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**Executive Board  
Third Regular Session**

**Rome, 20–24 October 2003**

## **COUNTRY PROGRAMMES**

### **Agenda item 7**

*For approval on a  
"no-objection" basis*

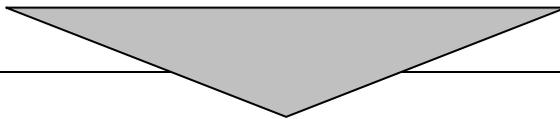


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## **COUNTRY PROGRAMME — EL SALVADOR (2003–2007)**

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# Note to the Executive Board



**This document is submitted for approval on a “no-objection” basis 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

El Salvador is one of the most densely populated countries in Latin America, with 300 inhabitants per square kilometer. One out of two people live in poverty and one fourth live on less than US\$1 per day. Regarding education, on average the entire population attained only 5.4 grades in 2001 (with those in urban areas reaching 6.8 grades and those in rural areas only 3.3 grades).

The country shows deep socio-economic disparities, as highlighted in the 2001 UNDP Human Development Report for El Salvador: Poverty is highest in the departments of Cabañas, Morazán, Ahuachapán, Chalatenango and La Unión. In rural areas, the cost of the basic food basket surpasses the minimum salary by 20 percent. The percentage of chronically malnourished children under 5 in rural areas is almost twice that of those in urban areas. And women's status continues to be reflected in their marginal participation in decision-making and the management of resources.

The country programme for the period 2003–2007 is based on the country strategy outline endorsed by the Executive Board in October 2002. The country programme cycle has been harmonized with the programming cycle of the United Nations Development Assistance Framework. Also, the country programme reflects the many issues discussed as part of the permanent consultation process that WFP promotes with the Government, non-governmental organizations and international cooperation organizations.

The purpose of the country programme is to reduce levels of food insecurity among pre-school and elementary school children, with a special emphasis on those living in the most vulnerable areas, as established by vulnerability analysis and mapping assessments. To this end, the country programme works towards the consolidation of the school feeding programme to ensure its continuity after WFP's food aid assistance to El Salvador terminates at the end of 2007.

In accordance with decision 1999/EB.A/2 of the Executive Board, this country programme addresses Enabling Development policy priority 2: enable poor households to invest in human capital through education and training; and priority 5: enable households that depend on degraded natural resources for their food security to shift to more sustainable livelihoods.

The objectives of the country programme will be met with the support and partnership of other United Nations agencies, government institutions, national and international non-governmental organizations, and local communities. Decentralized decision-making in programming implementation will be a key factor to success.

For the proposed second-generation El Salvador country programme covering the period 2003–2007, the Executive Director requests that the Executive Board approve this programme, on a no-objection basis, subject to the availability of resources, for US\$7,323,620, representing all basic direct operational costs.

## Draft Decision\*

The Board approves Country Programme—El Salvador (2003–2007) (WFP/EB.3/2003/7/1), for a total quantity of 18,889 metric tons of food and a value of US\$7,323,620, representing all basic direct operational costs.

\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.



## STRATEGIC FOCUS OF THE WFP COUNTRY PROGRAMME

1. The strategic focus of the second-generation country programme (CP) is on children living in the rural areas of the country's most food insecure departments. The CP aims at responding to the educational and nutritional needs of children aged 4 through 12 and attending pre-school or grades 1 through 6 of primary school. These schools will be located in rural or impoverished urban areas in the departments of Ahuachapán, Chalatenango, Cabañas and Morazán.
2. Food provided through schools gives children an opportunity for a better future by producing better-educated children while improving their food security and providing them with a dietary supplement, through fortified food, thus reducing nutritional problems such as vitamin A and iron deficiency. Food insecurity in El Salvador is caused mainly by poor economic access to income-generating opportunities, preventing families living in poor rural areas from accessing food of sufficient quantity and quality.
3. An important aspect of the strategic focus is ensuring that food reaches children in schools even after WFP assistance is withdrawn from an area; thus the CP will complete the phase-over process initiated in the previous CP (1998–2002). The phase-over strategy relies on continued government support to school feeding programmes and on communities' contributing to those programmes. However, the new phase-over mechanisms will complement the efforts of the Government by enabling communities to develop sustainable solutions that help support school feeding programmes.
4. With this objective in mind, WFP will introduce community-based pilot mechanisms that will help lead to sustainable school feeding programmes in El Salvador. These mechanisms will build on the contributions that parents are already making to school feeding programmes. Thus activities will be primarily agriculture-based and will help support community school feeding programmes and improve the livelihoods of rural families. It is important to highlight the importance of the participation of women, and in particular women-headed households, in the implementation of school feeding programmes and in encouraging family health, nutrition and education. School feeding programmes are strengthened and more sustainable when teachers, mothers, fathers and children are empowered to participate in aspects such as food and nutrition, preventive health, basic sanitation and diet diversification. During the period 1998–2001, 80,000 parents and 7,000 teachers were trained in these areas.
5. The CP also will generate synergies to strengthen political commitment to school feeding and human and social capital development at the community level. This will sustain the provision of food to children attending school.
6. The Government has shown strong commitment to the strategic focus of the WFP CP in El Salvador. It has gradually assumed full responsibility for the school feeding programme in 6 of the 14 departments of the country. In the remaining departments, the Government manages the programme with resources provided by the United States Agency for International Development (four departments) and WFP (four departments). The Government is committed to continuing these efforts in line with the WFP phase-over plan presented in this CP.
7. The CP will implement its activities based on the Enabling Development policy approved by the Executive Board in 1999. The CP objectives are in line with two of the five priorities defined in that policy: enable poor households to invest in human capital through education and training (priority 2); and enable households that depend on degraded natural resources to shift to more sustainable livelihoods (priority 5). The refocusing to



include priority 5 was based on the design work carried out by the country office with the help of a consultant. The activity design emphasized support to livelihoods and thus is more coherent with the overall purpose and intentions of priority 5.

