

برنامج
الأغذية
العالمي



Program
Aliment
Mon

World
Food
Programme

Executive Board

Progra
Mun
de Alimer

Third Regular Session

Rome, 21 - 24 October 1996

COUNTRY PROGRAMMES

Agenda item 7

BOLIVIA

ABSTRACT

The proposed Country Programme requests the Executive Board to complement the outstanding obligations of 17.9 million dollars figuring in the current plans of operations with a core resource level of 29.7 million dollars for three basic activities in human resources (health and education) and rural development from 1997 (the United Nations system programme harmonization year) to 2001 (the Government's indicative planning period). The total core programme would then reach 47.6 million dollars, against the 59 million dollars proposed by the CSO¹ presented to the CFA in November 1995. This reduction is because of WFP resource constraints. Bolivia is a low-income, food-deficit country. The national population of 7.4 million, 41.6 percent of which is rural, shows an annual growth rate of 2.3 percent and a life expectancy of 59 years. In 1994, the per capita gross national product (GNP) was 851 dollars. Eighty-eight percent of the people consume less than the minimum daily requirement of 2,250 calories. Illiteracy is 70 percent for women and 58 percent for men. Eleven percent of rural households live in extreme poverty and 94 percent lack the basic necessities. The Programme's strategy focuses on: i) enhanced food security; and ii) human and intellectual development of the people, particularly women and children. It targets the Andean high plains and valleys, giving priority to the Departments of Potosí, Chuquisaca and Cochabamba. Communities will define their own strategies. Monetization for local purchase will be promoted. NGO involvement will be prioritized. United Nations and donor coordination will be maximized. The WFP programme targets the poorest rural households in its basic activities. The Country Programme Advisory Committee of the Government met to discuss the draft text of this Country Programme Document and contributed inputs and comments. Instead of multiple unrelated projects as in the past, the programme's "rural development" activity provides overall coordination services in: i) food transport and storage; ii) securing government counterpart funds; iii) fund management; and iv) training. Two supplementary activities that require additional WFP resources of 4.5 million dollars propose: i) a micronutrient initiative to reduce iron deficiency anaemia among vulnerable groups throughout the country; and ii) an effort to rehabilitate street children. These activities complement the strategic objectives and basic activities by assisting in relieving food insecurity and promoting human development.

All monetary values are expressed in United States dollars, unless otherwise specified.

¹ A list of abbreviations and names in full is provided at the end of this document.

This document is produced in a limited number of copies.

Delegates and observers are kindly requested to bring it to the meetings and to refrain from asking for additional copies.

E

NOTE TO THE EXECUTIVE BOARD

This document is submitted for approval to the Executive Board.

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

The WFP focal points for this document are:

Regional Manager:	F. Roque Castro	tel.: 5228-2207
Desk Officer:	J. Conway	tel.: 5228-2308

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documents Clerk (tel.: 5228-2641).

STRATEGIC FOCUS: FOOD INSECURITY AND POVERTY

1. This Country Programme Document (CPD) presents WFP's programme of activities in Bolivia for the five-year period from January 1997 to December 2001.

The hungry poor: priorities in addressing their needs

2. Bolivia remains a low-income, food-deficit country, with a per capita GNP of 851 dollars in 1994. The latest assessment, made by the Government of Bolivia to the Consultative Group meeting in March 1996, presents indicators of worsening poverty. Only 12 percent of families consume the minimum necessary daily requirement of 2,250 calories (compared to 16.8 percent in 1992). In rural areas, where poverty is most acute, 94 percent of the rural households lack the basic necessities and 11 percent of these live in conditions of extreme poverty. The situation is consistently worse in households headed by women and those where only an indigenous language is spoken. Rural infant mortality reaches 94 per 1,000 births (75 per 1,000 nationally). Seventy percent of women and 58 percent of men are illiterate (nationally). According to ILO, child and adolescent workers constituted 22 percent of the economically active population in 1992. They are vulnerable to exploitative wages, social insecurity, non-payment of extra hours and the impossibility to attend school; 62 percent live in rural areas and 38 percent in the cities. The phenomenon of "street children" has been increasing rapidly in both the cities and the countryside.

Government strategies for food security, poverty eradication and disaster mitigation

3. Within its Social and Economic Development Plan, the Government is giving high priority to the agricultural sector, as outlined in its submission to the Consultative Group in March 1996. This policy will be accompanied by others to extend the current reform programme to stimulate private investment and employment generation in other sectors of the economy, and strengthen the social security network. Measures such as promotion of popular participation and administrative decentralization, as well as sectoral reforms, essential preconditions for a coherent rural development policy, have been largely put in place. The rural development policy itself has four central strategy pillars: a) technological advancement in the agricultural sector, including basic crops and livestock as well as the conservation and management of natural resources; b) intensified investment in human development; c) rational management of natural resources; and d) priority investment in rural roads and irrigation. Complementary policies include national food security and rural credit programmes. WFP's basic activities address these rural development priorities.

Government food aid policies

4. Bolivia intends to continue requesting food aid over the next five to 10 years, as a positive resource to support development. CONALSA, the Bolivian National Food Security Council, collaborated in a study which indicates that in terms of food availability, national production is equivalent to a daily supply of 1,880 calories per capita, or 83 percent of the 2,250 calories recommended by FAO, while commercial imports and food aid contribute roughly 235 calories daily or 11 percent of needs, leaving a gap of six percent. It is important to note that this study refers to effective demand, which does not take into account that 50 percent of rural households are comprised of indigent families without sufficient income to purchase food. The study estimates that 1.4 million people live in areas of extreme food insecurity and recommends a two-fold strategy, oriented towards a) the development of human resources through training; and b) improved food accessibility through increased local food production and better food use.



