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COUNTRY STRATEGY OUTLINES

Agenda item 7

For consideration

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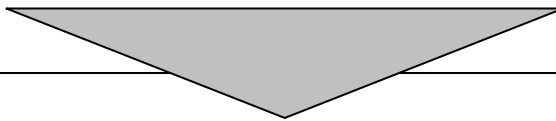
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COUNTRY STRATEGY OUTLINE— BOLIVIA

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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

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 114th, 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.

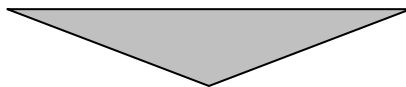
Formulation of this second-generation Country Strategy Outline (CSO) responds to the recommendations of the recent Country Programme (CP) evaluation mission. The proposed Country Programme will be structured around two broad strategic areas: (i) human resource development, and (ii) rural development 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.



Draft Decision



The Board endorses the Country Strategy Outline for Bolivia (WFP/EB.3/2001/7/1) and authorizes the Secretariat to proceed with the formulation of a Country Programme, which should take into account the comments of the Board.



FOOD INSECURITY AND THE POOR AND HUNGRY

Food Insecurity at the National Level

1. Bolivia is considered a transitional LIFDC country (Annual Update 2001, Food and Agriculture Organization [FAO]). It ranks 114th in the UNDP's Human Development Report for 2000, with an HDI of 0.643 and a Gender Empowerment Measure of 0.422.
2. During the 1990s Bolivia achieved an increase in agricultural production and an average GDP growth of 3.9 percent, resulting in a 6-percent poverty reduction. Despite these positive trends, Bolivia's per capita GDP of US\$1,000 remains lower than the regional average. Moreover, the high per capita income inequality (the Gini coefficient is 0.56) among its population of 8 million is reflected in high levels of poverty, especially in rural areas. Eighty percent of the rural population lives in poverty and about 60 percent (1.4 million) in indigence.
3. Between 1989 and 1998, external financing totalled US\$6.6 billion, which corresponds to 9.8 percent of the average GDP, reflecting the importance of external aid.
4. Although food availability, in terms of kilocalories per person per day, has increased since 1988, and the agricultural production growth rate, especially of the agro industry (soybeans and other products for animal consumption and export) exceeds that of the population, Bolivia still presents a food consumption deficit. The food deficit is particularly high for wheat (316,000 tons). This deficit became acute in 1998 as a result of the El Niño phenomenon, demonstrating that Bolivia was unable to produce surpluses that would compensate for periods of low production. During the period 1997–2000, WFP contributed an average of 20,000 tons per year, equivalent to 16 percent of total contributions.
5. Overall, productivity in traditional agriculture has been declining as a result of an increasing expansion of cropping onto marginal lands and the use of inappropriate or obsolete technology. Moreover, declining prices in agro-industrial products further limit the capacity of the country to import food.
6. However, food *access* is the main cause of food insecurity in Bolivia. While foodstuffs may be available at local markets, many people do not have the purchasing power to access them. The average income of indigents is 26 percent lower than the cost of the basic food basket (valued at about US\$30/month), and in rural areas it is 33.7 percent lower. This is even more acute in the case of women: 69 percent of female-headed households are food insecure.
7. Even though poverty and food insecurity have traditionally been considered basically rural problems, they are expanding into peri-urban areas. Population increase and migration boosted the urban population from 57 percent in 1992 to 63 percent in 1997, creating pockets of poverty, with food insecurity around the main cities.
8. The gap between daily food consumption in rural areas and the WFP/FAO recommended daily food intake (2,100 kcal) exceeds 28 percent. Moreover, poor nutritional practices and unequal distribution of food within the family exacerbate malnutrition among women and children. In 1998, approximately 26 percent of children under 5 were stunted. Chronic malnutrition affects 50 percent of children under 5 from the poorest households. Other factors, such as poor physiological capacity to absorb food and inadequate access to basic services, limit food utilization and tend to aggravate food



insecurity among women and children. This in turn leads to high maternal and under-5 mortality rates (390 per 100,000 and 92 per 1,000 respectively). The gap between actual intake of vitamin A and the recommended daily intake is as high as 45 percent.

9. Inadequate physiological food absorption is closely related to access to health and sanitation services. Forty percent of the population has no access to health or sanitation services; only 33 percent of the rural population and 44 percent in urban areas have sanitation services. However, the incidence of infectious diseases among children is inversely correlated with the mothers' educational level: 28.5 percent of women are illiterate, and in rural areas the illiteracy rate is as high as 50 percent. Children whose mothers are illiterate or have only a basic level of education are 1.5 times more likely to have diarrhoea than children whose mothers have received a medium level of education.
10. Vulnerability to climatic risks results from the droughts and frosts in the highlands and valleys and from floods in the lowlands. The El Niño phenomenon in 1997–1998 was responsible for damage amounting to US\$527 million, equivalent to approximately 7 percent of the estimated GDP for 1998. Excessive rains and a prolonged drought in 2001 caused the loss of more than 125,000 ha of crops and the destruction of more than 3,000 homes, affecting more than 350,000 people and their family subsistence systems. The combination of these two disasters may end up converting what was for many families transitory food insecurity into chronic poverty and malnutrition.

