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COUNTRY PROGRAMME - EL SALVADOR (1998-2002)

ABSTRACT

The proposed Country Programme outlines for the Executive Board's approval the process to be followed over the next five years to phase out WFP assistance to ongoing development projects in El Salvador. The Board is requested to approve 9.5 million dollars of WFP resources for Country Programme activities, subject to the availability of funds, and to endorse 12 million dollars sought from international and other sources in support of these activities for the period 1998-2002. This would be in addition to a total amount of 31 million dollars already identified from government and other sources.

With its population of 5.9 million, El Salvador is one of the most densely populated countries in Latin America (284 inhabitants per square kilometre). Poverty increased from 47 percent of the population in 1995 to 51.7 percent in 1996. Over the same period, extreme poverty increased from 18 percent to 21.9 percent, particularly in the rural areas and vulnerable sectors. El Salvador is still coping with the impact of a 12-year civil war (1980-92), the consequences of an earthquake in 1986 (large numbers of human lives and assets lost), and several floods and droughts. El Salvador had a per capita gross national product (GNP) of 1,610 dollars in 1995, an under-five mortality rate of 56 per 1,000 in 1994, and an Aggregate Household Food Security Index of 89 out of 100 in the period 1993-95.

The 1994-99 Social Development Plan of the Ministry of Agriculture seeks to increase investments in human resources, upgrade productivity and improve the income levels of the poor. The Plan stresses the importance of fighting poverty by increasing small farmers' and peasant women's productivity, as well as recovering and maintaining natural resources. The Ministry of Health is contributing by improving access to basic medical care, upgrading the quality of public services and modernizing the public sector.

An ongoing decentralization programme aims at increasing participation in municipal and departmental governance. The Ministry of Education is carrying out the Education Reform process, and the modernization and strengthening of all institutions.

WFP's strategy aims at supporting the Government's efforts in the consolidation of peace and reconstruction of infrastructure, and at achieving sustainable human development while tending to the poorest and most vulnerable groups suffering from the greatest food insecurity. It also seeks to broaden women's participation and strengthen their decision-making role within the family while granting equal opportunity to women and men, and promoting NGOs. The Country Programme's ultimate objective will be for the Government to take over the activities with its own resources.

NOTE TO THE EXECUTIVE BOARD

This document contains recommendations for review and approval by the Executive Board.

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, 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:

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STRATEGIC FOCUS: FOOD INSECURITY AND THE HUNGRY POOR

1. The Country Programme for El Salvador presents WFP's programme of ongoing and future activities in the country over a five-year period, from January 1998 to December 2002. The Country Strategy Outline (CSO) submitted to the Board in May 1997 recommended that WFP forge strategic alliances for activities in three priority areas: sustainable human development, health and nutrition, and education. Of these, education is the first priority.

The hungry poor: Priorities in addressing their needs

Food insecurity, poverty and vulnerability to disasters

2. El Salvador emerged from a 12-year war (1980-92) in the midst of an economic and social crisis that was alleviated by economic adjustment policies applied by the Government in 1989. During those years El Salvador suffered the consequences of an earthquake in 1986, and other natural disasters such as floods and droughts. The rural population was the most affected, suffering loss of lives, deterioration of living conditions, destruction of infrastructure, lack of basic services and food insecurity.
3. Macro-economic indicators show that the country has gained stability and sustainable growth. There are still poor families living in conditions of food insecurity, with little access to food for a balanced diet, and poor health care services, education and housing. The per capita gross domestic product (GDP) established by the Economic Commission for Latin America (ECLA) for El Salvador in 1996 was 1,121 dollars;¹ the per capita GNP for 1995 was 1,610, according to the World Bank.² Food production suffers from a structural deficit caused by the low availability of arable land and poor quality of the soil. In addition, 81.3 percent of subsistence farmers own an average of only 2.2 hectares each, and have limited access to technology and credit.
4. The infant mortality rate was 38.6 per one 1,000 live births in 1996 and 56 per 1,000 for children under five. The national illiteracy rate was 20 percent in 1990. The most frequent childhood illness are infectious diarrhoea and acute respiratory diseases. Malnutrition affects 50 percent of poor children under five years. Nutritional deficiencies in vitamin A, iron and iodine constitute public health problems. Poor women continue to suffer discrimination in their wages, and social and family environment. Nevertheless, efforts are being made to strengthen the role of women in economic and social development, and to provide equal opportunities for men and women.