Relationship to the CSN process

5. The United Nations has designated 1997 as the "harmonization" year, in which the United Nations agencies should bring their programme cycles into closer coordination. The Country Strategy Note (CSN), setting out the United Nations system's strategy for assisting Bolivia, was adopted by the Government on 28 July 1995. Three main sectors are considered: poverty/social integration, economic competition and governability. The first theme includes integrated rural and urban development and has a special section on the peasant economy that calls for increasing the quality of life of the rural population at a much faster rate than in the cities, eliminating the roots of poverty, improving the quality of education and the access to health and productivity of rural workers in order to increase income and establish a basis for food security. WFP's own country strategy is fully consistent with those elements of the CSN relevant to WFP's mandate.

United Nations/donor/NGO programmes that address hunger and poverty

6. Most of the United Nations agencies with programmes in Bolivia include activities directed towards poverty alleviation, as do the principal donors and NGOs.

Assessment of WFP's past and ongoing activities in Bolivia

7. The Government, through WFP activities since 1964, has learned to appreciate the strategic role of food aid not only to promote national food security, but also to mobilize the targeted poor to overcome key rural problems and sustain a better life. WFP's dairy development project exemplified the involvement of women in all aspects of a programme. WFP's recent experience has shown the cost-efficiency of monetization, and the primal importance of good food logistics. In 1994, the United Nations Turin Centre sent a review mission to Bolivia, led by the United Nations Department for Policy Coordination and Sustainable Development (UN/DPCSD), focusing on the role of the United Nations development system in Bolivia. The mission recommended that United Nations agencies support national programmes such as: a) water and sanitation; b) Chagas' disease control; and c) participatory development. It also noted the success of micro-credit schemes in promoting participatory development among the neediest rural communities. WFP's programme has been focused in these areas. The mission explicitly commended WFP/UNICEF support to pre-school rural programmes, WFP support against Chagas and WFP focus on the rural poor through popular participation. "The Mission could appreciate the way in which food assistance has been conceived by WFP as a means to aggregate the efforts of various United Nations partners rather than seeing it as a separate cooperation sector. This is illustrated by the types of activities promoted by WFP in the country where food assistance becomes an input to programmes of much wider concern of the highest social order."
8. Between 1967 and 1983 WFP provided 5.5 million dollars in emergency food aid related to floods and droughts. The National Food Security Council coordinates preparation of plans to assist communities afflicted by natural disasters and WFP will collaborate on food security coordination for all emergencies and disasters.

Experience of other donors

9. The other major food-aid donors are USAID and the European Union (EU). USAID has largely reduced its direct food aid support to Bolivia and is mainly channelling its assistance through NGOs. The EU has terminated its direct food aid to the Government, but is giving increased financial aid towards food security activities, in particular food production and creation of markets. At the request of the Government, other donors (Canada and France) are re-examining the possibility of contributing with food aid. A donor working group coordinated by WFP has been established to coordinate assistance in the field of food security and advise the Government in this regard.
10. All these experiences indicate clearly the potential for WFP food aid to contribute to poverty alleviation and food security within the context of Bolivia's development policies and priorities. The analysis and conclusions presented in the CSO have formed the basis of the policy thrusts underlying the programme put forward in this document. Comments made by the CFA members on the CSO have been considered in this document.



Strategic focus of the WFP Country Programme in Bolivia

11. The programme has been the subject of various reviews of a bilateral and multilateral nature in recent years, the conclusions of which were positive. In 1993, a tripartite (Canada, the Netherlands and Norway) donor study reviewed the WFP programme in Bolivia as part of a worldwide appraisal of WFP. It recommended three activities as most appropriate for WFP food aid in Bolivia: a) human resource development projects; b) food production projects; and, c) income-generating projects in areas targeted to reach the poorest people. Priority was recommended for the Altiplano and valley areas.

Country Programme objectives

12. WFP will use food aid, integrated where appropriate with other essential inputs, to support the Government's rural development programme. The principal objectives of this are: a) increasing food security by improving the production, availability, access and use of food; b) promoting human development, especially for indigenous peoples and for women; c) rehabilitation and sustainable management of natural resources; d) increased investment in technology, infrastructure and micro-industry; and e) combating poverty through improving opportunities for participation in development and income and employment generation.

Country Programme goals

13. These include: a) increased access to food for the hungry poor; b) enhanced capacity to engage in productive, income-generating activities; c) enhanced human development, especially among indigenous peoples, women and children, through improved nutrition and adequate access to health and education services.

Target groups and regions

14. These remain very much as identified in the CSO. The main target group will be the poorest families, especially the women and children, in the areas most at risk of food insecurity. WFP-assisted projects will focus on the six Departments of the South-west, but with a focus on Potosí, Chuquisaca and Cochabamba. Operations will be concentrated in areas where project activities can provide a nodal point for development, designed to stimulate and influence government programmes in the surrounding region.

Key areas/types of assistance

15. The WFP Country Programme in Bolivia prioritizes human development, as identified in the CSO in three complementary areas of activity, namely: a) integrated rural development in depressed areas, to include promotion of agricultural and livestock production; construction of infrastructure, including roads, small-scale irrigation, soil conservation and forestry; installation of drinking-water and basic sanitation schemes; improving education facilities; and the organization of training activities; b) primary health care, giving particular attention to reduction of Chagas' disease, and including mother and child health issues, water-supply and basic sanitation schemes, as well as house improvement; c) integrated assistance for pre-school children in depressed areas which, besides improving the care and nutrition of children and training mothers in child development and family health practices, assists women to engage in income-generating activities. Types of assistance will include food for work (FFW); food distribution to vulnerable groups; food assistance for sponsored training programmes including adult literacy; and food monetization to provide revolving credit and loan funds.



