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# **COUNTRY PROGRAMMES**

Agenda item 5

For approval



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# COUNTRY PROGRAMME—BOLIVIA (2003–2007)

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# **Note to the Executive Board**

# This document is submitted for approval by 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**

Bolivia is a transitional low-income food-deficit country (LIFDC). It has a population of 8.3 million and a per capita gross domestic product (GDP) of US\$1,000 (World Bank, 2001). The 2001 Human Development Index of the United Nations Development Programme (UNDP) ranks Bolivia 104 out of 162 countries.

Lack of food access is the main cause of food insecurity in Bolivia. Thirty-six percent of the total population and 59 percent of the rural population live in extreme poverty and do not have the purchasing power to access a basic food basket. Fifty percent of children under 5 living in the most vulnerable municipalities are stunted by chronic malnutrition. Nationally, 26 percent of children had stunted growth in 1998. The under 5 mortality rate stands at 92 per 1,000 live births.

This second-generation Country Programme (CP) has been designed following the common country assessment (CCA), the United Nations Development Assistance Framework (UNDAF) and the Bolivian poverty-reduction strategy paper (PRSP), which seeks to halve extreme poverty by 2015. WFP has extended the previous CP for six months to begin the new cycle (2003–2007) in harmonization with other United Nations agencies.

Preparation of the CP with the Government involved four logframe workshops in the course of a year, in which beneficiaries and donors participated. The CP was thus integrated with the Government's poverty-reduction strategy, which emphasizes creating sustainable livelihoods for the most vulnerable populations, improved food security, gender mainstreaming and linking disaster preparedness with development.

In accordance with decision 1999/EB.A/2 of the Executive Board, WFP focused development activities on five objectives. This CP addresses objectives 2 and 5:

- Enable poor households to invest in human capital through education and training; and
- Enable households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods.

The CP will place people at the centre of development, prioritizing social inclusion of neglected groups, particularly indigenous people. Its purpose will be to increase food and livelihood security for the most vulnerable populations of the targeted zones with gender equity. This CP supports in particular mitigation of the effects of disasters and emergencies and development of a rapid-response capacity. Vulnerability analysis and mapping (VAM) methodology has served to improve food security analysis and the focus of the CP.

This CP has two basic activities:

- > Support to food and livelihood security to create and preserve natural, physical and social assets through food-for-work activities.
- Support to human capital development of preschool, primary-school and street children, using an integrated approach to education.

The CP proposes two supplementary activities: a micronutrients initiative and expansion of primary school feeding.

For the proposed Bolivia CP (2003–2007), the Executive Director requests the Executive Board to approve, subject to availability of resources, US\$25,698,500, representing all basic direct operational costs, and to endorse US\$10,073,812 for supplementary resources.



# **Draft Decision**

The Board approves the Country Programme for Bolivia (2003–2007) (WFP/EB.2/2002/5/1).



#### STRATEGIC FOCUS OF THE WFP COUNTRY PROGRAMME

1. The second Bolivia Country Programme (CP) (2003–2007) supports the PRSP for Bolivia (PRSP, April 2001), UNDAF 2003–2007, the comprehensive development framework and coordinated use of the heavily indebted poor countries (HIPC) initiative and other donor funds.

- 2. This CP will support PRSP and UNDAF policy objectives that aim to reduce poverty and guarantee the human rights of socially and economically excluded people. The goal of the CP is to reduce the extreme poverty of this population. The CP focuses on one main strategy: increasing the food and livelihood security of 554,000 beneficiaries per year in certain targeted zones, using gender equity approaches.
- 3. The Bolivia PRSP, in line with the United Nations Millennium Goals, aims to halve extreme poverty by 2015. Unequal growth and income distribution have characterized Bolivia to date. Lack of food access is the main cause of food insecurity: 36 percent of the total population and 59 percent of the rural population live in extreme poverty and cannot afford a basic food basket. Income levels of the rural poor are one third below the cost of a basic food basket. Limited food access is also a problem for 69 percent of poor rural female-headed households.
- 4. The PRSP proposes to invest new HIPC funds and donor resources in the poorest municipalities. The CP will concentrate its resources in the most food insecure municipalities and populations. These have been identified by VAM and are within those included in the PRSP: farmers with less than 5 ha of land, particularly women, landless people, victims of natural disasters, female-headed households, expectant and nursing mothers and children with nutritional deficiencies.
- 5. The CP follows UNDAF's policy of placing people at the centre of the development process, which prioritizes social inclusion of neglected groups. Indigenous people will be the major population group in the CP, identified on the basis of food insecurity rather than ethnicity.
- 6. Following the standard analytical framework (SAF), recent VAM studies have identified 148 of 314 municipalities as the most food insecure, compared with 164 from the country strategy outline (CSO). VAM is currently elaborating livelihood profiles through the generation of primary data collected from beneficiaries using participatory approaches. These profiles will provide a comprehensive view of the beneficiaries' livelihood strategies and criteria to identify communities and type and interventions. This information will support the activities in the creation of natural, physical, social and human assets and reinforce the synergies between them to achieve sustainable livelihoods and maximize the impact of food aid.
- 7. In accordance with decision 1999/EB.A/2 of the Executive Board, WFP focuses its development activities on five objectives. This programme addresses objectives 2 and 5:
  - > enable poor households to invest in human capital through education and training; and
  - > enable households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods.
- 8. This CP supports other enabling-development objectives, particularly mitigation of the effects of natural disasters and crises and development of a rapid-response capacity in vulnerable communities. Annex II presents a logical framework overview of purposes, results and indicators.



9. Gender is mainstreamed in the Bolivia CP. Full-time gender posts have been established by the Government at central and regional levels. Counterpart staff have been trained in gender analysis and its application. The CP will build on this to continue to mainstream gender and promote women's participation in programme activities to at least 50 percent. These gender goals come from the country office gender action plan (GAP) developed in consultation with the Vice-ministry for Gender and Family Affairs. The plan reflects the Beijing World Conference on Women, including mainstreaming of women's literacy and leadership training as key strategies.