### **Strategic Direction of the Government**

8. This second-generation CP for El Salvador (2003–2007) supports the objectives defined for the 2003–2007 United Nations Development Assistance Framework (UNDAF), and reflects the strategic priorities of the Government and WFP. It has been prepared in close coordination with the Government of El Salvador, strategic partners and donors.
9. WFP has worked together with the Government to reduce food insecurity and poverty, contributing to the formulation of a national policy on food security. WFP has supported food aid programmes aimed at the most vulnerable populations in the following areas: mother-and-child health and nutrition; pre-school and elementary school education; agriculture; and repair of damages caused by natural disasters and socio-economic crises.
10. The Government and the international community have achieved consensus on three broad development objectives for El Salvador: (i) reduction of rural poverty; (ii) improvement in the type and quality of basic social services; and (iii) promotion of social participation and accountability. Targeting, reaching the neediest, and developing community organizational capacity distinguish WFP's work in El Salvador. The emphasis on human and social development in rural communities integrates poor families and their communities with mainstream development processes in the country.
11. The CP will contribute to the fulfilment of the Millennium Development Goals to reduce poverty and hunger by half by the year 2015, to achieve universal elementary education, and to promote gender equality and the empowerment of women. These goals are also in harmony with the commitments established at the World Food Summit in 1996.
12. The CP will contribute to the achievement of the Enhanced Commitments to Women adopted by WFP as recommended by the World Conference on Women, Beijing 1995, especially regarding the participation of women in decision-making and in the management of resources.

## **PROGRAMME OF COUNTRY ACTIVITIES**

13. The CP activities will be implemented in those departments with high levels of food and nutritional insecurity as identified by the vulnerability analysis and mapping (VAM) Unit: Ahuachapán, Morazán, Cabañas and Chalatenango.
14. The four selected departments have the lowest Human Development Index in El Salvador. WFP will continue its assistance within the framework of education programmes for all, integrated care of children, and attention to the neediest families promoted by the national government through the Ministry of Education (MINED), the Salvadoran Institute for Integral Development of Children and Teenagers (ISNA), the Social Investment Fund for Local Development in El Salvador, and the National Secretariat for the Family (SNF). WFP will support this institutional framework by fostering strategic partnerships with government institutions, local and international non-governmental organizations (NGOs) and the private sector.
15. The country strategy outline (CSO) identified La Unión as one of the four departments where WFP would work. However, the Government has initiated a school feeding programme in this department. Since a change of institutional support between the



departments of Chalatenango and La Unión would have financial and logistic implications for the Government, WFP has agreed to maintain its support to the school feeding programme in Chalatenango and to initiate the phase-over process in that department first.

16. The regional protracted relief and recovery operation (PRRO) for Central America (10212.0), approved by the Executive Board in October 2002, will complement the CP activities, strengthening the capacity of the community to withstand the impact of natural disasters and to preserve developmental gains, particularly in implementing CP Activity 2.

## COUNTRY PROGRAMME RESOURCES AND PREPARATION PROCESS

17. The number of beneficiaries and the tonnage of this CP for the period July 2003 to December 2007 are as follows:

SUMMARY OF CP ACTIVITIES								
	Activity 1				Activity 2			
	Girls	Boys	MT	US\$	Women	Men	MT	US\$
Year 1	95 000	87 700	2 795.30	1 888 632	210	90	30.40	6 115
Year 2	99 800	92 100	5 872.10	1 983 736	1 575	675	209.60	45 872
Year 3	74 000	68 200	4 351.30	1 469 970	2 835	1 215	273.40	82 570
Year 4	56 700	52 400	3 338.50	1 127 804	2 625	1 125	151.90	76 454
Year 5	30 500	28 100	1 793.20	605 768	1 260	540	72.90	36 698
<b>Total</b>	<b>356 000</b>	<b>328 500</b>	<b>18 150.40</b>	<b>7 075 910</b>	<b>8 505</b>	<b>3 645</b>	<b>738.10</b>	<b>247 709</b>

*Note:* The increase in year 2 reflects government estimates of normal enrolment increases, whereas the decrease in year 3 reflects the beginning of the phase-out strategy, with WFP leaving the department of Chalatenango at the end of year 2.

18. The contribution of WFP to the two basic activities is US\$7,323,620 and requires a total of 18,889 metric tons (mt) of food for a four-and-a-half-year period. This amount covers food costs, direct operational costs (DOC) and transportation costs. The contribution of the Government towards the implementation of the CP is estimated at US\$12,327,647 and includes the cost of landside transport, storage and handling (LTSH).
19. The CP has been formulated in close coordination with the Government, donors and strategic partners, in particular United Nations agencies the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP) and the Food and Agriculture Organization (FAO). The CP strategy and implementation modalities have been discussed within the UNDAF process and at government coordination meetings.
20. The CP implementation plan and activities follow from the CSO and build upon the achievements of the previous CP (1998–2002). The recommendations made by various assessment missions, the CSO mission and the formulation mission for PRRO 10212.0 are reflected in this CP.



## COUNTRY PROGRAMME ACTIVITIES

### Basic Activity 1: Development of Human Capital through a School Feeding Programme in Pre-school Centres and Elementary Schools

#### ⇒ *Strategic Focus*

21. The strategic focus of Basic Activity 1 is to create favourable conditions for poor families to invest in human capital through education and training.
22. The school feeding programme in El Salvador is one of the most important social services provided by the Government. Since its inception almost 20 years ago, there has been a strong consensus and sharing of strategies among the Government, WFP, international donors, NGOs and private institutions. The achievements to date are noticeable, giving all interested parties a clear indication that the programme should continue and that future efforts should be devoted to ensuring its sustainability in El Salvador. With this CP, WFP is in the final stages of its support to school feeding in El Salvador.