United Nations/donor collaboration

16. PAHO, UNICEF and IDB will be the closest collaborators in the health and pre-school feeding activities; the EU (PRODIZAVAT) in rural development; and Italy, Canada and the Netherlands in the overall programme. NGOs help in rural development. Tables by year are compiled as the bilateral donors confirm their inputs. Meetings were held with all major United Nations and bilateral donors during the preparation of this programme.
17. A table on basic programme and supplementary programme activities is presented in overview in Annex I.

PROGRAMME OF COUNTRY ACTIVITIES

Country Programme resources and preparation process

18. The CSO proposed 59 million dollars of WFP core resources. Because of current resource constraints, the programme document suggests 47.6 million dollars. The amount consists of 17.9 million dollars in current commitments and an additional 29.7 million dollars for core activities during the five-year period. Another 4.5 million dollars of WFP resources for supplementary activities is included, which makes a total of 52.1 million dollars. Annex I presents the figures in detail. The justification for these commitments is found in the past performance of these activities and the government priority for them.

Resource allocation for each basic programme activity

19. The allocation is as follows: Activity 1: (BOL/BA 1, integrated rural development) 3.6 million dollars a year from WFP; total: 18 million dollars. Activity 2: (BOL/BA 2, health and sanitation) five million dollars total. Activity 3: (BOL/BA 3, education) 6.7 million dollars total. These figures are for the core activities.

Potential resource requirements for each supplementary programme activity

20. The potential requirements are: a) BOL/BA 3S - Street children: 2.5 million dollars from WFP; b) BOL/BA 2S - Micronutrients project: two million dollars from WFP; c) emergency/rehabilitation: up to 100,000 dollars per occurrence, under the WFP Country Director's delegation of authority.

Co-funding (Government, United Nations, NGO and other partners) and implementation capacity

21. The Government's plan of operations matching fund commitments at 1 January 1997 total 13.2 million dollars. An additional government contribution of 26.9 million dollars is under process to make the total 40.1 million dollars for the five-year core programme. The IDB has committed 15 million dollars to the pre-school project.



Country Programme preparation process

22. The proposed Country Programme has evolved from the experience of 32 years of WFP activity in Bolivia, which has been the subject of numerous reviews. In addition to periodic general reviews, the following specific studies were undertaken on the WFP programme: a) in May 1995, the WFP/OML Regional Bureau commissioned a freelance consultant to appraise the potential for a programme approach in Bolivia and review the monetization experience. He found both the United Nations and government environment especially receptive in terms of poverty mapping, planning policy, food security strategy, and CFA-United Nations system cooperation. The monetization experiences were found cost-effective and appropriate. WFP projects had moved beyond "assistentialism" to substantive development; b) in May/June 1995 WFP/OEDE/OML commissioned a Programme Evaluation to review WFP's activities over past years in Bolivia. The mission report, presented to the Fortieth Session of the CFA in November 1995, supported the continuation of the main WFP activities. Recommendations for improving and focusing those activities are currently under implementation; c) The Regional Bureau designated two "process advisers" who made successive missions to Bolivia in 1995 and 1996. They assisted in the formulation and United Nations/Government discussions preliminary to the Bolivia CSO, presented to the Fortieth Session of the CFA, and the CPD now presented to the Third Regular Session of the Executive Board. The expertise gained in project Bolivia 3866 and its resources, both human and logistics, will be very useful in creating a coordinated management system for the WFP-assisted programme. The Government and WFP have agreed to establish a system of joint coordinating committees (see paragraph 80).

BASIC PROGRAMME ACTIVITIES

Basic Programme Activity 1 (BOL/BA 1): Integrated rural development in depressed, food-insecure areas (summary of full document)

Strategic focus

23. Within the general framework of the Rural Participation and Decentralization Laws, the principal emphasis will be on: a) assisting isolated, food-insecure communities; and b) promoting community-based productive associations for agricultural and livestock through gender equity and microenterprise.

Problem analysis

24. In the Altiplano and valley regions of Bolivia, rural poverty and hunger are caused, among other factors, by the deterioration and inadequate use of natural resources; insufficient community participation; inadequate access to credit and technical assistance; a shortage of adequate health and education infrastructure and services; and inadequate women's participation. Bolivia produces only 83 percent of the food it consumes. Agriculture contributes only 37 percent of the GNP.

Objectives and intended outcomes

25. **The long-term objective** is to establish, through WFP support, in the most deprived, food-insecure areas, a process of sustainable and participatory integrated development with emphasis on food security and gender equity.
26. **The immediate objectives** are: a) to improve the living conditions and environmental management of deprived families through agricultural extension, training, credit and income-generating activities; b) to promote and strengthen productive associations, including micro-enterprises; c) to achieve greater local participation, including that of women, in decision-making and equal shares of project benefits.
27. **Outcomes.** Annual operational plans will be drawn up jointly with the counterparts responsible for activities BOL/BA 2 and BOL/BA 3. Remaining activities under the former dairy project,



Bolivia 2578 (Exp.1), as well as the drinking-water and latrine construction components of the programme to combat Chagas' disease, former project Bolivia 2801 (Exp.1), are to be integrated into this BOL/BA 1.

Role and modalities of food aid

28. Food aid will enhance basic food availability in food-deficit areas, so that poor peasants are able to dedicate time to the improvement of their own land and construction of rural infrastructure and/or to income-generating activities, without having to emigrate to find external sources of life-support. It will provide an incentive to participate in community activities related to improved agricultural technologies and basic infrastructure.

Implementation strategy

29. The national and local authorities will integrate WFP assistance into the popular participation process and of "doing things within the country strategy, with and through its people". Planning begins from the communities, works with the municipalities and departments (co-funding) and ends in regional and national plans. Activity BOL/BA 1 will be the core of the Country Programme. The National Secretariat for Popular Participation will be the general secretariat for WFP programme coordination. Half the food will be distributed directly (FFW) and half monetized for: local purchase (42 percent); credit (29 percent); training (10 percent); and other activities (19 percent).