- 10. As part of the strategy to ensure coherence and synergy among programme activities, this CP will expand collaborative relationships with bilateral and multilateral partners begun under the previous CP. The National Programme for the Integrated Development of Boys and Girls Under Six (PAN), for example, has more than 60 partnerships and the street-children programme has 38.
- 11. The geographical selection for WFP interventions has taken into account major food-aid donor programmes such as the United States Agency for International Development (USAID) and non-governmental organizations (NGOs) to avoid duplication and maximize impact. Memoranda of understanding (MOUs), joint implementation and further negotiations are under way regarding partnerships with the bodies listed below for complementary inputs and technical and financial assistance:
  - United Nations agencies;
  - ➤ Cooperative for Assistance and Relief Everywhere (CARE);
  - Project Concern International (PCI);
  - > the Red Cross;
  - ➤ the Programme of Integrated Health Coordination (PROCOSI);
  - German Agency for Technical Cooperation (GTZ);
  - the Interamerican Development Bank (IDB); and
  - the National Directorate of Funds (DUF).
- 12. The Ministry of the Presidency has set up a CP unit to facilitate tax-free imports of food and other inputs and promote interministerial cooperation. Policy and operational issues are handled by the respective operational ministries.
- 13. This CP will continue working with municipalities within the framework of the popular participation and decentralization policies, which constitute the backbone of Bolivian development strategies. HIPC funds, official development assistance (ODA) and national treasury funds will be channelled through DUF in accordance with the national dialogue law to make Government funds available at municipal level, following a formula that favours the poorest municipalities. WFP will support this process, coordinating with the above-mentioned channels.



14. The Government's financial and administrative contribution shows a 20 percent increase over the previous CP. All programme activities receive counterpart funding through local mechanisms under the framework of participatory planning whereby rural communities present their priorities to municipal authorities for inclusion into the annual operational plans. The CP's emphasis on synergies and linkages among its activities strengthens participatory approaches and coordinates activity selection.

#### PROGRAMME OF COUNTRY ACTIVITIES

15. The activities and yearly recipients foreseen in the CP are given in the table.

Activity	Resource distribution %	No. of recipients/year <sup>1</sup>		No. of beneficiaries/year	
		Male	Female	Male	Female
Basic activity 1—Support to food and livelihood security	43	20 000	30 000	100 000	150 000
Basic activity 2—Support to human capital development	57	59 400	61 600	59 400	61 600
Total basic activities	100	79 400	91 600	159 400	211 600
Supplementary activity 1— Micronutrients	8	_	122 000	_	122 000
Supplementary activity 2— Expansion of primary school feeding	92	30 000	31 000	30 000	31 000
Total supplementary activities	100	30 000	153 000	30 000	153 000
GRAND TOTAL	100	109 400	244 600	189 400	364 600

- 16. This CP will focus on the south-central La Paz department, southern Cochabamba, most of Oruro, Chuquisaca and Potosí, one municipality in Tarija and five in Pando. Because of the limited resources of this CP, the primary school feeding of basic activity 2 will initially be implemented in 11 of the country's poorest municipalities in the department of Potosí. The 61,000 children in supplementary activity 2 would be additional to these beneficiaries, allowing for an expansion in geographical coverage. The 122,000 women beneficiaries of supplementary activity 1 (micronutrients) will benefit from ferrous sulphate distribution. They are additional to the children of basic activity 2, who will also benefit from deworming and distribution of vitamin A and ferrous sulphate. All CP beneficiaries will benefit from fortified rations.
- 17. The focus on asset creation to achieve sustainable livelihoods will enable WFP to reinforce its development and emergency activities. The Unit for Integrated and Participatory Rural Development in Depressed Areas (DRIPAD) is prepared to use its food stocks, staff and infrastructure in times of emergency and rehabilitation.
- 18. The CP will mainstream WFP Commitments to Women and general policies for gender in every activity, fostering women's empowerment through increased access to and control of food, assets, resources and benefits. Women will control food-distribution groups in most activities and participate equally in work and food administration committees.

<sup>&</sup>lt;sup>1</sup> Family rations are distributed to recipients of basic activity 1 (one family = five beneficiaries).



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Women and girls will benefit from 60 percent of CP resources. Advocacy will be an important element of each activity, covering issues such as land tenure, asset control and women's rights.

# Country Programme Resources and Preparation Process

- 19. Formulation of the CP benefited from: (i) a visit by the Executive Board; (ii) an evaluation mission; (iii) five years of experience in the previous CP; and (iv) a one-year participatory planning process with ministries, including four logical-framework workshops that included beneficiaries, municipal authorities, donors, United Nations agencies and NGOs.
- 20. WFP's direct operational costs (DOC) for basic activities under the proposed CP (2003–2007) amount to US\$25,698,500, for allocation of 125,000 tons of food commodities. Supplementary activity 1 requires US\$822,352 to extend micronutrient and deworming interventions. Supplementary activity 2 requires US\$9,251,460 for expansion of primary school feeding.
- 21. The Government's contribution, which includes staff, technical assistance, non-food items, storage, handling and transport, is estimated at US\$57,266,714, including supplementary activities. Municipal contributions are included in this figure.
- 22. To ensure government ownership in a country scheduled for elections in 2002, advocacy for this CP has been extended to the major political parties. Negotiations with counterpart ministries have been undertaken to assure policy continuity. The track record regarding counterpart contributions has been excellent, as stated in the CP evaluation mission report, and their future availability for this CP has been confirmed.
- 23. Government participation in the preparation of this CP and WFP's involvement in the United Nations technical committees for the CCA/UNDAF process, the Gender Interagency Group and the Consultative Group for Bolivia position this CP within the overall development framework. WFP has extended the previous CP for six months to harmonize with the new cycle (2003–2007) with other United Nations agencies.

# The Country Programme Activities

# Basic Activity 1: Support to Food and Livelihood Security

#### Strategic Focus

- 24. The focus of this activity is to enable households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods (Enabling-development objective 5). It will be implemented in all 148 targeted municipalities, requiring 43 percent of CP resources and reaching 30 percent of the basic activities food recipients. Families, on average, consist of five beneficiaries.
- 25. Counterpart staff will use VAM targeting to select communities and activities proposed by municipalities. Selection criteria will be developed taking into account food consumption gaps, acute land degradation, limited access to productive resources and basic services and likelihood of natural disasters. Participatory techniques will improve understanding of why people lack access to resources and what barriers prevent the poor, in particular women, from gaining access to and control over resources.



26. The activities proposed by municipalities will be assessed by DRIPAD following DUF guidelines, using an equitable formula. Activities that are accepted will be included in annual municipal operational plans.