Sub-national Food Security Conditions

11. Bolivia is divided into 9 administrative departments and 314 municipalities. A vulnerability analysis and mapping (VAM) exercise was carried out analysing a set of indicators on food availability, access and utilization, and on climatic and social risks; data were collected from secondary national sources. The vulnerability analysis identified 164 municipalities as being the most vulnerable to food insecurity. These municipalities fall into five departments, where 20 percent of the population, or 1.6 million people, live (see Annex).
12. The vulnerability analysis findings indicate that the great majority of vulnerable municipalities are concentrated in the highlands (departments of Potosí, Oruro and La Paz) and valleys (Chuquisaca and Cochabamba). In general, these municipalities are characterized by similar food insecurity patterns.
13. In these most food insecure municipalities, chronic malnutrition, the prevalence of diarrhoea and respiratory ailments, unsatisfied basic needs and the scarcity of services are much above the national average. The HDI is 0.33 and the GDI is 0.31; these figures are lower than the national indices. Ninety-four percent of the population of these municipalities is poor.
14. Only 39 percent of basic grain production originates in the highlands and valleys. Market and infrastructure deficiencies in these areas affect the availability of basic grains. These regions also have a high prevalence of smallholdings using traditional techniques, a high degree of desertification, and recurring droughts and frosts, all of which are reflected in declining productivity. In the 164 municipalities identified by VAM, there is a severe risk of droughts and floods that can affect up to one million people.
15. In the central and southern highlands and the inter-Andean valleys, food availability is lower because of the precarious ties to the market and the poor road system, especially during the rainy season. The main products are root crops and a few basic grains for consumption. In the Central Potosí highlands and the southern highlands, the main source of income is mining, food availability is limited mostly to what is produced in the local



markets, and there are indices of cretinism caused by a lack of iodine. These areas are characterized by desertification, high degrees of environmental contamination, and a lack of irrigation.

16. The vulnerable municipalities of the Central Valley, Temperate Valley and northern highlands have a relatively more diversified production and better market linkages. Nevertheless, the poorest households also practise subsistence farming, there are acute shortages of water for irrigation and income levels are substantially below the poverty line. All these factors limit the households' economic access to food and basic services.

The Target Population

17. In the municipalities identified by VAM, the most vulnerable population groups are smallholding farmers, the landless, miners, female-headed households, women and children, indigent households in peri-urban areas, and street children.
18. Seventy percent of the smallholding farmers and landless are concentrated in the highlands and the valleys. Most of these households (84 percent) are indigenous, with very few productive assets. More than 25 percent of the households are headed by women. This figure increases dramatically at certain times of the year as a result of men migrating elsewhere in search of work. Most adult members of these households have received less than one year of schooling.
19. Production among this group is insufficient and underdiversified, earmarked basically for home consumption, with a small proportion sold to intermediaries at low prices. The land is overexploited, there is a lack of soil conservation measures and there is insufficient use of fertilizer, which renders adequate soil management even more difficult. Food consumption is supplemented by income obtained basically from migration, which represents about 60 percent of cash income in a normal year and up to 80 percent in years of crisis. Food expenditure accounts for 70 percent of total expenditures. This increases before harvest and in periods of crisis owing to the scarcity of reserves.
20. Insecurity regarding land tenure, mainly among women, is the main cause for limited access to productive assets, credit, irrigation and extension services. In extreme cases, assets are sold, resulting in debt and thus jeopardizing future economic recovery.
21. The independent miners of the central and southern highlands work under high-risk conditions, earn indigent-level incomes and have deficient food intake (their diet is based on tubers and noodles purchased on the local market). Women and children work in the local labour market under conditions that are likewise deplorable for their health in order to supplement family incomes. The health situation of family members is typified by respiratory ailments and low life expectancy.
22. Women are more affected by food insecurity than men and have fewer opportunities for applying livelihood strategies. In 1999, women's incomes declined from 61 to 57 percent of men's incomes. In times of crisis, women are the first to reduce their food intake and the quality of the food they eat, which has a negative impact on their nutritional state, especially during pregnancy and breast-feeding. Of female-headed households, 39 percent are illiterate.
23. Children are most affected by food insecurity and show high rates of chronic malnutrition and prevalence of anaemia. Children under 5 represent one in three deaths in the country. Fifty-six percent of these deaths are from diarrhoea or pneumonia. Only 17 percent of the population of children under 5 has access to pre-school education, which compromises their future school performance and food security. The average school drop-out rate in the poorest departments is 12 percent and that of repeaters is 8 percent.



24. The VAM results underline the fact that 26 percent of the population living in the urban and peri-urban areas is not able to meet its basic needs. The family structure has been seriously affected, as demonstrated by the high occurrence of acts of violence and the increasing presence of children on the streets. It is estimated that 4,000 children live and 232,000 work on the street in conditions of food, social and work insecurity. Twenty-six percent of working minors are girls.