#### ⇒ *Problem Analysis*

23. Various factors contribute to the food insecurity suffered by children attending schools in rural areas. More than 20 percent of the Salvadoran population — 1.2 million people — has insufficient income to cover the cost of the basic food basket, representing 2,100 kcal per person per day. This percentage increases in the four targeted departments: 47 percent in Cabañas, 44 percent in Ahuachapán and 33 percent in Morazán and Chalatenango. Also, increases in commodity prices for items in the basic food basket have not been followed by an increase in the minimum salary approved by the Government. For the last five years the cost of food in rural areas has increased by more than 30 percent, mainly due to the impact of earthquakes and other natural disasters such as floods and droughts.
24. The World Bank reports that El Salvador has one of the lowest levels of education in Latin America and the Caribbean, better than only those in Guatemala and Haiti. UNICEF reported that in 1998, 15 percent of children between the ages of 7 and 17 were illiterate. Pre-school coverage is very limited, and the creation of Government-supported centres is insufficient. According to World Bank statistics, only 14.7 percent of children attend pre-schools centres.
25. Regardless of their socio-economic status, schoolchildren receiving an adequate diet have a better academic performance. Between 22 and 28 percent of children in the four targeted departments suffer from chronic malnutrition, a figure that is higher than the national average of 20 percent. An estimated 23 percent of children under 5 in the four departments are chronically malnourished. This increases to 35 percent in poor rural areas of Ahuachapán. In rural areas, children of poor families typically go to school without having had a first meal, which greatly affects learning capacity. At the national level, and in particular in rural areas, key factors for a poor diet and inefficient use of food are bad healthcare and nutrition practices.
26. Education for All for the country continues to be a high-level priority not yet achieved. The percentage of primary school-age children enrolled in school in 1999/2000 was 74.5 percent for boys and 87.5 percent for girls. In 1998/1999, 31 percent of boys and 28 percent of girls dropped out before reaching grade 5, while the percentage of repeaters in primary school was 8.3 percent for boys and 6.8 percent for girls (UNESCO).



### ⇒ *Objectives and Intended Outcomes*

27. The activity has the following **outcomes**:
- improve concentration and learning capacity by reducing short-term hunger;
  - increase enrolment and attendance in primary schools and pre-school centres;
  - reduce the number of drop-outs in primary schools and pre-school centres; and
  - increase the use of best practices in food handling and preventive healthcare.
28. The **outputs** for the four-and-a-half-year duration of the activity are:
- 356,000 girls and 328,500 boys have received a food ration for 180 days per year;
  - 1,500 schools distributed the food ration in a timely manner; and
  - 356,000 girls and 328,500 boys received a daily supplement of micro-nutrients.
29. Other additional activities not requiring food aid will produce the following **outputs**:
- 60,000 mothers and fathers are taught the importance of pre-school and primary education;
  - 61,500 mothers, fathers and teachers are trained in good practices in food and hygiene; and
  - 85 percent of primary schools and pre-school centres have adequate and operational kitchens, storage rooms, lunch rooms, and separate latrines for boys and girls.

### ⇒ *Role and Modalities of Food Aid*

30. Food will serve as an incentive to maintain and increase children's enrolment and attendance in primary schools and pre-school centres, providing them with a safe environment in which to grow healthy and be educated. Additionally, food will provide a nutritional supplement to the children's diet, in terms of specific nutritional values and micronutrient content.
31. The daily ration will consist of 75 g of corn-soya blend (CSB), 60 g of rice, 25 g of sugar and 10 g of vegetable oil. It will provide a daily intake of 589.5 kcal and 17.7 g of protein. The ration has been simplified for this CP to facilitate the process for the Government and communities once WFP has phased out. The Government is increasingly involved in the local purchase of fortified food.
32. The vitamin- and micronutrient-enriched CSB used for school feeding will be prepared as a sweet fortified drink or used as a main ingredient in traditional recipes. Parents cooking the school meals will add vegetables and other commodities to them. Meals will be served within the first two hours of the school day.

### ⇒ *Implementation Strategy*

33. Community participation is a key factor in implementing this basic activity. Training and skills building is an integral part of the activity, and parents, in particular mothers, will actively participate in sessions on organization, management and health and nutrition practices. Administrative School Councils (CDEs) formed by teachers, parents and students, are in charge of management and food distribution in the schools and centres. The role of mothers in these CDEs is crucial and will be strengthened, not only by increasing the number of women participating, but also by facilitating their access to decision-making processes. To this end, it is expected that at least 75 percent of School Council



Coordinators will be women and will fill at least 50 percent of decision-making positions on the council.

34. The community is involved in preparing and distributing food to the children, building kitchens and separate rooms for storage, preparing a space for children to eat in a safe and clean environment, ensuring a regular supply of clean water, and constructing latrines.

#### **⇒ Beneficiaries and Intended Benefits**

35. As indicated in the previous table, a total of 356,000 girls and 328,500 boys between the ages of 4 and 12 will receive a daily food ration 180 days a year.
36. Benefits to these children and their families are twofold. The activity will (a) place the children in the best possible conditions for them to learn and grow, reducing their immediate hunger at the start of the schoolday; and (b) improve their diets and prevent associated diseases by providing them regular access to nutritious food and improved health and sanitary conditions.
37. Schools eligible for the activity are those located either in rural areas or in impoverished urban sectors in the four targeted departments. These schools must have demonstrated capacity to store food and prepare it in a clean and sanitary environment, and must have access to a clean water supply. As already mentioned, parents will participate in the preparation of school meals.

#### **⇒ Support and Coordination**

38. The Administrative Council for the school feeding programme is in charge of providing strategic direction and implementation follow-up. The council comprises four institutions: (i) SNF, through the Division of Food Assistance (DAA), coordinates food aid at the national level and is responsible for financial management, and logistics from the port of entry to the schools; (ii) MINED is the main implementing institution; (iii) the Ministry of Foreign Affairs, through the Technical Secretariat for External Aid, shares financial management with DAA; and (iv) WFP provides the inputs and is responsible for monitoring the programme and providing technical assistance. A technical committee made up of staff from each of the four institutions assists the Administrative Council.
39. In addition to the main institutions and organizations mentioned above, other strategic partners will participate: UNICEF and the Pan-American Health Organization in supporting educational activities and healthcare, feeding and nutrition; FAO in supporting the creation of vegetable gardens; and NGOs, such as Plan International, Catholic Relief Services (CRS), Oxford Committee for Famine Relief (OxFam), World Vision International, and the Salvadoran Foundation for Economic and Social Development (FUSADES), will give support in community organization.