- 27. The focus stresses participatory approaches to build family and community assets. Basic activity 1 will target women, taking into consideration their priorities, workloads and time constraints. They will participate in activity selection and implementation and decision-making. In accordance with the country office GAP, training in leadership, literacy, rights, decision-making and community management will be provided.
- 28. The focus on assets will improve food accessibility and secure livelihood strategies. Environmental assessments will be carried out in conformity with WFP environmental guidelines.

# **Problem Analysis**

- 29. The majority of the 148 vulnerable municipalities are in the Andean zone, where most of the indigenous populations live. Sixty percent of the small farmers own less than five ha of land. Approximately 20 percent of households are headed by women. The incidence of extreme poverty in rural areas is 59 percent. It severely affects the ability of the poorest people to develop more sustainable livelihoods.
- 30. Recurring natural disasters and overexploitation of resources for survival have increased desertification, reduced productive capacity and made sustainable land use difficult. The situation is further aggravated by small land holdings, poor access to productive resources such as credit, basic services, infrastructure, information and insecurity of land tenure, particularly among women.
- 31. Poor farmers have developed survival strategies that include farming at different altitudes, herding animals as a cash reserve, barter and shifting between agricultural and non-agricultural employment. Almost 60 percent of their production and up to 70 percent of their expenses are for food, which still does not meet requirements. This limits the possibility of investing in productive assets, storing surpluses to survive crises or diversifying into more sustainable livelihood options.
- 32. In rural areas, there is gap of 28 percent between what people eat and the 2,100 kcal per day recommended by WFP and the Food and Agriculture Organization of the United Nations (FAO). Consumption gaps among women reach even higher deficits. The last consumption survey of the most depressed areas showed a caloric deficit of 35 percent in the Andean zone, where most WFP interventions are concentrated.

#### Objectives and Intended Outcomes

- 33. The objective of this activity is to enable food-insecure households to create and preserve natural, physical and social assets to achieve sustainable livelihoods. Disaster mitigation, emergency response and gender equity will be emphasized.
- 34. Intended outcomes include greater participation of women in community decision-making, improved local emergency-response capacities, and assets that contribute to family livelihood security, particularly disaster mitigation. Outputs expected by the end of the CP include natural, physical and human assets such as rehabilitated and protected agricultural land, reforested land, women's participation in planning of activities and food-distribution committees, equitable sharing of benefits and training and organization for rapid emergency response.



#### Role and Modalities of Food Aid

35. The WFP food-for-work (FFW) modality will complement family consumption in times of low economic activity or emergency. Experience shows that women generally view food as a preferable resource because it contributes directly to household food security. Food resources will therefore be delivered mainly to women. Rations will conform with local consumption habits, enabling recipients to participate in family and community asset creation on degraded lands. The ration, representing approximately 75 percent of the minimum salary, consists of fish or meat, vegetable oil fortified with vitamin A, fortified wheat flour, rice and iodized salt.

#### Implementation Strategy

- 36. DRIPAD, which reports to the Ministry of Agriculture, Livestock and Rural Development (MAGDER), will assist municipalities with the execution of basic activity 1. WFP and DRIPAD will coordinate with other governmental units, NGOs and international organizations to ensure proper technical design, implementation and follow-up in project areas. DRIPAD units, WFP and municipalities will be responsible for the participation of other stakeholders. DUF will be an important partner in planning and coordinating activities at municipal level.
- 37. This activity will provide a base for integrating asset creation with other CP interventions. Parents sending their children to pre-schools and primary schools will be encouraged to participate in asset-creation activities. DRIPAD will manage commodities for the CP.
- 38. Basic activity 1 will be implemented at community level through participatory approaches, which will identify people's needs, particularly among women. Municipal participation is very important, because it will contribute at a ratio of 3 to 2 towards the finance and execution of food-for-work interventions and 1 to 1 towards training activities.
- 39. In emergencies, WFP will coordinate with the United Nations Disaster Management Team (UNDMT) and the national civil defence service. Emergency-response capacity will be strengthened at municipal and community levels through training and creation of disaster-mitigation structures.

#### Beneficiaries and Intended Benefits

- 40. Some 50,000 families will benefit annually, including small farmers owning less than five ha of land, landless peasants, particularly women, victims of natural disasters, households headed by women and illiterate women. Women will comprise at least 50 percent of recipients. Assets created will benefit women and men equally, with training and empowerment activities directed mainly towards women.
- 41. Food assistance will have a widespread effect in the community and contribute to better environmental practices, conservation, protection of land and water resources and employment opportunities. Families in disaster-prone communities will benefit from improved disaster response.



#### Support and Coordination

42. The range of asset-creation activities will be based on the availability of partners and their capacity to provide technical and non-food inputs. DRIPAD will be the lead government agency in providing technical support and will coordinate activities through its national office and seven regional offices. There are 11 technical positions in each office. WFP and DRIPAD will coordinate with FAO, GTZ, the United Kingdom Department for International Development (DFID), the European Union and USAID. PCI, Food for the Hungry International (FHI), Catholic Relief Services (CRS), CARE, Louvain Development and other NGOs will cooperate at local level. Asset maintenance will typically be the responsibility of the community. Training will be provided to improve maintenance at community and municipal levels.

#### Monitoring and Evaluation Arrangements

- 43. The monitoring and evaluation system for food distribution (SIMEVDA), managed by DRIPAD, will be completed, using outcome indicators and other information for impact analysis. The information provided by SIMEVDA will be part of the CP monitoring and evaluation (M&E) system.
- 44. DRIPAD will continue to be in charge of food handling in warehouses through the warehouse movements system (MOVALM), a food control and monitoring system. WFP's commodity movement processing and analysis system (COMPAS) will be utilized to monitor commodities from the port to extended delivery points (EDPs).

#### Cost Estimate

45. Basic activity 1 will require 54,000 tons of wheat valued at US\$7,020,000, which will be directly distributed or exchanged for commodities. Estimated DOC are US\$11,101,752 for WFP. The Government contribution over five years is estimated at US\$ 17,200,000.

# Basic Activity 2: Support to Human Capital Development

#### Strategic Focus

- 46. The focus of this activity is to enable poor households to invest in human capital through education and training (Enabling-development objective 2). It is based on an integrated approach toward education for vulnerable children, which takes into account nutrition, health and education within the framework of gender equity. The activity addresses three beneficiary groups: preschool children of 6 months to under 6 years, with emphasis on those under 24 months, primary schoolchildren of 6 to 12 and street children under 18. Basic activity 2 will use 57 percent of CP resources and include 70 percent of the recipients of the basic activities.
- 47. Sustainability has been strengthened by the Government as part of its prioritizing of the development of children. Investment in education has doubled, from 7 percent of total public investment in 1995 to more than 14 percent in 2000. The decentralization and participatory processes have allowed prefectures, municipalities and community groups to contribute more each year. The Ministry of the Presidency, through PAN, attends to preschool children; primary schools are part of the education system under the Ministry of Education and the street children activity is coordinated by the Office of the First Lady.