GOVERNMENT PRIORITIES AND POLICIES ADDRESSING POVERTY AND FOOD INSECURITY

Overall Policies

25. Bolivia's Strategy for Poverty Reduction (2001–2015) combines elements of the General Economic and Social Development Plan (1997–2002) and of the national consultation process (Dialogue 2000, Jubilee 2000). Its strategic guidelines are as follows: (i) broaden opportunities for employment, income and market access; (ii) boost productive capacities; (iii) increase the security and protection of the poor; and (iv) foster people's participation and decentralization.
26. Four lines of action are specified in the area of food security: (i) social protection programmes; (ii) integral care for children; (iii) programmes for risk prevention and response to disasters and emergency situations; and (iv) legal security for assets and definition of a normative framework for the sustainable use of natural resources.
27. Social protection policies call for priority for child protection programmes by means of preventive health measures, old-age insurance, measures in favour of women, and norms against intra-family violence.
28. Measures for integral care of children include education, health, nutrition and early stimulation. The focus is on children under 6, so that such investments will lead to less demand for medical attention and lower numbers of class repeaters and school drop-outs.
29. With regard to disaster mitigation, the Law for Risk Reduction and Disaster Preparedness was recently approved. Its aim is to create an institutional framework, define activities designed to reduce risks in the face of disasters and provide timely help. WFP will collaborate in the drafting of a contingency plan, as the Government does not have one.
30. The Bolivian Strategy for Poverty Reduction will strengthen policies to guarantee agrarian property rights and land redistribution; preference is given to peasant communities, villages and indigenous communities with insufficient land, and in accordance with land-use capacity.
31. The policy for resource management is aimed at optimizing the use of water and land resources, monitoring environmental quality, and fostering the sustainable and equitable use of forest resources.
32. With regard to gender equity, the following will be promoted: (i) activities designed to improve opportunities for women; (ii) enabling of citizen participation; and (iii) protection and support for women's rights. WFP will assist in the formulation of appropriate policies that emphasize the role of women in food security.
33. Reinforcement of the role of women in the economy will be sought by means of policies for improving production and supporting the marketing of their products. The social



incorporation of women will be promoted by means of access to education, health, dwelling and basic sanitation.

34. Regarding external financing, the New Framework for Government-International Cooperation Relations will be implemented. It identifies and prioritizes the main activities for poverty reduction. The framework combines three of the most important strategies created for international cooperation: the Comprehensive Development Framework, the document entitled “At the Dawn of the 21st Century”, of the Organization for Cooperation and Economic Development/Development Assistance Committee, and the United Nations Development Assistance Framework (UNDAF).

Food Security Policies

35. The Sustainable Rural Development Strategy—Horizon 2010, of the Ministry of Agriculture, Livestock and Rural Development (MAGDR), focuses on the most vulnerable groups through the reconversion of rural labour and the fostering of technical improvements. Its strategic objectives are to seek to increase rural non-agricultural employment and food availability and to lower the environmental and social costs in rural areas.
36. Within this framework, the Government of Bolivia has progressed in terms of the commitments of the World Food Summit, above all through policies designed to achieve sustainable increases in productivity and support for innovations in the agricultural system, which permit an improvement in the competitiveness of the existing agro-food chains.
37. According to the Bolivian Strategy for Poverty Reduction, food security should be approached through an integrated and multi-sectoral policy. Improvement of the nutritional status of the poor will be achieved through training in the optimal use of food and targeting resources to households that are at high risk of malnutrition. These resources include production inputs, productive and social infrastructure, health and education programmes, and nutrition activities (the fortification of food; the promotion of breast-feeding; monitoring, promotion and evaluation of growth; and micronutrient supplementation).
38. FAO, the Bolivian Academy of Science and WFP formulated a discussion document as a contribution to the design of an integrated food security policy. The proposed lines of action are addressed to increasing incomes, developing and increasing sustainable production, supporting micro-enterprises, developing markets, constructing productive infrastructure and investing in human capital.

Food Aid Policies

39. The MAGDR-led food aid policy is designed to support local agricultural production. The Ministry advocates local purchases and does not encourage the importation of products in which Bolivia is self-sufficient. The agricultural marketing policy promotes the creation of markets, supported by information systems, in which prices are regulated by the free market.
40. Food aid for disaster relief is contemplated under the Law for Risk Prevention, with the Defence Ministry coordinating emergency assistance through Civil Defence.
41. The United States Agency for International Development (USAID) monetizes all of the flour donated on the basis of periodic public bids, in which small buyers participate. The proceeds of these sales are used for the distribution of food aid through four non-governmental organizations (NGOs).



42. The European Union, through the Food Security Assistance Scheme, assists in the identification, financing and implementation of projects, according to demand. Support is provided through NGOs and business firms.

