAL DIRECT ASSISTANCE</b>				<b>481,270,000</b>	<b>207,746</b>
<b>II PERSONNEL, ADMIN., OPERATIONS &amp; OTHER SUPPORT COSTS</b>					
Office Operation costs					
Central and regional stationary and supplies	Month	8	100,000	800,000	345
office utilities	Month	10	20,000	200,000	86
Evaluation and systematization	Lumpsum	1	1,500,000	1,500,000	647
Visibility material	Lumpsum	1	800,000	800,000	345
Bank costs	Lumpsum	1	1,000,000	<u>1,000,000</u>	<u>431</u>
<b>TOTAL OPERATIONS &amp; OTHER SUPPORT COSTS</b>				<b>4,300,000</b>	<b>1,853</b>
<b>Audit fees</b>	<b>Unit</b>	<b>1</b>	<b>4,000,000</b>	<b>4,000,000</b>	<b>1,724</b>
<b>TOTAL ESTIMATED EXPENDITURE</b>				<b>489,570,000</b>	<b>211,323</b>

Reference 1USD: 2,320