GOVERNMENT STRATEGY FOR FOOD SECURITY, POVERTY ELIMINATION AND DISASTER MITIGATION

5. The Government's Social Development Plan for 1994-99 seeks to invest in human development, increased productivity and income improvement by strengthening and

¹ All monetary values are expressed in United States dollars, unless otherwise stated. One United States dollar equalled 8.71 colones in January 1998.

² UN/ECLA basic social indicators for the Latin American and Caribbean sub-region, 1996 and 1997.



promoting local development. It aims to foster agricultural development by fighting rural poverty and enhancing the human development of the rural population through employment generation. The health system seeks to provide mother-infant care; the Ministry of Education strives to build up future human capital by improving the quality of education, closely monitoring women's participation in activities.

Food aid policy

6. WFP's food aid over the next five years will be targeted to poor populations suffering from family food insecurity in the country's poorest departments. WFP contributes to family food security, and supports the country's economic and social development.

Relationship with the Country Strategy Note (CSN) process

7. The CSN identifies three areas of intervention: governance, poverty alleviation and environment. The last two are considered in this Country Programme Document.

United Nations, donor and NGO programmes that address hunger and poverty, and disaster prevention and preparedness

8. El Salvador's United Nations Programme for Sustainable Human Development is the inter-agency cooperation framework for WFP, Pan-American Health Organization (PAHO)/World Health Organization (WHO), United Nations Fund for Population Activities (UNFPA), UNHCR, UNDP, UNICEF, UNESCO, FAO, United Nations Office for Project Support (UNOPS) and the United Nations Development Fund for Women (UNIFEM), to execute actions through cooperation among themselves, the Government, civil society and representatives of four target Departments (Cabañas, Morazán, Chalatenango and Cuscatlán) located in the Northern Region. WFP is also targeting three additional Departments with high levels of food insecurity and rural poverty located in the East, the region most affected by the civil war.
9. The WFP food aid programme motivates the participation of poor communities in productive and sustainable human development interventions. It strongly supports decentralization and coordination of local development activities. Coordination with United Nations agencies involved in the Sustainable Human Development Programme will be closer. Closer coordination with donor countries will be promoted. Among these, Canadian International Development Agency (CIDA) and Swiss Agency for Development Cooperation (SDC) are active in El Salvador. Strategic alliances will be built with NGOs such as the El Salvador Foundation for Ecosystem Recovery (FREES), CARITAS, CRS, Pan American Development Foundation (PADF) and others. WFP will continue to coordinate with the Programa Escuela Saludable (Healthy School Programme—PROES), which is a top priority for the Government.

ASSESSMENT OF WFP'S PAST AND ONGOING ACTIVITIES

Effectiveness of WFP food aid for the hungry poor and women

10. WFP's activities started in 1973. Until 1980, they were geared to the production of basic grains, assistance to vulnerable groups and training, at a total cost of 170 million dollars. With the onset of the civil war, emphasis was placed on emergency operations, particularly during 1981 to 1989 (51 percent of resources). From 1990 to 1994, support to social safety



networks and reconstruction became more prominent (26 percent of resources). Since 1995, the emphasis has been on development projects targeting vulnerable groups in the health and education sectors.

11. The Government approached most of these programmes through various actions. The General Directorate of Food Logistics was created in 1990. From 1994, the Food Assistance Division within the National Family Secretariat coordinated and managed project funds. WFP provided technical assistance for the establishment of monitoring and evaluation (M&E) systems, the strengthening of project management, and the design of target criteria to identify the poorest geographical areas. In 1997 the Food Assistance Division and WFP revised the methodology for targeting priority areas and beneficiaries on the basis of poverty and food insecurity indicators. WFP also provided technical assistance aimed at improving the efficiency of monetization and developing the Health and Nutrition Education Strategy for the Ministries of Health and Education, which includes a gender focus.
12. WFP food aid has been effective in meeting the urgent food needs of populations affected by natural disasters (floods, droughts and the 1986 earthquake) and as dietary support to the population displaced as a result of the civil war.

Past experience and lessons for the Country Programme

13. The lessons learned from past WFP projects for the Country Programme are summarized in terms of the following priorities: a) in-depth application of recommendations made by evaluation missions; b) need for strengthened community, beneficiary and NGO participation; c) need for enhanced inter-agency (WFP, United Nations and other donors) coordination to achieve a sound distribution system, build strategic alliances, avoid duplications and increase efficiency in WFP-assisted interventions; d) quality project execution can be obtained by strengthening the training component, particularly project staff and beneficiaries; and e) need for increasing women's participation and gender focus.