ASSESSMENT OF WFP'S PERFORMANCE TO DATE

43. WFP's assistance to Bolivia began in 1965 and has been concentrated mainly on development projects. In October 1996, the Executive Board approved the ongoing Country Programme for a period of five years (July 1997–June 2002), and the activities were evaluated by the CP evaluation mission in February 2001. The mission visited the programme's activities and took into account the recommendations of previous local evaluations and those of the members of the Executive Board who visited Bolivia.
44. According to this evaluation, the country programme approach has provided horizontal integration to the basic activities (rural development, combating Chagas disease, pre-school and school feeding) and the supplementary activities for micronutrient supplementation and assistance to street children. Using CP resources, it was also possible to provide assistance in the case of natural disasters.
45. One of the more important lessons learned during the CP evaluation was that, beyond the implementation of physical works, there must be adequate monitoring of the use, outcomes and impact of the works created in order to ensure their sustainability. Moreover, participatory planning at the municipal level should be accompanied by an integrated conception of the potential, constraints and perspectives for development of a given municipality or region.
46. The evaluation mission and the members of the Executive Board who visited Bolivia also noted the importance of strengthening VAM in cooperation with other institutions; broadening and strengthening partnerships; improving monitoring and evaluation systems; improving participatory methods of working with municipalities and communities; strengthening ways of reducing gender gaps; and increasing support to national institutions for disaster prevention and emergency management.
47. According to the CP evaluation mission, during the current phase of the CP, progress towards compliance with WFP's Commitments to Women was achieved through the introduction of three basic thrusts in the gender strategy: definition of the gender criteria in the annual plans of the monitoring system; inclusion of the gender dimension in the training modules; and the promotion of women's participation in community project planning and food management.
48. The current CP benefits more than 500,000 vulnerable persons annually, mostly indigenous people suffering from food insecurity. Fifty-one percent are women and girls.
49. The CP activities were targeted on the basis of a poverty map (1997). In most cases, these activities take place in different communities, thus excess supply of food aid is avoided. Nevertheless, the CP evaluation mission noted that there was a lack of objective criteria for the selection of the most needy communities within a municipality, at least for food-for-work (FFW) projects. VAM has identified the most affected geographic regions, and participatory strategies are being designed to identify vulnerable groups, the causes of poverty, and possible programme activities.
50. The evaluation observed that the high illiteracy rates among women were obstacles to women's greater involvement in management and decision-making. This problem has been addressed through literacy activities, including training courses for functional literacy for



women designed in cooperation with other institutions. Women have constituted 40 percent of the participants in FFW activities; this falls short of the 50-percent goal. The pre-school activity for children under 6 has encouraged women to participate in economic and training activities. School feeding has helped both boys and girls in isolated areas with high food insecurity. The supplementary micronutrient component has provided specific assistance to expectant and nursing mothers and to children, at the same time improving the quality of food aid.

51. The evaluation also noted that gender imbalance resulted from the traditional roles of men in positions of community-level coordination. This has been addressed by training women for decision-making positions on parent committees, school boards, food distribution committees and monitoring and works committees; a 47-percent average participation rate for women has been attained in such committees.

Effectiveness of Targeting: Achievements and Sustainability

52. As noted by the CP evaluation, activities have provided greater access to food by creating productive assets for the population that suffers from food insecurity and, in the areas of health, nutrition and education in selected zones developing human resources.
53. Food aid is a strong incentive for the participation of municipalities and communities. Local food purchases and the allotment of funds for non-food items and services have been factors in programme success. Also the CP has shown flexibility in dealing with emergency situations. Local contributions need to be increased, however, in order to achieve longer-term sustainability.

Strengths and Weaknesses in Implementation

54. The activity Integrated and Participatory Rural Development in Depressed Areas has created productive infrastructure but has faced implementation constraints. As indicated in the CP evaluation, monitoring of the use, outcomes and impact of the physical works, especially those designed for women, should be improved. Agricultural extension and the provision of technical advice for productive activities are not ensured. Planning efforts at the municipal level are demand driven and lack coherence. The activities designed for women comprise training, functional literacy, alternative activities for sources of income and advocacy activities directed to women's empowerment.
55. According to the CP evaluation, the activity Public Health and Sanitation for Reducing the Incidence of Chagas Disease—which integrates disease treatment, training and home improvement—has had a significant impact on children under 15 affected by Chagas disease, especially in the area of Tupiza. There has also been a reduction in the rate of vector infestation to less than 5 percent in 70 municipalities in the departments of Tarija, Chuquisaca and Potosí. These achievements, and the new Health Ministry initiative referred to as the “Epidemiological Shield”, with the support of the Inter-American Development Bank (IDB) and World Health Organization (WHO), could allow Bolivia to be declared free of Chagas disease in the next five years. Lack of funding from the Government during 2000 was a limiting factor in achieving the stated goals.
56. The activity Programme for Integrated Care for Girls and Boys under 6 (PAN) responds to the needs of pre-school-age groups with primary education, psychomotor development, direct feeding, deworming and nutritional monitoring, socialization, and bilingual training. Actions are developed on the basis of gender equity for all participants (children attending the centres, teachers, parents and community organizations). The active participation of fathers and mothers has been obtained for the management and monitoring of food and for mobilizing community contributions. According to the CP evaluation mission, increased



participation with complementary services by the health and education sectors will be necessary in order to achieve greater impact. In addition, there is a need for greater financial contributions and strategic partnerships by civil-society actors.