#### **⇒ Monitoring Arrangements**

40. The Administrative Council and the staff responsible for implementation will have reliable and timely information available for decision-making, through the updating of the monitoring database. Changes will be introduced to the present systems to ensure that results are visible and timely. Government capacity in terms of human resources and equipment will need to be strengthened so that the Government can perform this function autonomously.



41. For the system to function correctly, the following are required: (a) a baseline study; (b) regular reports prepared by the implementing institutions; (c) field visits to schools and communities to collect valuable data; and (d) an evaluation of the process and the impact achieved during the five-year period.
42. Generally speaking, schools in El Salvador are fairly well organized. Primary data is collected regularly by teachers and kept in logbooks during the year. Successive monitoring exercises carried out under the previous CP (1998–2002) have shown that this aspect of the monitoring system is reliable and functions reasonably well. WFP will continue to strengthen the capacity of the Government in the management of databases related to logistics, and those developed for measuring outcomes and impact.

## **Basic Activity 2: Pilot Community Activities to Support School Feeding Programmes in a Sustainable Manner**

### **⇒ Strategic Focus**

43. Parents and community committees play a crucial role in the implementation of pre- and primary school programmes. Mothers donate their time to prepare food, fathers obtain fuel, and families donate complementary food items.
44. These contributions often require sacrifice from the family, and are not provided on a regular basis. The school cannot count on regular and adequate contributions because families are poor and their livelihood opportunities scarce. Some families give when they are able to because they value the school feeding programme in their community.
45. A better organized and systematic approach, which facilitates and encourages family contributions and does not lead to loss of income or saving capacity of poor families, is key if families and communities are to contribute to school feeding programmes on a sustainable basis. The strategic focus of Basic Activity 2 is to strengthen the livelihoods of food-insecure households dependent on agriculture so that they can make sustainable contributions to community school feeding programmes.
46. WFP and its partners will play a key role in facilitating greater and more systematic involvement of communities by introducing (a) training to organize and increase the capacities of communities, while improving their management skills, and (b) technical assistance and food to help communities implement production activities that produce benefits on a sustainable basis.

### **⇒ Problem Analysis**

47. Vulnerability and food insecurity in El Salvador are the result mainly of economic constraints that make it difficult for poor families living in rural areas to cover the cost of the daily basic food basket. Low incomes, few employment opportunities, scarce arable land and large family sizes are some of the main difficulties faced by poor rural families. In terms of land tenure, the average farmer in El Salvador owns or rents 2.1 ha of land, but only a mere 20 percent of that is cultivated. Women head at least 20 percent of households, and the average household size is 6 persons, of whom 3.3 are under 15 years of age. On average, women heads of household attain only 2.6 years of school.
48. Statistics clearly show that for the poorest rural families, livelihood security cannot improve without external support. Basic Activity 2 will provide the initial organizational capacity strengthening, technical assistance and food for activity implementation required to enable families to contribute to school feeding programmes on a sustainable basis, and to ensure that children, particularly those under 5, receive a healthy diet on a regular basis.



49. While the Government is fully committed to the phase-over plan developed in this CP, it will need support to reach all communities within the set time frame and on a sustainable basis. This CP promotes a joint partnership between the Government and communities, with each contributing within its capability to the sustainability of the school feeding programme. WFP will facilitate the integration of government and community support, developing capacity at the national and community level to ensure sound management and a consistent flow of resources to the schools. WFP is sensitive to the importance of not burdening families, but rather of building on their existing involvement by making their current efforts more organized and efficient.

### ⇒ *Objectives and Intended Outcomes*

50. Basic Activity 2 has the following **outcome**: increased capacity of the communities to support a sustainable school feeding programme.

51. Over the activity's four-and-a-half-year period, the expected **outputs** are:

- 135 communities are able to implement operational activities that produce and/or market food and other items;
- 12,150 mothers and fathers received a total of 1,823 monthly food rations; and
- 4,050 mothers and fathers trained in community work organization, fund management and productive activities.

### ⇒ *Role and Modalities of Food Aid*

52. Food rations will meet a part of poor, food-insecure families' food needs and provide an incentive for families to participate in training and the implementation of community-based production activities. Over a period of three years, participating families will receive: (a) 7.5 monthly rations the first year to cover training, the elaboration of an action plan, and initial implementation; and (b) 6 monthly rations in the following two years, distributed evenly during the period, to cover the continuation of the activities. The cash element of the community food fund (CFF) shall be used to purchase necessary inputs. Commodities included in the family ration are 250 g of maize, 125 g of rice, 50 g of beans and 25 g of vegetable oil. The ration provides a daily intake of 1,676 kcal and 46.3 g of protein.

### ⇒ *Implementation Strategy*

53. The implementation strategy for Activity 2 builds on the precedent that families contribute to school feeding programmes within their limited means, either with their own labour or with the donation of complementary food items or fuelwood. Through food for training and food for community works, Activity 2 will strengthen the capacity of communities and families to contribute to school programmes on a sustainable basis, by increasing the productivity of the natural resource base and promoting livelihood diversification. Community organization and participation will be key to establishing pilot mechanisms that allow for communities to implement activities that generate food or cash and then channel the proceeds into the school feeding programmes. These mechanisms are referred to as community food funds. Vegetable gardens, both school and community based, fruit production, production of basic grains, tree planting, poultry raising, beekeeping and the processing and preservation of these products are examples of the types of activities that will be undertaken communally.