#### **Problem Analysis**



48. In 1998, 50 percent of children under 5 in the most vulnerable municipalities were affected by stunting resulting from chronic malnutrition. Nationally, 26 percent of children were stunted in 1998. The under-5 mortality rate is 92 per 1,000 live births. Children under 5 represent one in every three deaths in the country.

- 49. A 1998 study by the System for the Measurement and Evaluation of Educational Quality (SIMECAL) showed that the effects of malnutrition, anaemia and difficult living conditions reduce school performance: children learn less than half of the material presented by the teacher. In the municipalities selected by VAM, chronic food insecurity seriously reduces children's chances of normal growth and cognitive development.
- 50. Education problems in primary schools include low enrolment, late matriculation, high drop-out rates, irregular attendance and poor student performance. Rural populations' economic and physical access to formal education is limited, as shown by the illiteracy rate of 34 percent (PRSP). Among women the rate is over 50 percent. PAN has shown that if children are given the opportunity to attend preschool centres the rates of dropout and failure in formal education will be lower.
- 51. Only 7 percent of rural children who enter first grade finish primary school. This problem is more acute for girls in rural areas: only 5 percent manage to complete the eight years of primary school (UNICEF, 1997). The high drop-out rate for children reflects their early incorporation in the productive labour force, limited access to educational services and scarce family resources to pay for education. These factors explain why the average span of schooling at national level is 6.5 years for boys and 5 years for girls. These averages are as low as one year in many high-vulnerability municipalities identified by VAM.
- 52. Sixty-one percent of working children do not go to school. According to the International Labour Organisation (ILO), Bolivia has the highest rate of child labour in Latin America, yet there is no effective protection. The result is low pay and ten-hour workdays. Three main factors explain why the number of children living and working in the streets in Bolivia is increasing: (i) worsening poverty; (ii) domestic violence; and (iii) continuing migration to cities. There are now nearly 67,000 of these children. They live in a context of food insecurity, violence, drug consumption, prostitution and social exclusion. Girls especially are affected by sexual violence, the consequences of early and recurring pregnancy, sexually transmitted diseases (STDs) including HIV/AIDS and the social discrimination of life and work in the street.

#### Objectives and Intended Outcomes

- 53. The objective of basic activity 2 is to support the integral development of children.
- 54. The expected outcomes and outputs for preschool children, primary schoolchildren and street children are given below.
  - For preschool children, the main expected outcome is improvement of their nutritional status and cognitive and psychomotor development by gender and age. Expected outputs by the end of the CP include increased school attendance, provision of health care, functioning parents' organizations and participation of women in communal organizations and productive activities.



For primary schoolchildren, the main expected outcomes are stabilization of the number of children attending school, reduction in primary school drop-out rates, especially among girls and an increase in the number of students promoted to the next grade. Intended outputs include coverage of schools and beneficiaries, participation in parents' organizations and training courses for parents.

For street children, the main intended outcome is to retain children in the shelters, particularly girls. Main outputs include increased attendance in educational programmes, access to health services and participation in productive activities.

#### Role and Modalities of Food Aid

- 55. Food aid will serve as an incentive for targeted children to attend preschool centres, primary schools and street childrens' shelters. It will address the problem of short-term hunger by providing timely snacks and lunches.
- 56. The food basket consists of fish or meat, quinoa, *api* (a traditional maize drink), rice, vegetable oil fortified with vitamin A, fortified wheat flour and iodized salt. The possibility of replacing one of these by a locally produced blended food is being studied. The rations will be calculated according to age. For preschool and primary school children, other products to complement the food basket will be provided by prefectures, municipalities, parents and donors. The special ration for children of 6 to 24 months takes into account that breastfeeding should be exclusive for about the first six months, after which semi-solids will be progressively introduced. This will be promoted in coordination with the United Nations Children's Fund (UNICEF) and the Ministry of Health through parents' organizations.

#### Implementation Strategy

- 57. For the preschool and school feeding activities, community and parent committees are fundamental. These committees will contribute to a better learning environment and ensure a more stable supply of fresh food or cash. In the case of primary schools, they also assume responsibility for the reception, control, preparation and distribution of food. For street children, NGOs assume the implementation role.
- 58. Teachers, parents and counterpart staff will receive training in gender, health practices and food handling and preparation. Leadership training for women will be a priority. Deworming tablets and vitamin A will be supplied through the micronutrient supplementary activity in coordination with the Ministry of Health, the World Health Organization/Pan-American Health Organization (WHO/PAHO) and UNICEF.
- 59. Implementation will be coordinated with the National Programme of Educational Reform, PAN and the NGOs caring for street children, in association with WHO/PAHO and the United Nations Population Fund (UNFPA). Food will be distributed from EDPs through NGOs and governmental organizations at no additional cost to WFP. These organizations have experience in handling and distributing commodities.

#### Beneficiaries and Intended Benefits

- 60. The beneficiaries of this activity are 72,000 pre-school children, 42,000 primary-school children and 7,000 street children.
- 61. According to the guidelines recommended by the School Feeding Handbook, the WFP food cost for 220 days a year is approximately US\$12 per preschool child, and approximately US\$18 per primary school pupil for 200 days a year. The WFP food cost for a street child for 365 days is approximately US\$25.



62. Preschool children and primary schoolchildren will benefit from a better diet and from improved health, educational and sanitary conditions. Street children will improve their technical skills. Depending on the availability of resources, the number of primary-school beneficiaries would increase as proposed in supplementary activity 2.

63. Volunteer preschool assistants will benefit from food training, including promotion of breastfeeding. Women will play an important role in decision-making, because they will participate in management and administration of preschool centres and school councils. The community will participate in establishing kitchens, orchards and greenhouses, particularly in schools and preschool centres. Linkages with basic activity 1 will be encouraged.