57. The CP evaluation mission noted that the school feeding activity included training modules in farm production (gardens, small livestock-raising) and health interventions (through micronutrient supplementation, vaccinations and deworming). School enrolment and the attendance rates of boys and girls have increased equitably, and parents have been actively involved on school boards. According to the CP evaluation, the monitoring system should apply criteria on the quality of education. The contributions of municipalities and parents have not been sufficient to ensure sustainability, but within the process of decentralization it has recently been possible to negotiate an increase in those contributions.
58. The micronutrient supplementary activity, financed by the Ministry of Health, has supported the implementation of a programme for the fortification of wheat flour with iron and vitamins, and the flours' promotion at the national level. This programme has improved micronutrient intake. In addition, ferrous sulphate has been distributed to women and children with or at risk of anaemia. Women and men both have benefited from the food ration, composed mainly of local products consumed traditionally in the country, several of which have been fortified (vegetable oil, wheat flour, salt and blended foods). Moreover, WFP, in coordination with other agencies and the Government, is researching mass consumption products (such as vegetable oil and sugar), with a view to their fortification with vitamin A.
59. The supplementary activity, Assistance to Street Children, initiated in late 2000 with a special contribution, complements existing NGO programmes and provides direct feeding to vulnerable groups in care centres, with priority given to girls. According to the CP evaluation, future efforts should be made to establish monitoring and evaluation systems to measure the impact of food aid.

Cost-efficiency

60. The exchange of wheat for local products has generally been efficient, with the added advantages of having supplied products that were adapted to local consumption habits and stimulating local production. According to the CP evaluation mission, local purchases from farmers in areas generating surpluses should be prioritized. These processes have neither created dependence nor negatively affected local markets. Delivery of food aid has been effective, as measured by its transfer value (alpha value).
61. Activity 1, Integrated and Participatory Rural Development in Depressed Areas, has assumed responsibility for the logistics arrangements of handling food. As a consequence, it has been possible to concentrate the efforts of the other activities on technical assistance and the supply of services.
62. The evaluation mission acknowledged that the Government's participation and support to the CP were excellent, making possible an efficient management of resources. This was evident through the substantial government financial participation complementing WFP aid. At the local level, the municipalities and communities have also contributed financially and with local materials, which has resulted in a reduction of costs.

Monitoring and Reporting

63. According to the CP evaluation, Activity 1 has developed two computerized systems that allow for a high degree of monitoring, control and evaluation of the activities, as well



as commodity movements. The Monitoring and Evaluation System for Food Distribution (SIMEVDA) allows for the planning of product deliveries for the various activities and the monitoring of completed physical works, with information disaggregated by gender. The Warehouse Movements System (MOVALM) is a computerized system of warehouse management.

64. As recommended, the new CP will contain objectives, goals and impact indicators, disaggregated by gender, in order to monitor and evaluate the CP's impact on the target population. It will also be necessary to complete the monitoring systems (SIMEVDA and MOVALM), using VAM experience and indicators that take into account the processes, outcomes and impact of works and services implemented.

Conclusions

65. The CP evaluation noted progress in the country programme approach, particularly citing the integrated food handling system, the loan of resources among activities, coordination meetings, joint monitoring visits, interactions among activities, and a consolidated organizational structure for the institutional counterparts. It was also noted that the strategic orientation of the CP was appropriate, and that it met the main concerns of the Government of Bolivia with respect to the challenges of the country's human development.
66. In order to achieve even greater consistency and synergy, the CP evaluation mission recommended that a future Country Programme follow two basic strategic areas of intervention: (i) the development of human resources through the support of health and nutrition activities focused on children under 6 and women; basic sanitation; pre-school and school education; the supply of micronutrients and assistance to street children; and (ii) rural development and food security through the creation of sustainable assets, with emphasis on soil degradation, reclamation of crop land and water management.

FUTURE ORIENTATION FOR WFP ASSISTANCE

Target Groups and Geographical Targeting

67. The proposed strategy is oriented towards supporting poor people who suffer from food insecurity in order that they can meet their short-term food consumption needs and invest in resources, infrastructure and human capital, with priority given to women and children. Target groups for food aid will be: (i) women and children who are malnourished or at risk of malnutrition; (ii) peasant/indigenous farmers of smallholdings or who are landless, especially female heads of households; (iii) peri-urban populations subject to food insecurity, such as street children; (iv) populations of disaster-prone areas; and (v) disaster victims. In all activities there will be an emphasis on the involvement of women and girls to ensure that they benefit directly from 60 percent of the resources. In the case of disasters, women will control 80 percent of the resources. Approximately 500,000 persons will benefit from WFP assistance.
68. The new strategy will ensure that the participation of women in decision-making positions is even greater, through advocacy and training activities, thus working towards the achievement of gender parity. It will constitute an indicator of success for the next CP.
69. The analyses performed by VAM identify a total of 164 vulnerable municipalities concentrated in the departments of La Paz, Oruro, Chuquisaca, Potosí and Cochabamba



(see Annex). In coordination with other donors, NGOs and the Government, actual areas of intervention will be defined during the formulation of the CP.

