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SUMMARY REPORT OF THE MID-TERM EVALUATION OF COUNTRY PROGRAMME— EL SALVADOR (1998–2002)

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Note to the Executive Board

This document is submitted for consideration to the Executive Board.

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

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Executive Summary

The strategic orientation of the Country Programme (CP) in El Salvador is in line with the Government's main concerns regarding human capital development and environmental vulnerability reduction. It is in line with the analysis made in the Country Strategy Outline (CSO) on the causes of food insecurity. The CP was originally composed of two core and one supplementary activity: (a) school feeding; (b) nutritional support to children and expectant and nursing mothers; and (c) food for work (FFW) for natural resource management initiatives. The third activity was not implemented owing to a lack of additional resources, but it was partially covered by regional protracted relief and recovery operation (PRRO) 6089.00.

The CP was basically a continuation of existing activities, but considerable efforts were made in terms of sharpened targeting, the horizontal monitoring of activities, the adoption of cross-cutting common methodological approaches and the integration of rehabilitation activities. The CP also provided an appropriate framework for the incorporation of other initiatives to improve WFP programming (e.g. the Enabling Development policy). Core CP activities were undertaken as planned, the expected outputs were achieved and the inputs were efficiently used.

Great emphasis has also been given to the development of strategic alliances with the Government and with non-governmental organizations (NGOs). This has allowed the scope and coverage of WFP initiatives to be significantly extended. The Ministry of Education's contribution to the school feeding programme is particularly relevant, and has permitted this initiative to be extended well beyond the objectives set by the CP.

These parallel efforts have helped to provide WFP with a more recognizable strategy, which aims at reducing the vulnerability of groups that tend to be marginalized in the development process (women, children and poor farmers). WFP's role is widely recognized by all partners. This contributes to enhancing women's influence on policy matters and methodological approaches.

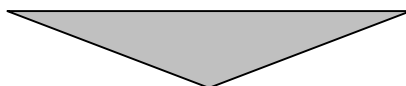
The envisaged phase-out of WFP assistance to development projects did not take place owing to two major natural disasters that hit the country after the Executive Board's approval of the current CP. In 1998, Hurricane Mitch caused damage and losses worth US\$260 million (2.2 percent of the gross domestic product [GDP]), and in 2001 earthquakes caused losses of approximately 5.6 percent of the GDP and increased the proportion of poor people in rural areas from 61.5 to 66.4 percent. El Salvador's attempt at economic recovery was also affected, making it difficult for the Government to take over CP activities.

A number of areas for improvement for future WFP interventions have been identified. These include: (a) the mainstreaming of vulnerability analysis and mapping (VAM) techniques; (b) the formulation of the next CP on the basis of a well-defined logical framework that ensures the CP's overall coherence and facilitates strategic management; (c) a sharpened focus on monitoring indicators at the purpose/outcome level; (d) greater emphasis on asset creation for vulnerable groups rather than for the whole community; and (e) the adoption of a gender-equality model and the identification and systematic collection of gender-related indicators.



In order to ensure the overall sustainability of CP activities, a further phase is considered justified. The overall viability of future WFP activities will require the Government of El Salvador's firm commitment to contribute to the various activities and to the creation of an environment that is conducive for policy-making. A clear plan for phasing out, including a suitable time frame, should be established.

Draft Decision



The Board takes note of the recommendations contained in this evaluation report (WFP/EB.3/2002/6/3) and of the management action taken so far, as described in the associated information paper (WFP/EB.3/2002/INF/13). The Board encourages further action on these recommendations, with considerations raised during the discussion taken into account.



SCOPE AND METHODS OF THE EVALUATION

1. The main objective of the evaluation was to assess whether the CP approach had been a valid tool for planning and implementing WFP activities in El Salvador and whether it had provided a useful framework for integrating other initiatives to improve the effectiveness of WFP development aid. The evaluation focused on the extent to which benefits could be obtained from a CP approach rather than on the CP's various activities. The mission was to make recommendations that could be used in formulating WFP's future initiatives in the country.
2. The evaluation team¹ visited El Salvador from 5 to 25 March 2002 to review WFP reports and donor and government policy documents, visiting project sites and interviewing beneficiaries. It also debriefed government and WFP staff (at the country office and regional bureau levels). The mission made use of the standard Terms of Reference (TOR), which have been applied to first-generation CP evaluations as a means of identifying key issues and ensuring the comparability of results with other CP evaluations.