Participants and intended benefits

30. This programme plans to involve 370,000 people from 74,000 families in 29 municipalities of 17 provinces in the four poorest Departments to produce more food, protect the environment and enhance household economy. Most participants will belong to the Quechua and Aymara ethnic groups.

Support, coordination, and monitoring and evaluation arrangements

31. This programme will complement the "Rural Communities Development Project" funded by the World Bank and being implemented by the SNPP, IFAD and COTESU (see table). Evaluation and monitoring manuals will be elaborated to measure the cost-benefit of microactivities including social benefits and Internal Rates of Return (IRR). Local communities will be mobilized to monitor progress against their annual operational plans. Achievement of physical targets will provide indicators. Impact will be measured after three years.

Cost estimate

32. The estimates are as follows: WFP - 18 million dollars; Government - 15.6 million dollars: (national, regional and municipal levels). United Nations and bilateral contributions are expected to reach three million dollars over five years.

Basic activity 2 (BOL/BA 2): Public health and sanitation to reduce Chagas' disease

33. The activities described below will begin in 1999, when the current plan of operations for project Bolivia 2801 terminates, and continue to 2001. Meanwhile, potable water activities and latrine construction will be taken up under Activity 1.

Strategic focus

34. The Ministry of Health has targeted a reduction in child and maternal mortality as well as of vector-spread diseases in its Strategic Action Plan to promote the "Plan for Life". WFP assistance complements these health sector plans.



Problem Analysis

35. Chagas is defined as a trypanosomiasis in tropical America caused by the parasite *Trypanosoma Cruzi*. The disease reduces the energy and productivity of the infected person. *Triatoma Infestans* or "Vinchuca" is the transmitting vector, linked to poor public hygiene and sanitation conditions in areas of extreme poverty. The vector has been identified in 60 percent of the territory of Bolivia and the parasite in 45 to 60 percent of the people.
36. Maternal mortality is 480 per 100,000 live births and infant mortality 75 per 1,000. These are the highest in the South American continent.

Objectives and intended outcomes

37. **Long-term objectives.** The long-term objectives of the Bolivian Government are to: a) eliminate Chagas' disease; and b) improve the quality and coverage of institutional mother and child health services delivered in rural areas.
38. **Immediate objectives.** The immediate objectives are to contribute to: a) better sanitation and the prevention and control of Chagas' disease through the improvement of housing and sanitation combined with community education; and b) regular attendance of expectant mothers and malnourished children under three years of age at health institutions and community primary health centres.

Role and modalities of food aid

39. The specific functions of WFP assistance for each proposed sub-activity are: a) as an income transfer for beneficiaries to participate in the improvement of the sanitary conditions of their communities on a food-for-work basis; and b) as a nutritional supplement for malnourished children and expectant mothers, encouraging their attendance at health centres.

Implementation strategy

40. The activity covers 25 provinces out of the 63 which represent the vector-carrier endemic area of the country. These are distributed in six of the nine Departments of the national territory. Each municipality and community will make its annual operational plan (AOP) to define the houses to be improved. Monetization of wheat will take place to allow local purchase of rice, maize, mixed flours, iodized salt, sugar and corn meal.

Participants and intended benefits

41. Thirty thousand families will be assisted to rehabilitate and fumigate their houses, eliminating the environment for Chagas. Assistance will be provided to 16,800 expectant mothers and 9,000 children.

Support, coordination, monitoring and evaluation

42. USAID, IDB and NGOs contribute supplementary support, as well as Canada and the Netherlands through the Government, for complementary aspects. Food monitoring and evaluation will be carried out through an automated food control system in the Ministry of Health compatible with the National Health Information System (NHIS). Indicators of Chagas incidence registered in pre-project baseline studies will be measured and compared to yearly project achievements.



Cost

43. The cost is as follows: WFP - five million dollars; Government - 4.5 million dollars; Total: 9.5 million dollars. An external contribution of 2.4 million dollars is envisaged.

Basic activity 3 (BOL/BA 3) - Educational support to pre-school and primary schoolchildren

Pre-school: Integrated development of children below the age of six in rural areas (BOL/BA 3₁) 1999-2001

Strategic focus

44. BOL/BA 3₁ will cover those rural municipalities with the highest rates of infant mortality and malnutrition.

Problem analysis

45. Bolivia is a low-income, food-deficit country. Its human development indicators show poverty. Infant mortality is 75 per 1,000 live births (national census, 1992) and in the poorest areas reaches 130 per 1,000. The prevalence of malnutrition in children under three is 56.8 percent in Potosí, 54.8 percent in Chuquisaca, 52.1 percent in Cochabamba, 46.7 percent in Oruro, 36.9 percent in La Paz and 35.2 percent in Tarija (ENDSA, 1994).

Objectives and intended outcomes

46. **Long-term objective:** to contribute to the human development of Bolivian children and to the country's social investment programmes, specifically those covering the integrated development of children below the age of six in rural areas.
47. **Immediate objectives:** a) to facilitate access to pre-school centres for 55,000 boys and girls below the age of six in poor rural areas; b) to train the pre-school staff in integrated child development (early learning, nutrition and health), as well as in the administration of the centres; c) to provide support and training to 5,000 mothers of children under two.
48. **Intended outcomes:** The following outcomes are intended: By the fourth year of the activity, enrolment of children to reach 35,000 in Type-A centres, 20,000 in Type-B centres and 5,000 in Type-C centres.
49. **Role and modalities of food aid:** a) to encourage, through distribution of food rations, the attendance of boys and girls under six in rural pre-school centres, promoting their integrated development; b) to provide an income transfer; and c) to encourage parents' participation. A monthly family ration will be given to volunteers who work in the pre-school centres.