Identification of Key Areas for Assistance

70. In accordance with decision 1999/EB.A/2 of the Executive Board, WFP focuses its development activities on five objectives. This CSO focuses on Enabling Development policy objectives 1, 2, and 5: 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.
71. Preparation of this second-generation CSO has considered the results of VAM in the context of the Common Country Assessment (CCA), the UNDAF, the priorities of the Government and international cooperation, and the specific recommendations on the future CP as made by the CP evaluation. Recommendations of counterparts and other partners who participated in a logical planning workshop and consultations with beneficiaries were also taken into consideration. Thus, a process of consultation and feedback has been initiated that will be continued during the next stage of CP preparation, and which will also include logframe workshops.
72. The Country Programme will be structured following two strategic thrusts and one supplementary activity.

✦ *Strategic Thrust 1: Support to Human Resource Development*

73. This component will require some 60 percent of the resources of the Country Programme, benefiting an estimated 200,000 people, and will include actions designed to:
- **Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs (Enabling Development policy objective 1).** This component will be implemented through school and pre-school feeding under the heading “Support for Integral Education”. In addition to providing the food ration, it will maintain and strengthen the comprehensive care of children and promote parents’ participation in all activities with a gender approach. It will include PAN’s pre-school children (up to 5 years of age) and, in collaboration with the Government, reinforce the strategy for those children under 2. The pre-school activity will be expanded thanks to the School Feeding Initiative. This strategic thrust will also comprise street children.
 - **Enable poor households to invest in human capital through education and training (Enabling Development policy objective 2).** This component will be implemented with the expansion of the School Feeding programme’s current coverage and by helping the municipalities to create local capacity and gradually take over this type of programme. In the next CP, functional literacy activities for women will be strengthened, and 50 percent of the resources will be earmarked for supporting girls’ education. There will be an added incentive to guarantee gender equity in school (50 percent) through advocacy at the family and community levels, training of teachers, and the incorporation of gender issues into pre-school and school curricula. Furthermore, the monitoring system will apply criteria on the quality of education. To ensure sustainability, the contributions of municipalities and parents will need to be increased.



74. A supplementary micronutrient activity will continue to support the anaemia control and prevention programme. In particular, it will continue to support strategies for staple food fortification, for the distribution of iron supplements through the Basic Health Insurance (a Ministry of Health programme with the collaboration of UNICEF, WHO and USAID) to expectant and nursing mothers and to children under 5 and the distribution of vitamin A through school and pre-school activities.

📌 *Strategic Thrust 2: Support to Rural Development and Food Security*

75. This component will require some 40 percent of the CP resources, benefit an estimated 300,000 people and include actions designed mainly to:

- **Enable households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods (Enabling Development policy objective 5)**, Priority will be given to water management, sustainable agricultural practices and soil conservation measures. Work norms for FFW activities will include gender differentials. As indicated by the CP evaluation, appropriate monitoring of the use, outcomes and impact of the physical works—especially those designed by women—will be needed. At least 25 percent of the proceeds and assets must be of direct benefit to women and under their control.

76. In coordination with other institutions working in this area, WFP will seek technical advice and take part in awareness-creation and support for the problem of the contamination (by mining) of the rivers and soil in the areas concerned. In addition, through technical associations, WFP will promote and provide technical assistance to activities related to sustainable agriculture. Also, in cooperation with other institutions, the National Institute of Agrarian Reform and the Vice-Ministry of Gender, activities will be undertaken to support land tenure matters, in particular the implementation of women's right to land tenure. This will be done through providing assistance in the development of national norms and the participation of women in the committees formed at the local level.

77. As observed by the CP evaluation, the design and implementation of the works will require an adequate monitoring of their use, continuity, effects and impacts, through support to the community organizations.

Scope for Joint Programming with Other Agencies

78. WFP has been participating actively in the CCA/UNDAF process, which identified new possibilities of cooperation with organizations represented in Bolivia. The Programme will contribute the VAM results to identify the areas of intervention in the coordinated programmes. In view of the importance of food security, one of the UNDAF objectives mentions the need to implement public policies that ensure full access—with equity and equality of opportunities—to education, health, food security and justice and at the same time respect for cultural diversity.

79. The potential areas of cooperation with the United Nations are planned within the framework of the Enabling Development policy, Bolivia's Strategy for Poverty Reduction and the UNDAF. Specific areas have been identified with the Office for Drug Control and Crime Prevention (ODCCP), UNICEF, the United Nations Population Fund (UNFPA), FAO, UNDP and NGOs (Red Cross, Project Concern International, Food for the Hungry, Catholic Relief Services and several local NGOs) with technical and financial resources to be contributed by them in accordance with the strategic areas and in activities favouring women. Food aid will function as a catalyst for securing complementary national and



international resources earmarked for the improvement of the status of women. These efforts and commitments for partnerships will be established from the start of the CP.

Modalities of WFP Assistance

80. When it is in the best interest of the Programme, WFP will continue to purchase commodities locally, based on the availability of cash resources. This modality, in addition to fostering domestic food production and supporting peasant commercial organizations, allows for the rapid and efficient supply of products for domestic consumption. Moreover, in case of emergencies, it allows for flexible interventions to assist disaster victims.