54. Working through the existing school committees composed of parents and teachers, each community will further develop its capacity for storage and handling of food commodities. At present, such school committees already oversee food-handling functions, although on a limited scale. Now their capacities will be expanded to include the handling of cash and of larger quantities of food for longer periods of time. In addition, the committees will undertake the planning and implementation of productive activities to ensure that products are channelled back to the school feeding programme on a timely basis through the CFFs. All training and community activities will be implemented with NGO and WFP support. Implementing partners, including government counterparts, NGOs and community leaders, will receive training in WFP's Enhanced Commitments to Women, with an view towards their involving women in decision-making and operational activities.
55. The CFF will be established at the community level and designed on the principles of transparency, effectiveness, association, flexibility, decentralization and sustainability. An agreement will be signed — between each school committee; community participants, either individuals or associations; the NGO; and WFP — stipulating organizational mechanisms, administration arrangements of the fund, how fund resources will be used, the commitments of each party, and the contributions of respective parties, including training and technical assistance from WFP, NGO partners and involved local institutions. CFFs will be initiated as follows: 10 in year 1, 65 in year 2, and 60 in year 3.
56. The Government will jointly support the development of the CFFs and will gradually supplement the contributions made by the community to the funds. It will also bear the cost of transportation, storage and handling of the food from the port of entry to the communities participating in this activity.

### ⇒ *Beneficiaries and Intended Benefits*

57. A total of 4,050 mothers and fathers of children enrolled in pre-school centres within the four targeted departments will be eligible for participation in the CFF programme; on average, there will be 30 adults for each of the 135 CFFs. Women heads of household and the poorest members of the community will be given preference in CP activities. Special consideration will be given to organizing meetings and work schedules so that these women are able to participate.
58. The major intended benefit from this activity is to ensure a more sustainable supply of food products to school feeding programmes, reducing the gap that is likely to occur when WFP assistance ends.
59. As an added benefit, the food aid received by food-insecure families will provide an important food supplement to those families that will allow them to carry out productive activities and increase their resistance to recurring crises. It is foreseen that participants will benefit also from the training received and from their participation in the productive activities, which will lead to additional income for their families.

### ⇒ *Support and Coordination*

60. The SNF, through the DAA, and ISNA will provide coordination and technical support to the activity, particularly in logistics and monitoring. FAO and WFP will sign an agreement to facilitate the transfer of technical assistance for productive activity implementation and community organization. Community training will be provided by NGOs such as Plan International, CRS, Oxfam, World Vision International and FUSADES.



### **Monitoring Arrangements**

61. The current monitoring system, which was developed within the framework of the previous CP (1998–2002), will require only slight modification. The system will be managed in a coordinated manner by SNF, ISNA and WFP, with ISNA progressively taking over its management. Field visits will be conducted on a regular basis to ensure sound and reliable reporting on the activities at the school and community levels. Each community will play an active role in the monitoring and evaluation of the activity or activities it implements.
62. The monitoring systems of the two basic activities shall be integrated at the process and results levels. Government staff should coordinate efforts likewise, in order to run the system efficiently. WFP will provide the technical capacity to achieve full integration.

### **Support Activities**

63. The VAM system in El Salvador will continue processing data collected during the CP implementation and will play a key role in identifying communities for CFF activities, in line with the phase-over schedule.
64. Women will play a decisive role in achieving the CP's objectives. To ensure this, steps will be taken to see to it that at least 70 percent of participants in decision-making and the management of resources are women. Through training and awareness raising, WFP will actively pursue a change in the communities so as to ensure that women have access to food, equal participation and access to other basic resources. WFP's Enhanced Commitments to Women shall be included in operational documents agreed upon with the Government, and in Memoranda of Understanding signed with strategic partners.
65. Additional activities will be carried out to obtain voluntary cash contributions to the CFFs from private institutions, organizations and other sources interested in supporting the funds. WFP will foster relationships with agro-businesses and large private companies in support of the Government's policy regarding involving the private sector in school feeding programmes. A strong advocacy campaign, funded from the private sector, will be launched in coordination with the regional bureau to promote sustainable school feeding programmes. Special emphasis will be placed on issues such as school feeding for all and the provision of the natural foods that make up a healthy diet rather than fortified products.

### **Key Issues, Assumptions and Risks**

66. Recurrent natural disasters and their impact on the poorest families and communities highlight the socio-environmental vulnerability of children and their families in rural areas. Their situation is aggravated by the protracted decline of the agriculture sector and the loss in purchasing capacity. A worsening of the socio-economic situation or a significant natural disaster may delay the phase-over.
67. Food aid targeted to the poorest communities will not have a negative effect on the national or local market, as the quantities transferred through school feeding programmes are small. At the same time, food aid will definitely contribute to improving the food security of children attending school.



68. Coverage of the pre-school centres is very low at the national level; basic education services provided by the Government to children under 6 started only recently. The link between pre-school centres and primary schools should be strengthened. But the implementation of CFF activities for pre-school centres will require a concerted effort and a practical time frame. Success will depend, to a certain extent, on opportunities availing themselves and the practical application of technical assistance and training by teachers, parents, local entrepreneurs and community leaders.
69. The Government has not yet approved the national policy on food security. Considering that the country is only one year away from the next presidential election, there is a slight risk that changes may occur in public policy. However, past performance — including the well-established EDUCO/World Bank programme — has well established the Government's commitment to education and school feeding.

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## PROGRAMME MANAGEMENT PROCESS

### Appraisal

70. This second-generation CP for El Salvador is a joint WFP and Government of El Salvador effort. It is also closely linked with the UNICEF and UNDP country programmes. Through the UNDAF process, these United Nations agency country programmes cycles have been harmonized to end in 2007.
71. Activities proposed in the CP have been formulated following the guidelines established in WFP's Programme Design Manual.