#### Support and Coordination

- 64. To guarantee integrated support for the development of children, agreements have been signed with NGOs, participating municipalities and other partners.
- 65. For preschool children, PAN has signed agreements with more than 60 local NGOs and participating municipalities and concluded contracts with IDB and DUF to finance construction, undertake infrastructure improvements and provide equipment to the centres. The municipalities will pay teachers' salaries. NGOs will provide technical skills to improve services. Other main partners are UNICEF, UNFPA and the United Nations Education, Science and Cultural Organization (UNESCO). A roundtable for the development of children under 6 has been established to improve intersectoral coordination and future policy formulation.
- 66. The Ministry of Education will set the norms for support to primary school feeding. In coordination with parents' associations, municipalities are currently contributing cash resources to cover recurrent costs, maintenance of schools and part of the salaries of the technical implementing team.
- 67. The Office of the First Lady is the official counterpart for the coordination of street-children interventions. It will seek the resources for improved educational facilities, especially for young girls. NGOs are the main implementing partners.

### Monitoring and Evaluation (M&E) Arrangements

- 68. M&E of this activity will be conducted by counterpart organizations. Indicators, disaggregated by gender, have been defined that take into account partners' capacity to collect and analyse data. Specific indicators related to each beneficiary group will feed the CP's M&E system, as identified in Annex II.
- 69. For preschool centres, baseline data established for new and existing centres through the school feeding initiative (SFI) will facilitate regular programme review. A baseline study, disaggregated by gender, will assess the relationship of underweight children to their dietary patterns and practices.
- 70. For primary schools, the Ministry of Education, through the SIMECAL programme, will monitor and evaluate educational quality and absenteeism, drop-out and enrolment rates.
- 71. To monitor support to street children, the Office of the First Lady has, with WFP support, defined a gender-disaggregated baseline that will be updated and serve as the guiding evaluation standard for monitoring and impact assessment.

#### Cost Estimate



72. Basic activity 2 will require 71,000 tons of wheat valued at US\$9,230,000, which will be used for direct distribution and commodity exchanges. Estimated DOC are US\$14,596,748 for WFP. The Government contribution over five years is estimated at US\$22,800,000.

# **Support Activities**

- 73. The following support activities are planned.
  - ➤ The WFP advocacy strategy will focus on design of an integrated food-security policy. WFP will assist the Government in analysing and disseminating information on the causes of hunger and solutions to them and the extent of gender gaps. Other advocacy efforts include sensitizing civil society and donors, promoting the rights of children and supporting the social and economic inclusion of women and indigenous populations.
  - VAM support. WFP, in coordination with FAO, will give technical assistance to the Government to: (i) refine the targeting for the Support to the Food Security Programme (PASA) financed by the European Union; and (ii) incorporate a system of indicators to monitor food insecurity in the country's Food Security and Early Warning System (SINSAAT). VAM will provide information to be used in the country office's advocacy strategy.
  - ➤ Integrating monitoring and evaluation with VAM. The data and indicators used by VAM will contribute to baseline data for M&E. The system will allow WFP management and counterpart staff to obtain systematic, updated information.
  - Strengthening technical assistance through associations and partnerships resulting in prompt and improved technical assistance inputs for CP activities. WFP will provide technical assistance to municipalities that wish to set up school feeding programmes.
  - ➤ **Disaster preparedness.** Measures will include tracking of early-warning indicators and contingency planning in local capacity building, food logistics and programme response. VAM will contribute to the continuous updating of the CP contingency plan for natural disasters.
  - ➤ Gender equity is an explicit objective of the CP through:
    - provision of fortified food and micronutrients to address nutritional deficiencies among women and children;
    - ♦ coordination with the Vice-ministry of Gender and Family Affairs to ensure women's equal access to resources and full participation in power structures and decision—making;
    - ensuring acquisition of gender-differentiated data for planning and evaluation purposes; and
    - ♦ MOUs to be signed with partners such as NGOs or other entities that include clauses for gender mainstreaming.

### Key Issues, Assumptions and Risks

- 74. Important assumptions regarding this CP are that:
  - the new government to be elected in 2002 will continue the current level of support;
  - counterparts will be able to cope with the demands posed by increased emphasis on municipal-based development activities, and interventions financed by DUF; and



natural disasters will not require a diversion of excessive municipal and CP development resources.

#### PROGRAMME MANAGEMENT PROCESS

# **Appraisal**

75. Before being approved by the country director, CP activities will be reviewed by a local programme review committee (PRC), consisting of representatives of ministries and cooperating agencies and co-chaired by WFP and the designated ministry. The Government and WFP will undertake ad hoc appraisals of activities.

# Programme Implementation

# Capacity of the Country Office

76. As stated in the evaluation mission report, the country office has the staff to implement and monitor activities. The country office will continue to promote equitable recruitment of women, who currently represent 50 percent of staff. Two out-posted food monitors will follow up and assist in food delivery. There will be a further strengthening of WFP and counterpart staff through training in participatory planning, gender mainstreaming, techniques for the training of trainers (TOT), emergency operations, results-based M&E, implementation of WFP environmental guidelines and sustainable-livelihoods approaches.

# Coordination and Partnership

- 77. WFP participates in the consultative group for Bolivia and the UNDAF process and will adapt the CP according to their policies. Areas of technical and financial cooperation have been identified with the Office of the United Nations for Drug Control and Crime Prevention (ODCCP), UNICEF, UNFPA, FAO, UNDP and DUF, and the Red Cross, PCI, FHI, CRS and other NGOs.
- 78. WFP is cooperating with IDB for support to preschool centres, with the World Bank (WB) in analysing Bolivian nutrition problems and with USAID and the European Union for the analysis of food insecurity. Collaborative programmes exist with GTZ, DFID and the European Union, mainly in the area of integrated rural development. These associations will reinforce technical assistance to regional offices to improve programme quality. Beneficiary monitoring will ensure that beneficiaries' views are incorporated into the programme.

# Programme Planning and Management

79. The CP will be implemented using a bottom-up participatory approach. Local leaders and counterpart staff will be trained to apply tools such as participatory rural appraisal/rapid rural appraisal (PRA/RRA) to target needy populations, identify their needs and evaluate impact in line with a strategic vision of municipal development that assures linkages and synergies among activities. The identification of activities that directly benefit women will be supported. Advocacy and training strategies will promote equitable participation by women.



80. Parent groups will continue to play an important role in the management and sustainability of preschool and school feeding interventions. Training courses will be organized on management, the roles of stakeholders and the sustainability of the activity.