OVERVIEW OF THE COUNTRY PROGRAMME

Analytical Basis

3. El Salvador is characterized by marked socio-economic inequalities, which are reflected by an extremely high Gini coefficient (0.52). Thus, although per capita GDP is more than US\$2,000, poverty levels in El Salvador remain high, particularly in rural areas, where 61 percent of the population was estimated as living below the poverty line in 1999. Some 31 percent of rural households are estimated to have insufficient income to cover basic food basket costs. Access to basic services such as health and education is still unsatisfactory, particularly in the poorest departments of the country.
4. Poverty levels in El Salvador are reflected by various socio-economic indicators. For example, child chronic malnutrition (height-for-age) is estimated at 20 percent nationally, with peaks of more than 50 percent in some poor municipalities. The United Nations Children's Fund (UNICEF) estimates the illiteracy rate at approximately 16 percent of children between 7 and 17 years of age.
5. The country's economic recovery, which would have reduced poverty substantially, was dramatically affected by major disasters: Hurricane Mitch in 1998 and earthquakes in 2001. According to the Government of El Salvador, Mitch caused damage and losses worth US\$260 million (equivalent to 2.2 percent of GDP), and the earthquakes a further US\$1,604 million (5.6 percent of the GDP). The earthquakes destroyed 225,000 homes, displacing 150,000 families to temporary shelters and, it is estimated, increasing the proportion of poor in rural areas from 61 to 66 percent.

¹ The mission comprised an international team leader (rural development expert), a local gender consultant and an evaluation officer (WFP/Rome).



6. El Salvador is extremely vulnerable to natural disasters, particularly floods and droughts. The low quality of basic services, poor human capital and the inadequate income of the majority of the rural population increase its vulnerability to these recurrent events.

Strategic Orientation of the Country Programme

7. The strategic orientation of the CP was set out by the CSO approved by the Executive Board in May 1997. The CSO identified three priority sectors for WFP intervention: sustainable human development, health and nutrition, and education.
8. Consequently, the CP approved by the Executive Board in May 1998 established its purpose/objectives as: (a) increased participation and role of women in WFP activities and in the community; (b) development of human capital through nutritional support and enhanced access to health and education services for women and children; and (c) increased household food security through better management of natural resources so as to strengthen rural people's livelihoods.

Activities/Projects of the Country Programme

9. The CP document included three activities:
- Development of Community-Based Primary Education and Preventive Health Care (El Salvador 3086.01): 78 percent of total CP tonnage;
 - Social Compensation Programme for Pre-school Children (ES 4508.00): 22 percent of CP tonnage; and
 - Support to Agricultural, Livestock and Environmental Activities: This activity was to have been implemented with additional resources, but these did not materialize. However, PRRO 6089.00 had a similar scope and target groups, and it partially covered this activity. So, although PRRO 6089.00 was not part of the CP, the mission has briefly reviewed its activities because they were relevant to WFP's overall performance in El Salvador.
10. Total WFP food aid to El Salvador from 1998 to 2001 amounted to 53,593 tons, with core CP tonnage representing 49 percent. The two emergency operations (EMOPs) implemented during the CP period provided 18,721 tons (35 percent of the total), and the Hurricane Mitch PRRO 16 percent of the total food distributed.