### Programme Implementation

72. The main institutions that will coordinate activities within the CP are: MINED, ISNA, SNF and WFP. The coordination mechanisms in place to implement Activity 1 will be strengthened, and new arrangements will be established for Activity 2.
73. In order for the Government to fully fund Basic Activity 1 in accordance with the phase-over schedule, sufficient human and technical resources will be required before the end of this CP. WFP will play an important role in transferring knowledge and experiences to national and local institutions and implementing partners. WFP will also work to ensure that Activities 1 and 2 are fully integrated to ensure a synchronized implementation in selected communities and to undertake a timely evaluation of the pilot mechanisms so that valuable lessons can be fed into an expanded Activity 2 programme, implemented by the Government, NGOs and donors.
74. Every year, a work plan will be prepared for each CP activity to ensure that the activity, its targeting and its timing can be adjusted if required. Tracking of resource allocations by the Government and communities will also be key to achieving intended outcomes.
75. The purchase of locally produced food will be a priority, as it will help small farmers and reduce food and logistics costs. Through Activity 2, communities will produce complementary food for school feeding programmes.



## Exit Strategy

76. The Government has made strong commitments to progressively identifying resources for the management and implementation of school feeding programmes. Over the last years, these commitments have been honoured, with the Government assuming full responsibility for school feeding programmes in 6 out of the country's 14 departments.
77. WFP's support for the introduction and testing of phase-over mechanisms is critical for the successful phase-over of school feeding activities, particularly on a large scale. Such mechanisms are important for ensuring the continued expansion of pre-school activities. As the pilot CFF activities will be introduced as flexible pilot mechanisms, they will provide needed support to the SNF in: expanding its reach of pre school and primary school activities; increasing community management and financial support to those activities; and involving the public sector in financing school feeding.
78. Through this CP, the Government, with support from communities and parents, will build sufficient capacity to implement the school feeding programme beyond 2007. Achieving this objective will require that the Government, in partnership with communities, reinforce the commitments made during the CP's implementation.
79. Under Activity 1 and in order to facilitate logistics required during the transition period, WFP will provide food to schools in Chalatenango until the end of the 2004 school year. Schools located in the remaining departments will be phased over as follows: Cabañas at the end of 2005, Morazán at the end of 2006, and Ahuachapán at the end of 2007.
80. As Basic Activity 2 is intended to be a support mechanism to the phase-over process, actions performed under this activity will complement as much as possible the phase-over plan of the school feeding programme.

## Sustainability

81. The participation and commitment of communities is key to the success of school feeding programmes in pre-school centres and elementary schools. Therefore, the capacity of mothers and fathers, teachers, students and leaders living in the community shall be strengthened accordingly.
82. Food aid provided to the families participating in CFF activities will end three years after activities start up in a community. This is the minimum amount of time required to develop organizational capacity and begin generating resources from production activities in support of school feeding programmes.

## Programme Monitoring and Evaluation

83. The CP has a results-based focus to ensure accountability and to improve management. In accordance with the commitments made by WFP, all information introduced into the system will be disaggregated by gender so that the role of women and the accomplishments towards gender equality may be efficiently evaluated.
84. A baseline study will be created by modifying that used for the previous CP to incorporate CFF activities. It is expected that a mid-term evaluation will be carried out after year 3 of implementation. A final evaluation would be undertaken to draw lessons from WFP's long experience in school feeding in El Salvador. At that time, it will be important to assess progress made with respect to the phase-out schedule and the effectiveness of pilot activities in contributing to school feeding programmes.



85. Indicators have been selected in order to assess whether or not: (a) the goals, purposes and outputs of the CP were achieved; (b) the phase-over process was on track; and (c) programme sustainability would be ensured.

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## RECOMMENDATION

86. The Executive Director requests that the Executive Board approve the El Salvador country programme for the period 2003–2007 on a no-objection basis, for US\$7,323,620, representing all basic direct operational costs.



**ANNEX I****EXECUTIVE SUMMARY OF THE CSO FOR EL SALVADOR (WFP/EB.3/2002/7/3)**

The first-generation (1998–2002) Country Strategy Outline (CSO) and Country Programme (CP) for El Salvador were presented to the Executive Board in January and May 1998, respectively. The CP focused on addressing the needs of children and expectant and nursing mothers through health and education activities. The Government contributed significantly to the CP with a carefully staged plan for the Government to assume full responsibility for food assistance by the end of the period.

Two major disasters interrupted El Salvador's economic recovery, affecting the Government's phase-over plan. Hurricane Mitch in 1998 caused losses of US\$260 million, or 2.2 percent of the gross domestic product (GDP), and two major earthquakes in 2001 brought losses of US\$1,604 million, 5.6 percent of the GDP. There were damages at the household level and the number of poor, food-insecure people increased to 66.4 percent from 61.5 percent, primarily in rural areas. A recent WFP food needs assessment in the four departments most affected by the 2001 drought (Ahuachapán, Cabañas, Morazán and La Unión) estimated that 100,000 people live in food insecurity and 27.7 percent of the population has insufficient earnings to cover the costs of a basic food basket of 2,100 kcal per person per day.

An evaluation of the current CP found that the programme's strategy correctly identified the main causes of food insecurity and how to address them. It also concluded that the CP has made a significant impact on education and health policies and noted that its overall approach was coherent and complementary. The CP's improved geographical targeting has been efficient and effective, particularly in identifying areas with a high prevalence of child malnutrition.

El Salvador is the most densely populated country in Latin America and the Caribbean and has one of the lowest levels of educational coverage in Latin America. According to the World Bank, only 14.7 percent of children receive pre-schooling. The United Nations Children's Fund (UNICEF) reported in 1998 that 15.8 percent of children and adolescents between ages 7 and 17 were illiterate.

In accordance with decision 1999/EB.A/2 of the Executive Board, WFP will focus its development activities on five objectives. This second-generation CSO, within the framework of the Government's New Alliance Plan and the ongoing Common Country Assessment (CCA) discussion, will address two of these policy objectives:

- to enable poor households to invest in human capital through education and training (Enabling Development policy objective 2); and
- to make it possible for poor families to gain and preserve assets (Enabling Development policy objective 3).