Operational Implications

81. In order to make the CP more efficient, several processes will be implemented that will:
- improve the operating mechanism of the Government's counterpart agencies by establishing implementation deadlines, incentives for target fulfilment and exit strategies;
 - encourage the Government to diminish the high turnover rate of counterpart personnel;
 - devise training and motivation programmes for national, regional and local counterpart personnel;
 - provide gender-awareness training to staff and counterparts;
 - strengthen gender mainstreaming in all activities;
 - launch simple procedures for the proper monitoring and follow-up of activities;
 - promote the equitable recruitment of women for counterpart organizations, and equity in the ratio of WFP professional staff, currently at 44 percent;
 - empower beneficiaries, especially women and their organizations, to participate;
 - ensure cost-effectiveness through proper planning and coordination among activities;
 - continue to improve the implementation of logistics activities in food management and reporting; and
 - strengthen logistics activities among counterparts and implementing partners by providing adequate training with an aim to keep damages and losses to a minimum.
82. The CP will implement a strategy for the phasing-out of activities over time, and in selected areas. This strategy will aim for: (i) the promotion of project ownership by beneficiaries; (ii) the strengthening of strategic planning and community organizations; and (iii) a gradual movement to other geographical areas or the development of another, more complex, project.
83. Analytic tools and simplified strategies will be devised jointly with municipal leaders, through a participatory process, to focus food aid within a municipality. A baseline will need to be institutionalized in the municipalities in order to monitor and manage this information, together with local participants. It will also improve the links among community demand, municipal activities and project priorities, within a strategic conception of municipal development and gender equity.
84. The CP will set priorities for each type of physical work or service carried out with the beneficiary communities. The participation of 50 percent of women in decision-making committees will be pursued. This will allow for: (i) efficient use of allocated resources; (ii) strategic planning of the activities in different regions or departments; (iii) greater



commitment by beneficiaries; (iv) better local quality control of works; (v) a more integrated execution of the CP; and (vi) an activity impact that includes equal benefits for women and men.

85. Technical assistance will be included in the implementation process and throughout the project cycle as necessary, including follow-up beyond completion of work. Through NGOs and specialized agencies, assistance will be sought to prepare ad hoc training modules for the involved municipalities, community and women's organizations and institutions. Implementation of such activities will enhance outputs and support the policies of decentralization and popular participation.
86. Prior to initiating the new CP, a new baseline, disaggregated by gender, will be required as a point of reference for measuring the outcomes and impact and as an input for the design of an integrated monitoring and evaluation system. Criteria and variables based on VAM will be an important input, as well as the integration of these with the SIMEVDA and MOVALM systems.

Harmonization Implications

87. The United Nations agencies in Bolivia are committed to harmonizing their programmes for the next cycle (2003–2007). In accordance with this commitment, WFP's programme will be extended to December 2002, to align it with the programmes of the other United Nations agencies through the UNDAF. The level of resources approved in 1996 will suffice to cover the additional six months. Reprogramming of activities will be required, however.

PARTNERSHIPS

88. Partnerships are a crucial aspect of WFP activities in Bolivia. All activities are implemented together with cooperating agencies (the German Agency for Technical Cooperation [GTZ], the Department for International Development [DFID], the Swiss Development Cooperation [SDC], the European Union), banks (IDB, the World Bank) and NGOs, and in close cooperation with the Government. The Government's total contribution is almost as large as WFP's, and the amounts contributed by the partner agencies largely exceed WFP's contribution. The municipalities and communities add a considerable amount of complementary resources (on average not less than 30 percent).
89. Creation of partnerships, in accordance with the evaluation mission's recommendation, must be strengthened in the new CP. Similarly, the Enabling Development policy and the Commitments to Women call for an optimal combination of food and non-food resources, which will be accomplished through partnerships. Specifically, WFP's Commitments to Women will be incorporated into all Letters of Understanding signed with partners.
90. Bilateral cooperation agreements have been signed with FAO, UNICEF and UNFPA for training, technical assistance, strengthening of VAM and support to the street children activity. Negotiations leading to similar agreements are under way with the ODCCP, the Pan-American Health Organization, WHO and UNDP. Within UNDAF, an Inter-agency Contingency Plan has been prepared under WFP's leadership and funded by UNDP. WFP, in association with the Government, the European Union and FAO, will deal with perfecting the tools designed for targeting.
91. WFP is cooperating with the World Bank and the IDB for support to PAN, the World Bank for analysing Bolivian nutrition problems, and USAID and the European Union for