ASSESSMENT OF THE COUNTRY PROGRAMME PERFORMANCE

Orientation

11. The CP strategic orientation aimed essentially at reducing economic and environmental vulnerability in rural areas and had a particular focus on women and children, who were identified as the most vulnerable groups. The CP approach included short-term social protection measures (e.g. child and mother feeding programme); medium- to long-term investments in human capital development (i.e. support to the Healthy School Programme); and short- to medium-term initiatives to protect and promote rural people's livelihoods through food-for-assets activities. The overarching concern of all activities appeared to be the consolidation of social capital through strengthening local organizations. The mission considers that the CP's strategic orientation correctly identified the main causes of food insecurity prevailing at the time and the necessary actions to be



undertaken (within WFP's scope of work and mandate) and that such an orientation is still relevant.

12. However, failure to implement the CP's third component has weakened the CP's overall coherence, although this problem has been partially mitigated by the implementation of PRRO 6089.00.

Integration

13. The activities undertaken by the CP are in line with and support the Government's development strategies as outlined in the 1994–1998 Plan for Social Development and the 1999–2003 New Alliance Plan. This latter emphasizes among its goals: (a) the creation of income opportunities at the local level; (b) improved quality and coverage of basic services; and (c) the institutionalization of participatory processes at decentralized levels. The integration of CP activities with government initiatives is facilitated by the Programme Board, which was formed by all mandated institutions and WFP and which ensures the overall strategic orientation of the CP and its ownership by government institutions. In practice, CP activities are fully implemented by the mandated institutions (the Ministry of Health, the Ministry of Education, the Food Aid Division [DAA] of the National Secretariat for the Family, etc.), and the Government covers the operation's costs. This approach has contributed substantially to a process of capacity-building among key stakeholders. Furthermore, the Ministry of Education provides resources to cover the school feeding programme in 6 of the 14 country departments (in 1998, the project was funded mainly by WFP and had an overall coverage of 270,000 beneficiaries). Four departments are covered by WFP (after phasing out, as planned, from the original seven departments) and four by the United States Agency for International Development (USAID). The school feeding programme now reaches all rural schools in the country and has more than 600,000 beneficiaries, compared with an initial target of 360,000 schoolchildren receiving food assistance from the Government of El Salvador, WFP and other donors. Thus, the WFP intervention has contributed substantially to the high priority that the Government gives to school feeding.
14. However, many of the proposals contained in the New Alliance Plan are yet to be translated into action. The CP envisaged a number of policy actions on the part of the Government, particularly with respect to food security and nutrition, and these have not developed as expected. The lack of a fully conducive policy framework for rural development and food security has reduced the CP's impact.
15. Regarding the United Nations system, CP activities are compatible with the contents of the draft Common Country Assessment (CCA). However, CCA analysis is still rather weak with respect to the prioritization of activities, which is to be defined by the United Nations Development Assistance Framework (UNDAF).



Recommendations

- ⇒ A future CP should contain clear references to the Government's commitments regarding policy reform and implementation, particularly those related to food security and nutrition. These commitments could be reflected in the future logframe at the purpose level.
- ⇒ The WFP country office should ensure that food security analysis is incorporated during the CCA process and in the preparation of the UNDAF.

Coherence

16. When the CP was being prepared, efforts were made to provide overall coherence with WFP interventions, even though the CP activities existed before the CP was formulated. However, these efforts were not adequately translated into a logframe with a set of coherent measurable objectives and strong links among activities and between the CP and individual activities. Similarly, no indicators for programme-level purposes and goals were identified in the CP, and this limited the possibility of evaluating its overall impact.
17. The mission did note, however, that overall coherence and complementarity among the various activities were evolving positively with respect to geographic and beneficiary targeting, the use of common indicators and the monitoring system. This was also true of the overall approach (i.e. through the emphasis given to the education component of existing projects). Efforts were also made to create linkages between the PRRO and development activities.

Recommendation

- ⇒ A new CP should be based on a well-defined logframe that ensures the CP's overall coherence and facilitates strategic management. Whenever possible, synergies should be built between PRRO and CP activities.