# Logistics Arrangements

- 81. Depending on the availability of resources, the preferred strategy will be to follow the experience gained in the previous CP, purchasing whenever possible from small farmers' organizations in areas that generate surpluses through commodity exchanges. The exchange of wheat for local products is efficient as measured by its transfer value (alpha value). It provides products adapted to local consumption habits and stimulates local production. Experience has shown that these processes have neither created dependence nor negatively affected local markets, mainly because WFP's interventions were limited in relation to these markets. Procedures for the exchange of commodities, local purchases of food, non-food items (NFIs) and services will follow WFP guidelines.
- 82. Food inputs obtained by exchange, acquired locally for cash or imported through Chile and Peru will be moved by road to EDPs. Deliveries from ports to the EDPs will be managed by WFP. Customs clearance will be handled through the national office of the CP. DRIPAD will manage receipt and storage. Distribution will be carried out by DRIPAD in coordination with implementing partners. Port and overland costs will be covered under landside, transport, storage and handling (LTSH). Other logistics costs from EDPs, inclusive of customs dues, will be covered by the Government. Commodity tracking to EDPs will use COMPAS; tracking to beneficiaries will use MOVALM.

# Exit Strategy and Sustainability

83. The Government's contribution has increased by an estimated 20 percent from the first CP to the second. VAM surveys have reduced the targeted municipalities by 16 since the CSO. One basic activity from the previous CP has been phased out. The CP will continually refocus its activities and exclude municipalities that no longer show high vulnerability to food insecurity.

#### Programme Monitoring and Audit

- 84. The CP will adopt results-oriented M&E that meets standard requirements. The CP will pay special attention to the selection of result indicators as initiated through the logical framework process and agreed with partners.
- 85. Through an extensive integrated M&E system rooted in a baseline, progress will be regularly assessed and changes made accordingly. This is a proactive management tool for processes and activities that ensures focus on performance and results.
- 86. M&E will provide information on the efficiency of activities, allowing management at country office and national counterpart levels to redirect attention towards efficient interventions. Out-posted food monitors will follow up food delivery. External local audits of each activity will be conducted annually.
- 87. Gender-disaggregated result indicators will cover three categories in line with WFP's results focus: food security, assets supporting livelihoods and sustainable development and empowerment and inclusion of the most vulnerable groups.



# Supplementary Activities

88. Implementation of two supplementary activities will be subject to the availability of additional funding. With these resources, the CP will undertake the activities set out below.

- A micronutrient initiative that aims to improve rations and interventions in basic activities. In coordination with the Ministry of Health, preschool children, primary schoolchildren and street children will benefit from deworming and vitamin A and ferrous sulphate distribution. Ferrous sulphate will be distributed to some 122,000 expectant and nursing mothers. The activity will support vitamin A-fortified food for mass consumption. This supplementary activity is expected to require 4,000 tons of wheat, with DOC amounting to US\$822,352.
- Expanded primary school feeding that would provide support to an additional 61,000 primary schoolchildren, as in basic activity 2. This is expected to require 45,000 tons of wheat over five years, with DOC amounting to US\$9,251,460.

#### Evaluation

89. In coordination with the WFP Office of Evaluation (OEDE) and its new policies and guidelines, there will be a mid-term review of the CP in 2005 and a terminal evaluation in 2007, conducted by independent consultants and representatives of the Latin America and Caribbean Regional Bureau (ODM).

#### RECOMMENDATION

90. For the proposed CP for Bolivia (2003–2007), the Executive Director requests the Executive Board to approve, subject to the availability of resources, US\$25,698,500, representing basic DOC, and to endorse US\$10,073,812 for supplementary resources.



### **ANNEX I**

# EXECUTIVE SUMMARY OF THE BOLIVIA CSO (WFP/EB.3/2001/7/1)

Bolivia is considered a transitional low-income, food-deficit country (LIFDC). In 1999, 63 percent of the population lived in poverty. Of the rural population, 80 percent is poor and 60 percent indigent and unable to acquire the basic food basket. With a per capita gross domestic product (GDP) of approximately US\$1,000 and low social indicators, Bolivia is one of the poorest countries in Latin America (World Bank, 2001). According to the United Nations Development Programme's (UNDP's) Human Development Report (2000), Bolivia ranks 114<sup>th</sup>, with a Human Development Index (HDI) of 0.643 and a Gender Development Index (GDI) of 0.631.

Fifty percent of children under 5 from the poorest households are affected by chronic malnutrition, and approximately 26 percent of those children were stunted in 1998. Under-5 mortality is 92 per 1,000 live births, and the maternal mortality rate of 390 per 100,000 live births is one of the highest in Latin America. Children under 5 represent one in every three deaths in the country. Fifty-six percent of these deaths are from diarrhoea or pneumonia. Daily food intake in the rural areas shows gaps of more than 28 percent below the recommended level of 2,100 kcal.

Food security is an important integral component of the Bolivian Strategy for Poverty Reduction (2001–2015), especially for vulnerable groups.

Formulation of this second-generation Country Strategy Outline (CSO) responds to the recommendations of the recent Country Programme (CP) evaluation mission. The proposed Country Programme will be structured around two broad strategic areas: (i) human resource development, and (ii) rural development and food security. In accordance with decision 1999/EB.A/2 of the Executive Board, WFP focuses its development activities on five objectives. The Bolivia CSO focuses on objectives 1, 2 and 5 of the Enabling Development policy:

- Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs;
- Enable poor households to invest in human capital through education and training; and
- Enable households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods.

Within the context of the United Nations Development Assistance Framework (UNDAF), WFP will extend its current CP for six months to begin a new cycle (2003–2007), in harmony with the other agencies.



# HIGHLIGHTS OF THE DISCUSSION HELD DURING THE EXECUTIVE BOARD ON THE CSO FOR BOLIVIA (WFP/EB.3/2001/15)

Several members praised the Government's excellent contribution to the ongoing CP. They noted that Bolivia was a beneficiary of the HIPC Debt Initiative, which deserved support. They also noted that the recommendations of the Board members' visit, as well as those of the evaluation mission, had been taken into consideration in formulating the strategy for the next CP.

One member recommended that links between emergency operations (EMOPS)/protracted relief and recovery operations (PRROs) and WFP development activities be clearly incorporated in the CP. Several members praised the inclusion of the CSO in the Bolivia Strategy for Poverty Reduction.