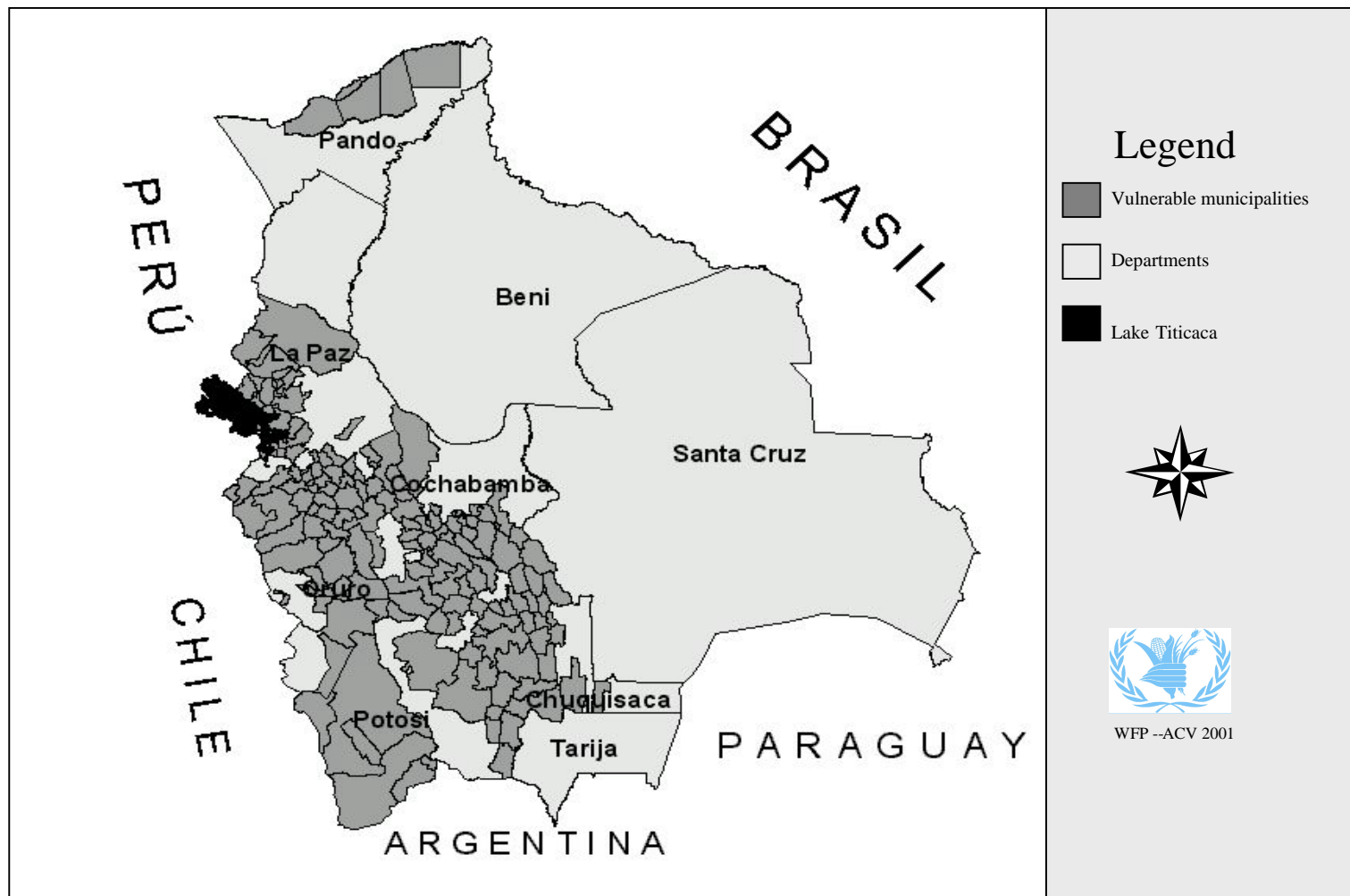
the analysis of food insecurity. Collaborative programmes also exist with GTZ, DFID, SDC and the European Union, above all in the area of integrated rural development.

KEY ISSUES AND RISKS

92. The main risks of the proposed strategy are the constant changes of the public administration counterparts, the low levels of pre-investment and the municipalities' low capacity for implementation.
93. Natural disasters occur regularly every year. The country's vulnerability to disasters will be efficiently mitigated by WFP only if the required resources are provided on time.
94. Municipalities and communities will need to contribute greater resources in order to ensure the sustainability of the activities. The continuing process of decentralization and the additional Heavily Indebted Poor Countries Debt Initiative resources should provide more funding to the poorest municipalities. However, their execution capacity represents a potential constraint.



Vulnerable Municipalities



ANNEX

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

CCA	Common Country Assessment
CP	Country Programme
CSO	Country Strategy Outline
DFID	Department for International Development
FAO	Food and Agriculture Organization
FFW	Food for work
GDI	Gender Development Index
GDP	Gross Domestic Product
GTZ	German Agency for Technical Cooperation
HDI	Human Development Index
IDB	Inter-American Development Bank
LIFDC	Low-income, food-deficit country
MAGDR	Ministry of Agriculture, Livestock and Rural Development
MOVALM	Warehouse Movements System
NGO	Non-governmental organization
ODCCP	Office for Drug Control and Crime Prevention
PAN	Programme for Integrated Care for Boys and Girls under 6
SDC	Swiss Development Cooperation
SIMEVDA	Monitoring and Evaluation System for Food Distribution
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
VAM	Vulnerability analysis and mapping
WHO	World Health Organization