Targeting

18. One of WFP's main priorities over the last four years has been to concentrate activities in specific geographic areas. Before the CP was formulated, projects were implemented in different zones, which were selected according to sector-specific indicators, e.g. health and education. ES 3886.00 covered a total of 148 municipalities, while ES 4508.00 was implemented in 145. Some 100 municipalities were covered by both projects. Targeting of the current CP utilized a mix of various indicators (education, health, nutrition, food security), leading to the identification of a number of departments where CP activities were to be implemented. The strategic choice of targeting activities at the department level, rather than at lower administrative units, has the advantage of facilitating a gradual process of ownership by the Government, since education and health programmes are managed and coordinated at the department level.
19. Country office efforts to improve geographic targeting have helped increase the efficiency and effectiveness of the activities and their ownership by the mandated institutions. Nevertheless, consistent efforts should be made to identify and weight appropriate indicators for beneficiary selection, as well as to gain a better understanding of vulnerability factors and vulnerable groups. VAM was to be instrumental in this, but it did not achieve the expected results because the country office gave VAM activities low priority. Some of the resources obtained for VAM activities were diverted to other uses.



Recommendations

- ⇒ VAM should be mainstreamed into all WFP activities.
- ⇒ The possibility of developing VAM capacities directly in one of the WFP counterparts should be given due consideration in the formulation of WFP future activities so as to ensure their overall sustainability and economy of scale.
- ⇒ The chronic malnutrition indicator (height-for-age) should be used as one of the main indicators for more disaggregated geographic targeting. Additional analysis is needed to identify the main causes of food insecurity and to determine livelihoods and household vulnerability profiling for better project targeting. To this extent, the regional bureau should continue to provide technical backstopping in VAM, in order to undertake the required vulnerability analysis.

Flexibility

20. The CP approach and the delegation of responsibility to the country level have allowed greater flexibility in the implementation of WFP activities by making it easier to transfer resources among activities, thereby improving the effectiveness and efficiency of resource utilization. This flexibility in borrowing commodities has facilitated prompt and effective responses to natural disasters.

Partnership

21. The creation of strong institutional linkages with other partners operating in food security has been a key factor in the effectiveness of WFP activities. Strategic alliances have been established, sustained and promoted with government institutions, international and national NGOs and United Nations agencies.
22. These alliances have served to pool additional resources, which allowed: (a) extension of the coverage of WFP initiatives (e.g. in the school feeding programme); and (b) the use of food aid to support other initiatives implemented with non-food resources, which have created key assets for reducing vulnerability and promoting economic development in the areas affected by natural disasters. Furthermore, alliances have also favoured the dissemination of WFP key policies and approaches (on gender and food use) among partners.
23. In the framework for establishing alliances, the country office has devoted much effort and many resources to producing a number of studies that have been widely circulated and are utilized as key reference documents by donors and government institutions.
24. Partnerships have contributed to enhancing WFP's influence in the country over a series of issues related to vulnerability and food security.

Gender

25. The country office considers gender-related issues to be a priority. All staff have been either sensitized or trained in gender-related themes, and gender is managed as a cross-cutting issue. Gender issues, related training materials and guidelines have been disseminated among WFP partners.



26. WFP gender commitments have received due attention in the CP's implementation, as well as in PRROs and EMOPs. While women's participation in WFP activities in numerical terms has received much attention, their participation in qualitative terms (e.g. percentage of women sitting on the committees that manage resources or women's control over assets produced by FFW activities) could be improved. Improvements also need to be made in the application of a "gender" rather than a "women-centred" approach.

Recommendation

- ⇒ WFP should devote further attention to enhancing women's control over the resources distributed or the assets created through the various activities. This will require adopting a gender equality model, identifying and systematically collecting appropriate indicators and intensifying the dialogue with implementing partners.

Monitoring and Accountability

27. The country office has devoted a great deal of attention and resources to strengthening the monitoring system for all activities, including: (a) assisting mandated institutions in mainstreaming monitoring activities within their regular tasks; (b) using the activities of WFP monitors and indicators using WFP monitors and indicators across all activities; (c) regularly collecting and processing output indicators for all activities (through an appropriate database); and (d) collecting a significant number of outcome indicators.
28. Systematic monitoring of activities has greatly improved the transparency of the implementation process and accountability to all stakeholders, and has contributed to enhancing WFP's fund-raising capacity at the country level.
29. However, outcome indicators have not been collected systematically (or data have not always been processed), thus hindering periodic assessment of activities' effects at the purpose/outcome level. Similarly, the lack of indicators at the outcome and impact levels (and the absence of baseline data) has limited the extent to which the CP's overall impact could be evaluated.