One member mentioned the evident coordination with non-governmental organizations (NGOs) and the importance of supporting disaster-prone countries. The Board noted the importance of strengthening partnerships with technical partners.



Results Hierarchy	Performance Indicators	Risks and Assumptions	
Goal at national level:	extreme poverty is reduced by half to 17.3 percent	Risks:	
Reduce the number of the hungry poor by 50 percent	rural poverty reduced by 30 percentual points to 52 percent	social conflict	
by 2015 in targeted zones. <sup>2</sup>		<ul> <li>external economic shock that could aggravate existing situation</li> </ul>	
		Assumption:	
		The Bolivian strategy for poverty reduction remains unchanged by the new Government.	
Goal of Country Programme:	Impact indicators:	Risk:	
reduce extreme poverty of socially and economically marginalized people.	progressive reduction of extreme poverty of socially and	Major natural disasters	
	economically marginalized people in targeted zones.	Assumption:	
		The new Government endorses the CP.	
Purpose of the Country Programme:	CP outcome indicators:	Risks:	
To increase food and livelihood security of 554,000 peneficiaries per year in the targeted zones while	percent of beneficiaries who have reduced their food insecurity in the targeted areas, by gender	Lack of execution capacities and commitments a the municipal level	
establishing gender equity.	> number of children with access to education, nutrition and	Assumptions:	
	health services in the areas targeted, by gender	Institutional coordination and strategic	
	enrolment rates in preschool and primary school	alliances are working.	
	cash and in-kind counterpart contribution by activity area by government level	There are sufficient municipal counterpart resources.	

<sup>&</sup>lt;sup>2</sup> In line with PRSP of Bolivia and the United Nations Millennium Goals for food security and poverty

COUNTRY PROGRAMME—BOLIVIA (2003–2007)—LOGICAL FRAMEWORK SUMMARY					
Results Hierarchy	Performance Indicators	Risks and Assumptions			
Purposes of each CP activity:  1. To enable food-insecure households to create and preserve natural, physical and social assets, to achieve sustainable livelihoods, with a focus on gender equity	Activity outcome indicators:  ➤ percent of women participating in organizations and decision-making  ➤ percent of additional assets gained, by gender  ➤ percent of assets prioritized and executed by women  ➤ percent of assets controlled by women  ➤ percent of assets retained by men and women  ➤ percent of households that have increased their agricultural production  ➤ percent of emergency situations rapidly and effectively met	Risk:  Major natural and man-made disasters  Assumption:  Besides central government counterpart resources other resources are made available at the community and municipal levels for training and technical assistance.			
2. To support the human capital development of boys and girls.	number of children, by gender and age, who have improved their integrated development.	Assumption: The public health and educational services are adequate.			
Support integrated services of education, health and nutrition for boys and girls under 6 years, with emphasis on children 6 to 24 months.	number and percent of children, by gender and age, who have improved their nutrition, after one full year of assistance at the centres	Assumptions:  Centres have an adequate infrastructure.			
	number of children, by gender and age, who have improved their cognitive and psychomotor development, after one full year of assistance at the centres	Government and other counterpart resources are made available at community and municipal levels.			
Support regular attendance of primary schools in	number of children, by gender, attending school on	Risks:			
the targeted zones.	three-month basis  percent of students promoted to the next grade, by gender	Social conflicts, particularly among rural teachers			
	drop-out rates	Drop-outs increase due to migration			
Support integrated services of education, health	number of street children integrated into centres, by gender	Assumption:			
and nutrition for street children.	percent reduction of street children's drop-out rates	Social services that help children outside the shelters continue to provide support.			

# COUNTRY PROGRAMME—BOLIVIA (2003–2007)—LOGICAL FRAMEWORK SUMMARY

Results Hierarchy	Performance Indicators	Risks and Assumptions
Supplementary activity 2, micronutrients: support	> percent reduction in anaemia in the targeted population	Assumption:
the reduction of anaemia and micronutrient deficiencies in children and expectant and nursing mothers in the targeted zones.	number of beneficiaries who received vitamin A, by gender and age group	The targeted population accepts the fortified foods.
Major Outputs:	Output Indicators:	Risks:
1. Asset-creation	number and percent of planned food rations distributed to women and men recipients	Low level or absence of asset-maintenance by the communities or the municipality
	➤ 60 percent of resources towards asset priorities of women	A lack of governmental agricultural or
1.1 for agricultural production	> number and percent of agricultural ha protected	environmental extension activities
	number and percent of ha rehabilitated	
	number and percent of km of roads constructed	
	number and percent of ha irrigated	
	number and percent of orchards constructed	
	number and percent of women in asset-creation committees and food distribution	
1.2 to protect natural resources	number of people (by gender) trained in natural-resource management	
	number and percent of ha reforested	
	number and percent of soil-erosion control measures in place	
	> number and percent of water-control measures in place	
1.3 to mitigate natural disasters	80 percent of the food resources distributed in emergency situations are directed to women	
1.4 for emergency response	number of people trained	

**Risks and Assumptions** 

Assumption:

			r	
		percent of trained teachers, by gender	Each year municipalities will include WFP CP's	
			percent contribution in cash equivalent from municipalities	activities in their annual operations plans
		>	percent of children's centres and percent of primary schools that have the parents organized and school councils working	
			percent of communal organizations with gender equity	
	O A shilling a sounder O six as some of a sec (a sec sizelly)	_		Assumption:
	2.1 children under 6 six years of age (especially children 6 to 24 months) attending centres on a		percent of children (by gender) who received the ration for 220 days	The rural health centres have sufficient qualified
i.	regular basis	>	percent of children (by gender) vaccinated against routine childhood diseases	personnel and have the necessary equipment to check the nutritional status of children.
;			percent of days attending centre (by gender)	
			percent contribution in cash equivalent from parents	
		>	percent of women who have undertaken productive activities	
	2.2 primary-school-aged children attending school on		percent of children by gender that received the ration for	Risk:
	a regular basis		200 days	There is no adequate coordination of parents and
			number of schools assisted	community authorities.
			number of beneficiaries (by gender)	
			number of parents contributing to school feeding	
			parents' contribution to school feeding	
			number of members in parents' organizations (by gender)	
			number of meetings in parents' organizations	
		>	number of parents enrolled in training courses (by type and by gender)	
			municipal contributions to school feeding	