Implementation strategy

50. **Organization.** The activity will be built around the existing rural pre-school centres involved in Phase II of the previous WFP project Bolivia 2735 in the Departments of La Paz, Chuquisaca, Potosí, Oruro, Cochabamba and Tarija.
51. **Modalities of execution:** a) Type-A centres will take 25 children of ages from two to five, with one teacher and one cook, providing four to five hours' attendance per day, 22 days per month, for 10 months of the year. Food will be provided for breakfast and lunch; b) Type-B centres will take 50 children of ages two to five, with two teachers and two cooks, providing eight hours' attendance per day, 22 days per month, for 10 months of the year, and providing three meals per day; c) Type-C centres will provide health services (vaccinations, weight-for-age monitoring) to children below the age of two, twice a month for 10 months of the year; they will attend with their mothers.



52. **Generated funds from commodity monetization.** Funds will be generated from the monetization of wheat for the purchase of local commodities such as milk, blended flour, oil, rice and iodized salt. Part of these funds (100,000 dollars) will be devoted to training.
53. **Participants and intended benefits.** The beneficiaries will be: 55,000 children at risk, below the age of six, in the rural areas of project activity; the 4,000 men and women who participate in the project as teachers and cooks, who will receive a family ration in reward for their work; and the 5,000 women who participate in the training workshops on the care of children under two.
54. **Support, coordination, monitoring and evaluation arrangements.** The Social Investment Fund (FIS), under the President's Office, will take charge of project implementation, under the National Programme for Assistance to Children below the Age of Six. The project will also receive support from UNICEF, WHO/PAHO, the IDB and NGOs involved in assistance to young children. The system will analyze the baseline data from forms designed and applied at three levels: a) the pre-school centres; b) the regions; and c) the central government through the Project Director. The classic WHO/UNICEF systems of measuring a child's growth will be used.

Cost estimates

55. The estimates are as follows:

	Dollars
WFP	6,734,000
Government	6,800,000
IDB	15,000,000
Others	650,000
Total	29,184,000

56. **School feeding in the Cotagaita San Juan del Oro project area:** (BOL/BA 3₂) - CFA project summary of November 1995 available. No new funding is requested in the CPD.

Supplementary activities

Iron reinforcement programme to complement basic programme activity BOL/BA 2(2S). This project is under joint appraisal in July 1996 with the active participation of WFP.

57. **Strategic focus.** This programme forms part of Bolivia's "plan vida": an effort to reach "Health for all in the year 2000".
58. **Problem analysis.** In Bolivia the levels of iron deficiency anaemia among expectant mothers and schoolchildren are respectively 50.5 percent and 34.7 percent. The most acute geographical incidence corresponds to the poverty-targeted areas of WFP's programme.
59. **Objectives and intended outcomes:** to reduce iron-deficiency anaemia by: a) fortifying wheat grain with iron; b) providing iron tablets within WFP feeding programmes; and c) educating the population on the need to overcome anaemia.
60. **Role and modalities of food aid.** The Ministry of Health will coordinate access of most vulnerable groups to iron-fortified products through distribution channels of the BOL/BA 2 Chagas control activity and educational feeding activities. WFP will contribute to the supply and distribution of the iron and iron-fortified products.
61. **Implementation strategy.** A study will determine: a) the tonnage of wheat milled annually, the number, characteristics and location of millers, and the origin of the wheat; b) the iron requirement necessary to fortify all wheat milled in Bolivia. To carry out a plan of action against chronic iron-deficiency anaemia in Bolivia, the Ministry of Health will oversee implementation of fortifying the wheat



with iron. A team of consultants and a chief of mission will reinforce Ministry of Health authorities in elaborating and executing the project.

62. **Participants and intended benefits.** WFP beneficiaries in all programme activities will benefit from the iron-fortified products. Wheat consumers in targeted areas will also benefit.
63. **Support, coordination and monitoring and evaluation arrangements.** UNICEF, PAHO, NGOs and WFP will pool resources and consultants with the Government to support the integrated programme for the prevention and control of anaemia due to iron deficiency. Monitoring systems to track the effects of iron and iron-fortified products on anaemia will be put in place by the collaborating parties.
64. **Cost estimate.** The estimate is three million dollars (WFP two million and the Government one million).

Street children to complement basic activity BOL/BA 3 (3S)

65. **Strategic focus.** Vulnerable children are a WFP programme priority. Street children have left school often for reasons of poverty and are "at risk" in every way: economically, nutritionally and culturally.
66. **Problem analysis.** In Bolivia, children and adolescents have always participated in domestic and productive work. Now they are subject to greater violence and abuse than adults in terms of exploitative wages, excessive working hours, etc. For the majority, this work makes it impossible for them to attend school. According to the ILO, the percentage of urban working children and adolescents in Bolivia is much higher than in other Latin American countries. They number roughly 500,000. This figure for 1992 represents 22.4 percent of the economically active population; 25 percent of these are girls.
67. **Objectives and intended outcomes:** a) alleviate short-term hunger; and b) provide skills training to homeless children.
68. **Role and modalities of food aid.** Food aid would serve as an incentive for practical vocational training; partial nutritional support through the provision of one meal a day; and bring about an income transfer through the savings effected from the food provided.
69. **Implementation strategy.** NGOs running early evening vocational training schools would provide a meal to their students; this would assist children who are unemployed, underemployed, and those working in the informal sector.
70. **Participants and intended benefits.** 10,000 street children would benefit over five years from one meal per school day. Vocational training and improved nutrition will be the intended benefits.
71. **Support, coordination and monitoring and evaluation arrangements.** The IBRD employment and retraining programme, "plan de alivio" will be a source for collaboration. NGOs are already implementing this kind of programme. Social workers will follow up children to monitor their situation after completion of their skills training.
72. **Cost estimates.** The estimates are: WFP - 2.5 million dollars; Government - one million dollars; Total: 3.5 million dollars.