Recommendations

- ⇒ The CP's monitoring system should aim at regular collection and analysis of a manageable number of outcome indicators in order to allow a more qualitative appraisal of the effects of the various activities.
- ⇒ CP-level indicators will have to be established for the preparation of a CP logframe.
- ⇒ A minimum and manageable set of baseline data, through VAM, should also be collected.

Links between Emergency and Development

30. The presence of WFP development activities in natural disaster-prone countries such as El Salvador is an effective and crucial tool for prompt responses to emergencies. During the CP period, two major natural disasters hit El Salvador: Hurricane Mitch in 1998 and the earthquakes in 2001. These required a prompt response from WFP through two EMOPs and a regional PRRO. Development food was used to assist the neediest within the first 48 hours.



31. Approximately 70 percent of the food distributed during the first four months of the EMOP (1,794 tons) came from the CP food reserve allocated to development activities. The prompt mobilization and distribution of this food reserve enabled WFP to feed a total of 148,000 beneficiaries.
32. The organizational network created by WFP development activities, at both the national and the regional levels, has allowed effective and rapid response to disasters.
33. After a brief period of free distribution, the food distributed during the emergency was rapidly linked to the creation of assets, thereby creating a continuum among relief, rehabilitation and development.

Recommendation

- ⇒ The country office should identify measures that maximize the efficient and effective use—in emergency situations—of the organizational network for implementing development activities.

EVALUATION OF THE ACTIVITIES' CONTRIBUTION TO THE COUNTRY PROGRAMME OBJECTIVES

Activity 1: Development of Community-Based Primary Education and Preventive Health Care (ES 3886.00)

34. This project has a food allocation of 17,600 tons and is intended to benefit approximately 240,000 children per year attending primary and pre-primary school. Its immediate objectives are to increase the level of school attendance, meet children's basic food needs and introduce adequate hygiene and nutritional practices.
35. The underlying rationale is that providing food to children will reduce drop-out rates, which are still prevalent in poor rural areas, and improve children's learning capacities. The project is also intended to reduce malnutrition rates and improve children's health conditions through appropriate education activities and limited income transfer to families.
36. The project provides food (generally rice, canned fish, oil and a fortified drink—equivalent to 357 kcal) with which to prepare a daily meal (breakfast) for children. This is integrated with other food (e.g. vegetables) provided by the community, and materials and resources for the education component. The project is entirely implemented by the mandated institutions: the DAA in charge of the distribution of food to the school, and the Ministry of Education, which supervises all activities and is in charge of the education component. Resources at the school level are managed by parent committees. Meals are prepared by mothers working on rotation.
37. Project performance has been monitored at the output level (children receiving food, parents receiving training, etc.) and results have been better than expected in the project document. An average of 260,000 children per year (with a peak of 275,000 in 1998) have received food, and more than 70,000 parents and teachers have been trained. Data are also collected at the outcome level (e.g. levels of school attendance or improved hygiene practices), but not systematically. The activity appears to be cost-efficient, thanks to the geographic concentration of activities, the efficient distribution system and the good food conservation practices utilized by the schools.



38. The project presents upward linkages with CP objectives by strengthening human capital and promoting women's role in the community through their participation in the project committees. It also provides horizontal linkages with other WFP initiatives in terms of target groups, approaches and monitoring indicators.
39. The activity is fully compatible with the Enabling Development policy. This is particularly evident in the selection of target groups, the use of food as one of several complementary resources and the emphasis on human capital creation. Given the prevailing rate of child malnutrition in the intervention areas, the use of food aid is considered appropriate.
40. Perspectives in terms of medium- and long-term sustainability are encouraging. The community is clearly interested in this initiative, as underlined by the substantial contribution—in both financial and human resources terms—to its implementation and by the adoption of hygiene and nutritional practices. The Ministry of Education gives school feeding high priority in the frame of its Healthy School Initiative. Government resources cover the cost of the school feeding programme in six departments, and WFP in four (seven in 1998)—indicating that the Government may be able to take over the activity fully in the medium term.