COUNTRY PROGRAMME—BOLIVIA (2003–2007)—LOGICAL FRAMEWORK SUMMARY

**Performance Indicators** 

percent of women trained

**Results Hierarchy** 

2. Human capital development

# COUNTRY PROGRAMME—BOLIVIA (2003–2007)—LOGICAL FRAMEWORK SUMMARY

Results Hierarchy	Performance Indicators	Risks and Assumptions
2.3 street children attending centres on a regular basis	percent of street children (by gender) who regularly attend educational programs	
	percent of working street children (by gender) who receive the ration for 200 days	Assumption:
	percent of street children still living in the streets (by gender) who receive a ration for 365 days	Continued prioritization of street children by Government and NGOs
	percent of street children (by gender) who access to health services	
	percent of street children (by gender) who participate in productive projects	
Micronutrients: all beneficiaries receive fortified foods	percent of beneficiaries receiving fortified foods	
and children under 6 receive Mebendazol.	> percent of children receiving Mebendazol	



# **Target Beneficiaries**

#### Activity 1:

250,000 beneficiaries from households most vulnerable to food insecurity (agricultural producers with less than 5 ha of land or landless persons, particularly women, victims of natural disaster, households headed by women, illiterate women) in the CP's targeted areas. The recipients will work during slack seasons.

#### **Activity 2:**

72,000 boys and girls under 6 with emphasis on children 6 to 24 months from the most food insecure households in rural and peri-urban areas

42,000 boys and girls 6 years or older who attend primary schools in the most food insecure areas

7,000 street children

# **ANNEX III**

# BUDGET PLAN FOR BOLIVIA COUNTRY PROGRAMME (2003-2007)

#### **Basic Activities**

	Activity I	Activity II	Total
Food commodities (mt)	54 000	71 000	125 000
Food commodities (value US\$)	7 020 000	9 230 000	16 250 000
External transport	1 620 000	2 130 000	3 750 000
LTSH (total)	2 138 400	2 811 600	4 950 000
ODOC	323 352	425 148	748 500
<b>Total Direct Operational Costs</b>	11 101 752	14 596 748	25 698 500
DSC <sup>1</sup>	666 105	875 805	1 541 910
ISC <sup>2</sup>	917 893	1 206 859	2 124 752
Total WFP costs	12 685 750	16 679 412	29 365 162
Government contribution	17 200 000	22 800 000	40 000 000

# BUDGET PLAN FOR BOLIVIA COUNTRY PROGRAMME (2003–2007)

#### **Supplementary Activities**

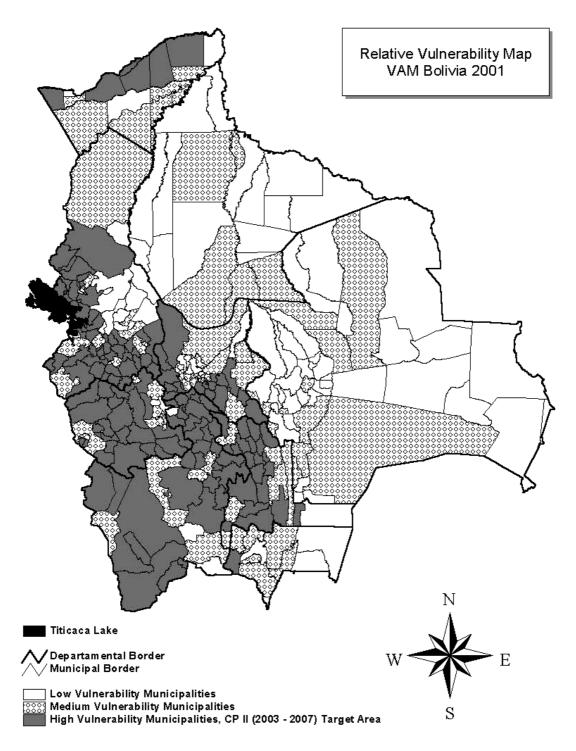
	Activity I	Activity II	Total
Food commodities (mt)	4 000	45 000	49 000
Food commodities (value US\$)	520 000	5 850 000	6 370 000
External transport	120 000	1 350 000	1 470 000
LTSH (total)	158 400	1 782 000	1 940 000
ODOC	23 952	269 460	293 412
<b>Total Direct Operational Costs</b>	822 352	9 251 460	10 073 812
DSC <sup>1</sup>	49 341	555 088	604 429
ISC <sup>2</sup>	67 992	764 911	832 902
Total WFP costs	939 685	10 571 458	11 511 143
Government contribution	1 409 527	15 857 187	17 266 714

<sup>&</sup>lt;sup>1</sup> The DSC amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a Country Programme is reviewed and set annually following an assessment of DSC requirements and resource availability.



<sup>&</sup>lt;sup>2</sup> The ISC rate may be amended by the Executive Board during the period covered by the Country Programme.

# ANNEX IV TARGET AREAS COUNTRY PROGRAMME 2003–2007



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



#### ACRONYMS USED IN THE DOCUMENT

CARE Cooperative for Assistance and Relief Everywhere

CCA Common country assessment
CRS Catholic Relief Services

COMPAS Commodity Movement Processing and Analysis System

CP Country programme
CSO Country strategy outline

DFID United Kingdom Department For International Development

DOC Direct operational costs

DRIPAD Unit for Integrated and Participatory Rural Development in Depressed Areas

DSC Direct support costs

DUF National Directorate of Funds EDP Extended delivery point

FAO Food and Agriculture Organization of the United Nations

FHI Food for the Hungry International

GAP Gender Action Plan

GTZ German Agency for Technical Cooperation

HIPC Heavily indebted poor countries

IDB Interamerican Development Bank

ISC Indirect support costs

LTSH Landside, transport, storage and handling

M&E Monitoring and Evaluation

MOU Memorandum of Understanding

MOVALM Warehouse Movements System

NGO Non-governmental organization

ODOC Other direct operational costs

PAHO Pan-American Health Organization

PAN National Programme for the Integrated Development of Boys and Girls Under Six

PCI Project Concern International
PRC Programme Review Committee

PRSP Poverty Reduction Strategy Paper for Bolivia

SIMECAL System for the Measurement and Evaluation of the Educational Quality

SIMEVDA Monitoring and Evaluation System for Food Distribution UNDAF United Nations Development Assistance Framework

UNDP United Nations Development Programme

UNFPA United Nations Population Fund UNICEF United Nations Children's Fund

USAID United States Agency for International Development

VAM Vulnerability Analysis and Mapping

WHO World Health Organization