Key issues and risks

73. **Assumptions on policy environment, national institutions and assistance partners.** Bolivia has been systematically putting into place a legislative basis for decentralized, participative development in the country. Effective programmes to address rural poverty and hunger will depend upon the ability to develop substantive planning, coordinating and implementing systems at the departmental and municipal levels. WFP's programme of assistance will make a practical contribution to strengthening such systems and provide a vehicle for communities to develop participatory development practices.
74. **Issues relating to the funding of the Country Programme.** The 1996 Consultative Group Meeting on Bolivia expressed its approval of the Government's planning and performance and pledged a level of assistance higher than in the previous year, at a time of very scarce donor resources. While recognizing the pressures facing WFP resources, the CPD recommends that WFP's donors agree to maintain the level of



WFP core assistance to Bolivia at 47.6 million dollars against the 59 million dollars proposed by the CSO to the CFA in November 1995.

75. **Risks and essential conditions related to implementation of the Country Programme:** Substantial progress has been made in defining responsibilities and establishing coordinating mechanisms, as identified in the CSO. The system of coordinating committees proposed in this CPD has been fully accepted by the Government and will greatly facilitate development planning and implementation. Policy support has been put in place for this kind of programme.

PROGRAMME MANAGEMENT PROCESS

Appraisal

76. The basic activities proposed for inclusion in this CPD are all activities which have been appraised before approval and initiation, and are subject to ongoing appraisal by new United Nations inter-agency processes.
77. Programme activities were proposed by the WFP country office as part of their formulation of the CSO. They were reviewed by the Regional Bureau and the Projects Committee at headquarters. The specific appraisal process involved local and regional expertise as well as the United Nations specialized agencies.
78. A WFP appraisal mission that included UNESCO visited Potosí Department in March 1994 to review project Bolivia 2795 (Exp.1) - "Assistance to rural primary schools", in the area covered by an IFAD-funded rural development project. The CFA approved the project in November 1995 because it was part of an integrated development programme and part of Bolivia's education reform plan. WFP participated locally in an extensive IDB appraisal of pre-school centres, including feeding. This confirmed WFP's coordination with IDB in basic activity BOL/BA 3. The WFP Project Preparation Facility financed a pre-appraisal exercise from March to June 1996, related to project Bolivia 3866 (Exp.1); this involved local communities in project formulation and reviewed gender involvement strategies in the project and the WFP Country Programme. The consultants, highly qualified and respected Bolivian nationals, were supervised by the Government Secretariats for Popular Participation and Rural Development in the Ministry of Human Development. The mission's appraisal included rural infrastructure and training, as well as economic and technical feasibility.

PROGRAMME IMPLEMENTATION

79. **Adequacy of country office staffing to implement the Country Programme.** A Country Programme should normally require less rather than more work over the longer term by reducing, simplifying and streamlining the project cycle procedures. Project processing will be minimized and project reporting consolidated. The Government will take a more active role in project and programme monitoring. Quality of the three international professional posts is of the essence to manage properly the new programme system. The second international post should be upgraded to a P-4 Adviser level. The newly created national officer posts as programme assistant and financial assistant must be filled. The 13-person WFP staffing contingent of three international staff, four National Officers, three General Service and three Drivers should be adequate to advise and monitor the programme. Training in programme management is recommended for the National Officers, and in accounting, for the financial officers and international staff.



Coordinating and executing authorities, their functions and capacities

80. A Country Programme Advisory Committee (CPAC) has been proposed to consider policy issues and to monitor and advise regarding the implementation of the CPD at the national level. It would be convened initially every six months by the Minister of the Presidency, but the Secretariat would be constituted in the Ministry of Human Development. An executive secretary of the CPAC may be named from within the Secretariat for Popular Participation or the Sub-Secretariat for Rural Development. The prospective members have been consulted and invited to contribute in the formulation of the CPD. The CPAC consists of representatives of the key counterpart ministries, who participated in the formulation and endorsement of this text. The composition is as follows:

Minister of the Presidency, (Chairman)

Secretary of Coordination
President of the FIS

Minister of Human Development,
(Alternate Chairman)

United Nations Coordinator/Resident

Secretary of Education	Representative UNDP
Secretary of Popular Participation	WFP Country Director
Secretary of Public Health	Under-Secretary of Public
Secretary of Ethnic Affairs and Gender	Investment and External Finance of Ministry of Finance

81. A Technical Coordination Unit (TCU) would also be constituted at the national level to meet once a month. It will be jointly convened and chaired by WFP and the Under-Secretary of Rural Development. It will select from BOL/BA1 a Coordinator/Manager to supervise logistics, budget disbursement and overall reporting. It will be composed of the National Project Managers of the WFP activities. The focus of the Technical Unit will be operational questions. A summary of the TCU meetings will be presented to the bi-annual advisory meetings. The Under-Secretary of Rural Development will liaise between the two Committees.

82. A Departmental Technical Coordination Unit (DTCU) will be constituted in each of the Departments where WFP activities are operational. The Secretary General of the Prefecture will convene the meetings every three months, to be chaired by the Popular Participation Departmental representative. Representatives/Coordinators of each of the WFP-assisted activities will be members. Planning, programming, implementation, management and co-financing of the activities will be discussed. United Nations, bilateral and NGO partners in each department will also be invited. The composition of the DTCU will vary according to the portfolio of WFP activities in the Department. The DTCU may be modified in terms of pre-existing governmental coordination mechanisms in the respective departments.