Recommendation

⇒ The activity is effective, efficient and relevant to CP objectives, and should be continued with the perspective of consolidating achievements and a possible phase-out.

Activity 2: Social Compensation Programme for Pre-school Children (ES 4508.00)

41. This project has a food allocation of 4,800 tons and is intended to benefit children under 5 years of age and expectant and nursing mothers. Its purposes are to increase the health coverage of beneficiaries, increase poor families' access to food, reduce children's malnutrition rate and introduce adequate hygiene and nutritional practices.
42. The project rationale is that providing food rations to poor families² improves the nutritional status of young children in areas with extremely high levels of chronic malnutrition. Furthermore, it is expected that delivering food rations to mothers at health centres will increase the centres' coverage regarding other preventive health matters. This training will lead to improved nutritional practices.
43. The project consists of providing: (a) fortified blended food to malnourished children through health centres; (b) food with which to prepare two daily meals for children under 6 years of age attending child welfare centres³ (*Centro de Bienestar Infantil*—CBI); and (c) educational material and training.
44. Despite its good results, the component for malnourished children, managed by the Ministry of Health, was suspended in the second half of 2001 because of a lack of financial participation from the Government. Remaining resources are being used to assist CBIs.

² This modality was changed in 2001 to providing a specific nutritional supplement for malnourished children.

³ Modality introduced in 1996.



45. So far the activity's performance has been monitored at the output level (children receiving food, parents receiving training, etc.), and results have been better than expected in the project document. An average of 106,000 beneficiaries per year have received food rations. More than 40,000 parents, health volunteers and health staff have been trained. Health personnel are making efforts to collect data at the outcome level (e.g. changes in malnutrition levels or improved hygiene practices), but these are often not processed. There are, however, indications (extracted from health stations' anthropometric data records) that the project has been having a positive impact at the purpose level, particularly with respect to the child nutrition component managed by the health centres. This positive impact was registered mainly after the shift from providing family rations to providing fortified wheat flour to malnourished children only.
46. The activity presents upward linkages with CP objectives, particularly with regard to improving the nutritional status of young children—a prerequisite for human capital development. It also presents horizontal linkages with other WFP initiatives in terms of target groups, approaches and monitoring indicators.
47. Although the activity was formulated before the Enabling Development policy, it is compatible with that policy, particularly in terms of target group selection (with a sharpened focus on malnourished children) and the systematic use of blended food. With respect to gender, the mission noted that CBIs were an important facility for working mothers, and therefore played an important role in favouring women's enhanced economic role in the community.
48. Perspectives for this activity's medium-term sustainability are less encouraging than they are for Activity 1, especially for those activities managed by the Ministry of Health, which failed to allocate financial resources. It should be noted, however, that a small provision for the supply of fortified food to health centres has been included in the 2002 National Budget, and this is encouraging for the future. The development of CBIs appears to be a Government priority, and therefore is likely to be provided with the necessary resources in future.

Recommendations

- ⇒ The components of this project are effective and relevant to CP objectives and should be consolidated in the next CP, using chronic malnutrition as the main targeting indicator. The activities supporting CBIs would be better managed, given their objectives and approach, if included under the school feeding activity (ES 3886.00). Continuation of the activity supporting the Ministry of Health will need a firmer government commitment on cost-sharing arrangements.
- ⇒ WFP should ensure that key malnutrition indicators are incorporated in the UNDAF.

Activity 3: Support to Agricultural, Livestock and Environmental Activities

49. The CP's third activity was not implemented because no resources were available, and it was partially replaced by some of the activities undertaken under the regional PRRO 6089.00.
50. The PRRO has contributed to CP objectives substantially, partially replacing the CP's third activity, although only in the areas covered by both the CP and the PRRO.



51. Although the PRRO was not an object of the CP evaluation, the mission appreciated the country office's efforts to integrate it with the CP and apply the Enabling Development policy directives consistently in its implementation. A noteworthy partnership was created in project implementation, with a pool of four international NGOs acting as umbrella organizations for a larger number of local and international NGOs operating in the affected areas. WFP food complements non-food items provided by partners to create or rehabilitate lasting assets, thereby creating conditions for the sustained reduction of economic and environmental vulnerability.

Recommendation

- ⇒ The next CP and the new PRRO should be complementary, with CP activities tackling the structural causes of poverty and food insecurity, and PRRO activities aimed at reducing the target groups' vulnerability to natural disaster.

APPLICATION OF THE ENABLING DEVELOPMENT POLICY

52. Although the Enabling Development document was published after the El Salvador CP had been formulated, the CP activities are highly compatible with Enabling Development principles, providing an appropriate framework for the horizontal dissemination of such principles.
53. Food aid is not utilized as a "stand-alone" resource, but as an element of more comprehensive interventions. In such a framework, strategic alliances with other partners play a key role.
54. Areas for improvement that have been identified include an improved understanding of vulnerable groups' profiles (through VAM), the strengthening of links between assets created and the livelihoods of the most vulnerable population sector, and a sharpened focus on results at the purpose level.

CONCLUSIONS

55. WFP activities in El Salvador are part of a coherent strategy aimed at reducing the vulnerability of groups (women, children and poor farmers) that tend to be marginalized by the development process. WFP's role is widely recognized and contributes to enhancing its influence on policy matters and methodological approaches.
56. In the absence of indicators at the CP level, it may be difficult to draw firm conclusions about the effectiveness of the CP approach. However, during the CP implementation period, significant changes have occurred in the overall approach, and these have contributed to increasing WFP's *influence* on relevant policy issues, as well as the *relevance* of WFP interventions, thanks to a better fit between WFP activities and the overall national policy framework. These two conclusions can reasonably be utilized as an indication of the increasing effectiveness and impact of WFP interventions in El Salvador, even though the CP was only partially implemented, since its third activity was not undertaken and the health subcomponent of the second activity (ES 4508.00) was suspended in late 2001.



57. It is difficult to attribute improvements in effectiveness directly to the CP approach alone, since the approach cannot be considered in isolation. While the approach has helped improve the targeting, integration and coherence of development activities, other initiatives, such as the systematic promotion of the Enabling Development policy, have also had an influence and been mutually reinforcing
58. The overall portfolio of WFP activities is to be considered relevant to the problem analysis, given also the good integration of PRRO activities (in the areas covered by the CP). A set of coherent indicators that take into account vulnerability to natural disasters while selecting areas of interventions for the next CP will further strengthen the complementarity between the CP and relief/rehabilitation operations.
59. The lack of resources for the third CP activity, and the natural disasters that hit El Salvador during the CP period, made it impossible for WFP to phase out from development activities and for the Government of El Salvador to take full responsibility for CP activities as envisaged in the CP document.
60. To ensure sustainability of the CP activities, a further CP phase of consolidation may be required. A viable second-generation CP will require: (a) firm Government commitments to contribute to the various activities and to the creation of an environment conducive to policy-making; (b) a clear plan for phasing out, including a time frame; (c) enhanced coherence among activities and a renewed focus on initiatives aimed at reducing the economic vulnerability of the poorest sections of the population by promoting their livelihood basis; (d) the mainstreaming of VAM initiatives; and (e) a sharpened focus on results at the purpose/objective level.



ACRONYMS USED IN THE DOCUMENT

CBI	Child welfare centre (<i>Centro de Bienestar Infantil</i>)
CCA	Common Country Assessment
CP	Country Programme
CSO	Country Strategy Outline
DAA	Food Aid Division
EMOP	Emergency operation
FFW	Food for work
GDP	Gross domestic product
NGO	Non-governmental organization
PRRO	Protracted relief and recovery operation
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VAM	Vulnerability analysis and mapping