STRATEGIC FOCUS OF THE COUNTRY PROGRAMME

Country Programme objectives and goals

14. This Country Programme sets out a joint strategy for the Government and WFP to phase out WFP assistance to ongoing development projects over the next five years and ensure sustainability of the activities with government resources. The general objective is to achieve specific goals in the reduction of poverty and food insecurity in the target population and support the Government's efforts to reach sustainable human development. After the completion of the Programme, both the Government and WFP will be able to ascertain the specific impact of its activities on the lives of the beneficiary men, women and children.
15. In line with the goal of reducing poverty and food insecurity, the Country Programme pursues the following objectives: a) a greater involvement of women within WFP programme activities: strengthening their role within the family and community, enhancing their decision-making capacity carrying out the programme's activities; b) development of human resources through nutritional support and the provision of basic education and health services to poor women and children; and c) enhanced household food security



through improved utilization of agricultural resources, support to agro-forestry, and soil and water conservation in highly degraded areas.

Target groups and regions

16. The Country Programme targets expectant and nursing mothers and their children under five living in the poorest areas of the country. It is recognized that investment in women is critical in poverty alleviation strategies, given the key role of women in their family's health, nutrition and education. Small farmers and peasants benefit from the WFP programme's agricultural and environmental activities. The seven departments considered to be the poorest and most food-insecure (Morazán, Cabañas, Chalatenango, Cuscatlán, Ahuachapán, San Miguel and La Unión) were targeted by using indicators related to health, education and the environment. The programme will give priority to the rural areas of the targeted departments (see Annex I).

Key areas and type of assistance

17. WFP will use food aid to promote activities in certain key sectors where food aid has been used effectively in the past. These are: a) health and mother-child nutrition; b) elementary and basic education; and c) environment and agriculture sectors (see Annex II). In case of damage caused by a natural phenomenon such as El Niño, WFP may increase its programme.
18. Food aid modalities are: a) take-home family rations; b) school feeding programmes in pre-primary and primary schools as well as in child care centres; and c) food for monetization, or cash, to fund the production of a local cereal blend and purchase local commodities.

Programme sustainability and strategy

19. The Government has scheduled a take-over plan to ensure continuation of programme activities after WFP's phasing out. It will progressively absorb WFP costs from 1999 to 2002. Allocations for this purpose will be included in the budgets of the government institutions involved, which will be financed with government trust funds. The Ministry of Education will transfer funds to schools to be managed by the School Board Councils. The Ministry of Health will include take-over costs into its budget. The Ministry of Agriculture and Livestock and the Ministry of Environment will negotiate with other donors the financing of soil conservation and agro-forestry activities.



OVERVIEW OF PROGRAMME ACTIVITIES (1998-2002)

Activity	Donor	Cost (million dollars)
Education	WFP	7.30
	Government (confirmed)	17.96
	World Bank (confirmed)	0.29
	To be determined	3.24
Total		28.79
Health and nutrition	WFP	2.20
	Government (confirmed)	11.55
	NGOs (confirmed)	0.20
	To be determined	3.80
Total		17.75
Agriculture/Natural resources	Government	1.50
	To be determined	4.89
Total		6.39
Total	WFP	9.50
	Government (confirmed)	31.01
	World Bank (confirmed)	0.29
	NGOs (confirmed)	0.20
	To be determined	11.93

COUNTRY PROGRAMME ACTIVITIES

CP resources and preparation process

20. The resource requirement estimated in the CSO was 29.4 million dollars for the planning period 1998-2002. The CP proposes 9.5 million dollars of WFP resources for CP activities. This represents an equivalent level of commitments to ongoing projects. An amount of 12 million dollars is needed to supplement resources already identified for the CP, in addition to a total amount of 31.5 million dollars already identified from government and other sources (see Annex III). The Country Programme Document has been discussed and prepared in collaboration with the government institutions concerned, United Nations agencies, NGOs and donor representatives.

Justification for the proposed level of resources for the Country Programme

21. The proposed level of resources responds to the prevalent conditions of hunger and food insecurity in the targeted areas of the seven Departments with the highest poverty levels.