Participant involvement in activity planning and management processes

83. The rural development (Activity BOL/BA 1) framework for WFP-funded activities requires decision and initiative at the community level within each municipality. Rural communities, cooperatives and associations must first define their needs and priorities, which will be incorporated in the municipal annual workplans.



Gender considerations

84. The Bolivian Delegation to the 1995 Beijing Fourth World Conference on Women presented the following documents: a) History of the Progress of Women in Bolivia; b) Plan of Action for women in Bolivia; c) Evaluation Mechanisms to monitor women's progress. Following these documents, WFP Bolivia has prepared an action plan to promote and monitor the role of women in WFP's activities from 1997-2001. As stated in the Beijing Bolivian position: "All actions must begin with disaggregation of data on gender to evaluate and plan accordingly". In BOL/BA 1, work plans must include: a) design of a system for gender involvement by trimester; b) definition of indicators to monitor follow-up actions; c) creation of a "gender analysis matrix" to analyze activities undertaken; d) revision of M&E forms to provide gender data and information on credit, training, food distribution, and planning. In activity BOL/BA 2, the pre and postnatal food assistance is 100 percent targeted to women. The preventive health and sanitation activities will be carried out primarily by women. In activity BOL/BA 3₁ for pre-school education in the rural areas, 65 percent of the community organizers will be female, and 100 percent of the food distribution and preparation will be carried out by women. The major part of the technical and administrative personnel will be women. In activity BOL/BA 3₂ for primary school activities, the new program envisages 51 percent female beneficiaries and gender equity in technical and administrative support.

Complementary inputs

85. Government matching funds of 26.9 million dollars will be committed in the WFP programme to complement the WFP core commitment of 47.6 million dollars. At the commencement of the Country Programme, in January 1997, WFP will have an estimated unspent balance of 17.9 million dollars and the Government a balance of 13.2 million dollars. These will be applicable against the total CPD potential resource allocation for the basic activities. United Nations and bilateral complementary inputs to the five current projects total 4.5 million dollars. The amount is expected to increase when the Interamerican Development Bank signs a new project to cooperate in the rural pre-school centres. Non-food item (NFI) resources through WFP from bilateral sources have averaged 260,000 dollars a year in the last five years. The CPD proposes to maintain that level.

Food logistics arrangements

86. WFP commodities will be delivered at WFP's expense to the appropriate ports and forwarded by rail or truck to the extended delivery and monetization points. The Government will take responsibility for land transport, storage and handling (LTSH) of the WFP commodities through the National Unit for Management of Food Resources. Monetization arrangements have been successfully subcontracted to a private professional agency, by agreement with the Government. WFP and CONALSA analyse the bids before the sale decision is finalized. Recent transactions have realized a sale price of 328 dollars per ton of wheat against a c.i.f. cost of 307.49 dollars. Likewise, local purchases are carried out by tenders and bids in a systematic, professional and contractual manner. Borrowing of commodities among activities may be authorized against confirmed allocations.

Monetization arrangements and management of generated funds

87. Monetization to facilitate local purchase and constitute a credit fund was discussed as a food aid modality in the previous section. The present practice of depositing generated funds in United States dollars accounts in one Bank will be continued. An independent Bolivian firm audits the generated funds annually. The WFP office receives monthly bank statements on all accounts. Quarterly reports on bank balances are sent to headquarters. The funds are converted into local currency at the moment when a payment in local currency is authorized by both WFP and the Bolivian counterpart. Interest payments are used only for the same purpose for which the funds were monetized. Loans, as per the Trust Fund Concept, respecting all WFP and government procedures, can be made between funds for the different project activities.



Preparation of annual work targets and resource allocations

88. Each basic activity of the WFP programme will prepare its annual work plan at the community level, based on indicative resource availability figures. Shortfalls at one level could be compensated by temporary advances, bearing in mind the various levels of current resource supply, the community, the municipality, the department, bilateral and multilateral donors, and WFP.

PROGRAMME MONITORING AND AUDIT

89. WFP/HRD will assist Bolivia to design training for a new Programme monitoring approach, building on pilot experiences in the country. Once the design is agreed upon, it will be tested in Bolivia through training of trainers workshops at the national, departmental and municipal levels. Donor Members of the Executive Board may be invited to participate in this pilot process to evaluate its applicability in other countries.
90. WFP basic activities will be monitored against national policies and programmes to which they are related: **Activity 1 (BOL/BA 1):** Law of Decentralization, Law of Popular Participation **Activity 2 (BOL/BA 2):** Law of Popular Participation; **Activity 3 (BOL/BA 3):** Law of Education Reform as per the Government/ SIMECAL system.
91. Steps have already been taken and indicators designed in relation to Activities 1 and 3. Consultants, NGOs and entities such as government institutes for analysis of social policies which work under the Ministry of Human Development, may be invited to develop common monitoring systems with indicators for the WFP programme. These systems should be in harmony with the Strategic Action Plan of the Ministry. The WFP/OEDE will arrange two programme monitoring and evaluation missions during the five-year period. The end of the second and fourth year would be most useful since the programme is "rolling" and the missions may assist in the process of the rolling adjustment and reformulation.
92. The Government intends to consolidate the national poverty and food security mapping processes into vulnerability, alert and early warning indicators. Disaster-prone and vulnerable areas within the programme scope and mandate will be indicated.
93. OEDA will be requested to design a system and carry out two programme audits during the five-year period. The Ministry of Finance will provide technical assistance to the WFP programme to prepare for a comprehensive programme audit.

PROGRAMME ADJUSTMENTS AND IMPLEMENTATION OF COUNTRY ACTIVITIES

94. The Country Programme is a "rolling", flexible process involving inbuilt review, monitoring and modification, and is subject to changes in government policy, United Nations strategy and fluctuation in the availability of the WFP potential resource level. Each basic activity has been designed so that work programmes can be adapted to reinforce success and to modify or discard components which prove to be unsuccessful. The monitoring systems built into each activity are essential management tools in this process.