The CSO strategy emphasizes developing phase-over mechanisms to institute government-supported sustainable school feeding programmes with contributions from communities and parents.

The El Salvador United Nations Development Assistance Framework (UNDAF) is being prepared and is expected to be completed by the end of 2002. The United Nations programme cycle is 2003–2007. According to this cycle, United Nations Development Programme (UNDP), United Nations Fund for Population Activities (UNFPA) and WFP programmes will all start in 2003. Only UNICEF has announced that it cannot harmonize its current programme with the approved cycle. The new WFP Country Programme will be integrated within the CCA and UNDAF documents. As the United Nations programming harmonization process moves ahead, WFP will continue to seek opportunities for collaboration and coordination.



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## **HIGHLIGHTS OF THE DISCUSSION HELD DURING THE EXECUTIVE BOARD ON THE CSO FOR EL SALVADOR (WFP/EB.3/2002/15)**

The Board highly commended the document, particularly because of its alignment with the Government's priorities and its commitment to achieve food security in the country. Emphasis was placed on the need to fully resource the Country Programme so as to avoid the risk of not achieving the desired results.

The importance of measuring results and selecting the appropriate indicators to monitor progress was noted, and use of the logframe tool to design the Country Programme was recommended.



<b>COUNTRY PROGRAMME—EL SALVADOR (2003–2007)—LOGICAL FRAMEWORK SUMMARY</b>
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Results hierarchy	Performance indicators	Risks, assumptions
<b>Goal at the national level</b>		
To reduce by half the number of people living in extreme poverty by 2015	Number of families earning less than US\$100 reduced by 15 percent	
<b>Goal of country programme</b>		
To improve, in a sustainable manner, the livelihoods of families living in the four poorest departments	Percentage of household expenditure on food	National food security policy not approved
	Percentage of household consuming at least a minimum energy intake	
	Percentage of household expenditures on education	
	Percentage of household expenditures on health services	
<b>Purpose of the country programme</b>		
To increase the educational level of girls and boys between 6 and 12 years of age	Number of children completing primary school	Impact of recurrent natural disasters in the rural communities  Prolonged decline of the agricultural economy  Decrease of economic capacity among the most vulnerable population



<b>COUNTRY PROGRAMME—EL SALVADOR (2003–2007)—LOGICAL FRAMEWORK SUMMARY</b>
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Results hierarchy	Performance indicators	Risks, assumptions
<b>Purpose of each activity</b>		
<b>Basic Activity 1</b>		
1.1 To improve concentration and learning capacity by reducing short-term hunger	<p>Increased average of grades passed by children</p> <p>Increased teachers' perception of children's ability to concentrate and learn in school as a result of school feeding</p>	School functioning a reasonable number of days per year
1.2 To increase enrolment and attendance in primary schools and pre-school centres	<p>Percentage of girls and boys attending school increased</p> <p>Percentage of boys and girls enrolled in school increased</p>	School system instability
 1.3 To reduce the number of drop-outs in primary schools and pre-school centres	Drop-out rates reduced, by gender and grade	
1.4 To increase the use of best practices in food handling and preventive healthcare	<p>Percentage of girls and boys with good hygiene habits</p> <p>Percentage of schools maintaining required hygiene and sanitation standards</p> <p>Percentage of schools that have clean water</p>	
<b>Basic Activity 2</b>		
2.1 To strengthen the capacity of the communities to support a sustainable school feeding programme	<p>A total of 135 committees are organized and operational</p> <p>Level of resources contributed to the CFFs by participating families (in-kind and cash)</p>	<p>Low coverage and institutional weakness of pre-school centres</p> <p>Institutional and community behaviour against pre-school education</p>

<b>COUNTRY PROGRAMME—EL SALVADOR (2003–2007)—LOGICAL FRAMEWORK SUMMARY</b>
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Results hierarchy	Performance indicators	Risks, assumptions
	Percentage of women and men contributing to the CFFs	
	Private business contributing to school feeding programmes (number and \$)	
<b>Major outputs</b>		
1.1.1 356,000 girls and 328,500 boys receive a food ration daily for 180 days per year	Number of children who consumed a food ration daily	
	Number of feeding days	
1.1.2. 1,500 schools distribute the food ration in a timely manner	Percentage of schools that distributed the food in the first two hours of the school day	
	Percentage of schools that distributed food five days a week	
1.1.3 356,000 girls and 328,500 boys receive a daily supplement of micronutrients	Percentage of children receiving fortified food, by gender and grade	
	Number of days the children received the fortified food	
1.2.1 60,000 mothers and fathers are taught the importance of pre-school and primary education	Percentage of parents who have received the educational-awareness training	
1.4.1 61,500 mothers, fathers and teachers are trained in food and hygiene good practices	Percentage of parents and teachers who have been trained in health, food and nutrition	
1.4.2 85 percent of primary schools and pre-school centres have adequate and operational kitchens, storage rooms, lunch rooms, and separate latrines for boys and girls	Number of schools that have kitchen, warehouse, two separate latrines and a specific place to consume food increased	
2.1.1 135 communities will be able to implement operational activities that produce and/or market food and other items	Percentage of schools with functional production projects	
	Percentage of schools receiving food items from productive communities	



**COUNTRY PROGRAMME—EL SALVADOR (2003–2007)—LOGICAL FRAMEWORK SUMMARY**

Results hierarchy	Performance indicators	Risks, assumptions
2.1.2 12,150 mothers and fathers received a total of 1,823 monthly food rations	Number of women and men who received a food ration Number of rations received	
2.1.3 4,050 mothers and fathers trained in community work organization, fund management and productive activities	Percentage of women and men trained in production projects	

**Target beneficiaries**

Over a period of four and a half years:

**Activity 1:** A total of 684,500 children — 356,000 girls and 328,500 boys — between the ages of 4 and 12, attending primary schools and pre-schools centres, will receive a daily food ration, 180 days a year.

**Activity 2:** A total of 12,150 mothers and fathers of children attending pre- and primary schools will receive 1,823 monthly food rations.