Supplementary activities

95. Two supplementary activities are mentioned previously in the text. Both presume "additionality" of funding from special parallel programmes, i.e., micronutrients and street children. These would be undertaken when clearance has been given by headquarters at the appropriate levels.



EVALUATION

Country Programme performance

96. The Bolivia CP will require evaluation from two perspectives: a) as one of the first of WFP's country programmes to be formulated into an integrated CP, the Bolivia CP should be evaluated to determine: i) the effectiveness and benefits of the formulation process of the CP; ii) the efficiency with which the various institutions concerned made the transition to managing an integrated CP; iii) the interaction of the WFP/CP with other United Nations agencies and donors; iv) consistency with the WFP Mission Statement and Government priorities. b) As a matter of routine follow-up, the Bolivia CP should be evaluated to determine the extent to which it met its objectives.
97. The evaluation set out above will constitute the mid-term review of the CP, which will be presented to the Executive Board in 1999. When the CP is rolled forward to present a new five-year programme from January 2000, the new CPD will embody an end-of-term evaluation.
98. Selected evaluation studies will be organized for specific programme activities which reach a critical point in their operations. Factors considered will include: completion of objectives and termination, handing over to national resourcing and termination of WFP inputs, and expansion from pilot to full-scale implementation. The operational framework for each programme activity will include built-in assessment of its effect on such objectives as increased popular participation, socio-economic effects on the hungry poor, impact on the status of women, etc.



COUNTRY PROGRAMME BASIC ACTIVITIES ANNEX

Basic activities	Title	Beneficiaries	Duration	WFP plan of operations balance at 01.01.97	Government plan of operations balance 01.01.97	CP/WFP Resource complement 1997-2001	CP/Government Resource complement 1997-2001	Previous project number
L/BA1 Integrated rural development	Promotion of dairy modules for increased milk production	3,025 families of small peasant/milk producers	- 6 years from January 1991 to December 1996; - Follow-up to end-2001	(772 269) ¹	171 226	0	0 2578	
	Integrated rural development in depressed areas	99 160 of which: 159 300 men 19 500 women 33 360 children	- 5 years from January 1992 to December 1996; - New phase to 2001	(185 000) ²		18.0	15.6 3866	
L/BA2 Health and sanitation	Primary health care in areas affected by Chagas' disease	330 139 of which: 159 000 women 163 516 men 6 500 expectant mothers 1 123 children	- 5 years from September 1993 to August 1998; - Continuation to end 2001	7.2	8.4	5.0	4.5 2801 (Exp.1)	
L/BA2S	Iron reinforcement programme	Wheat consumers	5 years (1997-2001)			2.0	1.0	
L/BA3 Education	School Feeding in the Cotagaita San Juan del Oro project area	28 915 of which: 14 353 boys 13 146 girls 1 416 teachers	4 years starting January 1997 until January 2001	5.1	2.1	0	0 2795 (Exp.2)	
	Assistance to pre-school children	31 454 children of which: 16 296 boys 15 158 girls and 2 333 promoters	4 years from October 1994 to September 1998; - Continuation to end 2001	5.6	2.7	6.7	6.8 2735 (Exp.2)	
L/BA3S	Rehabilitation of street children	10 000 children	5 years (1997-2001)			2.5	1.0	
Total Core resources BA 1-2-3						29.7	26.9	
Total Supplementary resources BA 2-S; 3-S						4.5	2	
Total				17.9³	13.2⁴	34.2	28.9	

¹ Assuming that full commitment will be received.

² About 61,000 dollars in food stocks (rations for 3 weeks - 1 month) and 124,000 dollars in cash.

³ The loan from project 2801 (Exp.1) to project 3866, which will be returned later, is not considered in this total.

⁴ Means additional budget to the initial commitment of the Government. In the total of the Government's balance, only the commitment for 1996 for project 3866 is assumed.



ANNEX II

TRANSITION PERIOD

Project No.	1996	1997	1998	1999	2000	2001
2801 (Exp.1) 1992-98						
2795 (Exp.2) 1996-99						
2735 (Exp.2) 1994-98						
2578 (Exp.1) 1991-96						
3866 1992-1996						

_____ Ongoing plan of operations



New programme



ABBREVIATIONS

CFA	Committee on Food Aid Policies and Programmes
CONALSA	National Food Security Council
COTESU	Switzerland Technical Cooperation
CPAC	Country Programme Advisory Committee
CPD	Country Programme Document
CSN	Country Strategy Note
CSO	Country Strategy Outline
DPCSD	Department for Policy Coordination and Sustainable Development
DTCU	Departmental Technical Coordination Unit
EU	European Union
FAO	Food and Agriculture Organization
FFW	Food for work
HRD	Staff Development Unit
IBRD	International Bank for Reconstruction and Development
IDB	Interamerican Development Bank
IFAD	International Fund for Agricultural Development
ILO	International Labour Office
LTSH	Land Transport, Storage and Handling
M&E	Monitoring and Evaluation
NFI	Non-food items
NGO	Non-Governmental Organization
OEDA	Office of the Executive Director for Audit
OEDE	Office of the Executive Director for Evaluation
OML	Regional Bureau for Latin America and the Caribbean
PAHO	Pan-American Health Organization
PGDES	Social and Development Plan
PRODIZAVAT	Integral Development Programme for the Andean Zone and the High Valleys in Tarija
SIMECAL	Measurement Quality System
SNPP	National Secretary of Popular Participation
TCU	Technical Coordination Unit



UNDP	United Nations Development Programme
UNESCO	United Nations for Education, Social and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WFP	World Food Programme
WHO	World Health Organization