## ANNEX III

<b>BUDGET PLAN FOR EL SALVADOR COUNTRY PROGRAMME (2003–2007) BASIC ACTIVITIES</b>
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	Activity 1 School feeding	Activity 2 Community food fund	Total
Food commodities (mt)	18 151	738	<b>18 889</b>
Food commodities (US\$)	4 849 979	157 957	<b>5 007 936</b>
External transport	2 087 331	84 893	<b>2 172 224</b>
ODOC	138 600	4 860	<b>143 460</b>
<b>Total direct operational costs</b>	<b>7 075 910</b>	<b>247 710</b>	<b>7 323 620</b>
DSC <sup>1</sup>	282 892	9 908	<b>292 800</b>
ISC <sup>2</sup>	515 109	18 040	<b>533 149</b>
<b>Total WFP costs</b>	<b>7 873 911</b>	<b>275 658</b>	<b>8 149 569</b>
Government contribution	12 016 262	311 385	<b>12 327 647</b>

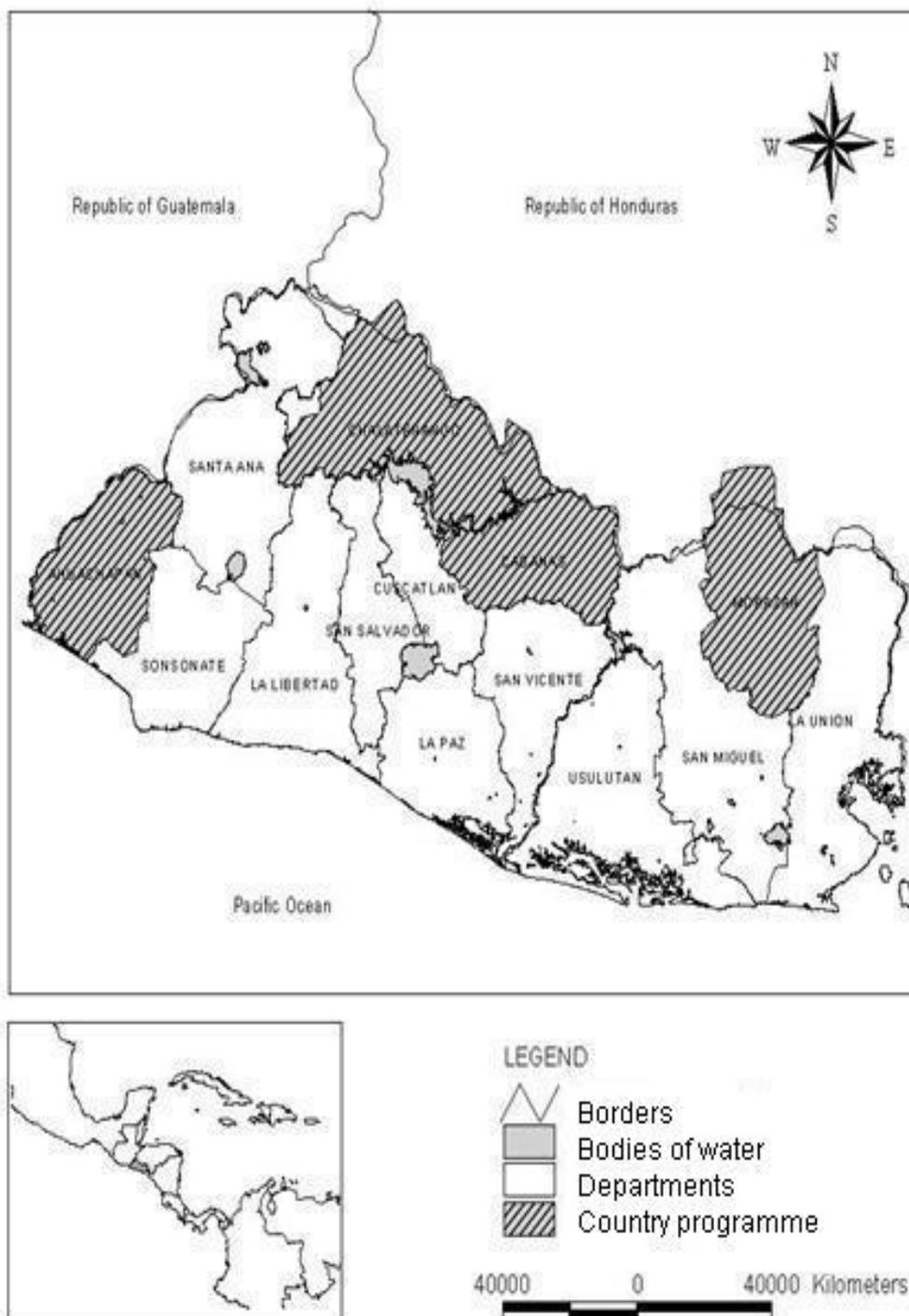
<sup>1</sup> The direct support cost (DSC) amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a country programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

<sup>2</sup> The indirect support cost (ISC) rate may be amended by the Executive Board during the period covered by the country programme.



## ANNEX IV

## COUNTRY PROGRAMME EL SALVADOR (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

CDE	Administrative School Council
CFF	community food fund
CP	country programme
CRS	Catholic Relief Services
CSB	corn-soya blend
CSO	country strategy outline
DAA	Division of Food Assistance
DOC	direct operational costs
EDUCO	<i>Educación con participación de la comunidad</i> (El Salvador's Community-Managed School Programme)
FAO	Food and Agriculture Organization of the United Nations
FUSADES	Salvadoran Foundation for the Economic and Social Development
ISNA	Salvadoran Institute for the Integral Development of Children and Teenagers
LTSH	landside transport, storage and handling
MINED	Ministry of Education
mt	metric tons
NGO	non-governmental organization
OxFam	Oxford Committee for Famine Relief
PRRO	protracted relief and recovery operation
SNF	National Secretariat for the Family
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping