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

22. Budgeted government resources up to 2002 amount to 31 million dollars. The Government's contribution includes WFP take-over costs, in accordance with the phasing-out strategy. A World Bank project within the Ministry of Education is another source of funding for training and non-food items for Activity No. 1. The World Bank has



confirmed a total of 290,000 dollars. Furthermore, negotiations will be carried out with Japan and other donor countries that are willing to provide support.

Country Programme preparation process

23. The proposed Country Programme is based on 24 years of experience of WFP activities in El Salvador. A fully participatory process has been followed in the preparation of the CSO and CP. A national working group was organized at an early stage with representatives of all government institutions concerned. Formal consultations were held with United Nations agencies, NGOs, donor country representatives and civil society. The Regional Office for Central America and the Caribbean gave substantial assistance.

PROGRAMME ACTIVITIES

Activity No.1: Food assistance for elementary and basic education

Strategic focus

24. The purpose of this activity is to support the policies of both the Education Sector Plan and the Social Development Plan to promote sustainable human development, where investment in education is a key element in the development of human resources and in upgrading the living conditions of future generations.

Problem analysis

25. Poverty continues to affect large population groups in El Salvador. In rural areas the rate of extreme poverty increased from 18 percent in 1995 to 22 percent in 1996. Social indicators showed a national 20 percent illiteracy rate in 1990. Infectious diarrhoea and respiratory infections continue to be the most frequent diseases in children. Approximately 50 percent of children under five years suffer some degree of malnutrition and vitamin A, iron and iodine deficiencies. Other problems, such as low availability of potable water in some areas and improper disposal of human waste, contribute to the poor health conditions that still prevail.
26. The national net rate of enrolment in education was 78.1 percent in 1995,¹ in rural areas, it was 71.1 percent. The drop-out rate was estimated at 7.7 percent.

Objectives and expected outcomes

27. The medium-term objective is to contribute to upgrading educational levels, provide support to food security, support the health of children attending rural schools, and promote equal participation of girls and boys.
28. The immediate objectives are to: a) increase enrolment and attendance rates and to reduce drop-out rates in the targeted schools; b) satisfy the immediate food needs of children attending targeted schools; c) strengthen education in health and nutrition; and d) promote the equal participation of girls and boys.
29. The numbers of beneficiaries are as follows: a) a total of 198,000 beneficiaries enroll, attend classes regularly and receive the daily ration during the first hours of the school day

¹ MINED/Direc. Nac. De Evaluación e Investigación/Depto. Estadísticas: 1995, 1996 and 1997 Statistics. The two last years are estimates.



during the first year; in the second year 169,500 beneficiaries; 136,014 in the third year; 97,023 in the fourth year and 51,908 in the fifth year. Out of this total, approximately 15 percent will be children of pre-school age and 85 percent of elementary school age. In addition, 68,000 parents, 6,300 teachers, 114 supervisors, seven coordinators and 252 teacher-training technicians will receive training on health and nutrition. Women and men will participate equally in the School Board Councils.

30. The Government's capacity will be strengthened so that it is able to care for 58,850 children in 1999; 125,939 in 2000; 202,132 in 2001; and 288,374 in 2002. The Government (through the Ministry of Education) plans to absorb large numbers of students each year; it estimates a natural enrolment increase. Additional resources are needed to cover the shortfall of the remaining planned beneficiaries as follows: 77,000 children in 1998; 65,900 in 1999; 52,894 in 2000; 37,731 in 2001; and 20,186 in 2002.

Role and modalities of food aid

31. Food aid will motivate parents to send their children to school on a daily basis and to participate in school activities. Food aid is a dietary support to alleviate short-term hunger of beneficiary children, and promote parental and community participation. It is also an incentive for parents to educate themselves and their children on health and nutrition issues. WFP's food rations are provided as a meal, whose raw components are: 50 grams of rice, 17 of meat, seven of oil and 20 of a fortified beverage.

Implementation strategy

32. This activity will be implemented within the framework of the "Programa Escuela Saludable" (Healthy Schools Programme) through rural elementary and basic schools of the Ministry of Education and NGOs. Some urban shanty town schools will be included on an exceptional basis, provided that they have the above-mentioned types of schools, and show interest and responsibility in executing the programme in the targeted geographical areas.
33. An education strategy will be developed to contribute to the improvement of the beneficiaries' health and nutritional conditions. Teaching materials will be prepared and distributed to all participating schools; teachers and parents will be trained to develop sound attitudes and practices regarding health and nutrition, so that they can in turn transmit these to the children and the community.
34. Logistics at the central level will be under the responsibility of the Food Assistance Division and at the local level of the education community groups.
35. Key programme aspects such as local food purchase, and monitoring and evaluation will be supported in order to achieve programme objectives. Funds for local purchases will be managed by the Technical Secretariat for External Financing (SETEFE) and the Food Assistance Division.

Government take-over plan

36. The Ministry of Education will progressively take responsibility for the School Feeding Programme as of 1999; to achieve this, funds will be transferred to the School Board Councils. These funds are for direct operational costs as well as staff, training and other direct support costs. The chart below shows the take-over plan for the Ministry of Education from 1999 to 2002. According to this plan, the Ministry of Education will take over 20 percent of the total number of beneficiaries each year up to 2002. The annual



beneficiary target has been estimated considering a growth of seven percent, of which five percent corresponds to the natural enrolment increase and two percent to the programme's effects.

**GOVERNMENT PLAN FOR TAKE-OVER (1998–2002)
EDUCATION AND SOCIAL DEVELOPMENT SECTOR
NO. OF BENEFICIARIES**

Year	WFP	Ministry of Education	Others	Total
1998	198 000		77 000	275 000
1999	169 500	58 850	65 900	294 250
2000	136 014	125 939	52 894	314 847
2001	97 023	202 132	37 731	336 886
2002	51 908	288 374	20 186	360 468

Beneficiaries and expected benefits

37. Boys and girls aged between five and seven will be the beneficiaries of the elementary education level and those between seven and twelve of the basic education. Expected benefits are: food supplement of a daily intake of 481 kilocalories and 13 grams of proteins. This is translated into 27 and 22 percent of the caloric requirements for pre-school and elementary students, respectively. The protein intake represents 62 percent of the amount recommended for infants and 32 percent of that recommended for elementary students. Another key benefit will be the knowledge of health, diet and nutrition that will be provided to contribute to the improvement of attitudes and practices regarding the children's and their families' health. Children's learning capacity is expected to improve.

Support, coordination, and monitoring and evaluation (M&E) requirements

38. Details of the Government's and the World Bank's financial support are given in Annex III. The support of the Food Aid Division of the National Family Secretariat (SNF) will be needed to carry out logistics. Arrangements will be made with the Technical Secretariat for External Financing and the Food Aid Division to manage funds and ensure the timely availability of funds. The Ministry of Education, through its various divisions, is a key element for the sound execution of the activity. Another core element is the strategic alliance with NGOs and inter-institutional coordination.

39. The M&E system will continue to be strengthened so that it may provide constant feedback to school authorities in order to help in decision-making and management. The system will facilitate process monitoring and reporting, and evaluate the achievement of goals and outcomes. Food logistics and monetization will be measured in terms of efficiency. Main indicators are: school days with meals provided, food consumed, enrolment and attendance rates by gender, drop-out rate by gender, percentage of parents and teachers trained; percentage of enrolment and attendance increase compared to the base year, including totals and by gender; percentage of failure reduction; percentage of mothers on the School Board Councils. M&E includes visits to participating schools. Evaluations will be qualitative and quantitative. WFP's technical and financial support is necessary to improve



the current system, broaden computer program usage, and carry out impact evaluations in relation to the indicators described above.

Cost estimates

40. This activity will be implemented with resources from WFP, and from the Government, the World Bank, and other donors to be determined (see overview table) as follows:

FUNDING FOR ACTIVITY 1 (in million dollars)					
	WFP	External Others	Total	Internal Government (Min. of Education)	Total (Internal and External)
Education Sector	7.30	0.29 ¹		17.96	
		3.24 ²	10.89		28.79

¹ World Bank loan.

² To be identified.

Activity No. 2: Preventive health and nutrition

Strategic focus

41. This activity will support the Government's objectives for 1994-99 of increasing investments in human development, enhancing productivity and increasing the population's income. Quality and access health to services will be improved; community participation will be mobilized for food distribution and the provision of basic services.
42. Activities will be implemented in seven target Departments, where 100 percent of the municipalities will be assisted. Food aid will be directed to vulnerable groups in extreme poverty and facing food insecurity.

Problem analysis

43. Poverty indicators in the 1996 Household Survey showed a deterioration in relative and extreme poverty in families affected by poor access to food and characterized by household food insecurity. Within these groups, the diet of expectant and nursing mothers and children under five does not fulfil their nutritional requirements, thus jeopardizing their health. According to ECLAC, the infant mortality rate was 38.6 per 1,000 live births in 1996. A study conducted in 1988 estimated malnutrition levels at 50 percent for children under five and 66 percent for those under three. The same study also indicated a high percentage of underfed families severely affected by an inadequate diet, low in vitamin A, protein, iodine and calories. Undernourished expectant mothers give birth to low-birth-weight children. Other problems resulting from malnutrition are iron and folic acid deficiencies, affecting teenage expectant mothers, breast-feeding mothers and children under five. A 1993 study showed that the mortality rate for mothers between the ages of 15 and 49 was 158 per 100,000 live births. This was found to be one of the highest in Central America.



Objectives and expected outcomes

44. The medium-term objective is to contribute to improving household food security and preventing nutritional deterioration in poor vulnerable groups. The immediate objectives are to: a) contribute to the reduction of food insecurity and avoid nutritional deterioration in mothers and children; b) strengthen preventive health and nutrition care; c) contribute to the adoption of sound attitudes, practices and habits on health, diet and nutrition by beneficiary families; d) achieve equal participation of men and women in the project's activities; e) promote community participation in the support of project execution; f) stimulate the participation of young girls in reproductive health programmes through food rations; g) support men and women working in nutrition counselling, as well as those working at the child care centres through the incentive of a food ration.
45. The outcomes expected at the end of the programme are: a total of 29,729 families assisted by the Ministry of Health and NGOs in mother and child care, and 1,429 families of the promoters, counsellors and users/reproductive health promoters; 14,400 training workshops organized carried out by nutrition counsellors in their communities; 5,000 training workshops organized within the health centre network; 1,800 training workshops carried out with parents at the child care centres; 400 technicians from the Ministry of Health and NGOs trained; 4,740 children assisted at the child care centres; 874 nutrition promoters and counsellors, and 555 users/productive health promoters trained in all health education issues.¹

Role and modalities of food aid

46. Modalities are: a) take-home family rations for mother and child beneficiaries; b) individual rations prepared and served at the child care centres; c) the food basket will suffice for five members of each beneficiary family: 262 grams of corn, 262 of rice, 225 of beans, and 50 of oil. This provides a total of 3,023 calories per ration. Children at the child care centres will receive 52 grams of corn and rice, 45 of beans and 10 of oil. This gives a total of 594 calories per ration; d) local food purchases and production of blended food.

Implementation strategy

47. The Ministry of Health will support community participation in food logistics and basic services. Community warehouses will be established to store and distribute food to expand coverage and stimulate the participation of households. Women will hold a leadership role in day-care centre activities, in food preparation and distribution, and project planning. Coordination and internal institutional alliances with the various individual and environmental care programmes will be promoted; actions with NGOs will be coordinated as well as alliances with external cooperation agencies and donors.
48. Gradual take-over of project activities by the Government has been planned. The Ministry of Health will use a portion of the 11.6 million dollars from the country's general budget to buy highly nutritional food for the most vulnerable groups such as children under three.
49. This activity will be funded with committed resources for project No. 4508 (Social compensation programme for pre-school children).

¹ The number of individual beneficiaries is derived by multiplying the number of families (29,729) by five members plus children at the infant care centres (4,740), totalling 153,385 direct beneficiaries.



Phasing out plan

50. The phasing out plan is as follows:

ACTIVITY 2: PLAN FOR PHASING OUT (1998 TO 2002)				
Health and nutrition sector				
(Number of beneficiaries)				
Years	WFP	Ministry of Health and NGOs	Others	Total
1998-1999	56 700	0	96 685	153 385
1999-2000	38 600	49 085	65 700	153 385
2000-2001	12 300	120 009	21 076	153 385
2001-2002	0	153 385	0	153 385

Beneficiaries and intended benefits

51. Beneficiaries will be: children one to five years old, expectant and nursing mothers, nutrition counsellors and health promoters. The benefits are: an increase in household food availability; prevention of nutritional deficiencies; training aimed at positively changing health and nutrition attitudes and practices; and the promotion of participation in food conservation and utilization practices.

Support, coordination, and M&E arrangements

52. WFP will supply food, technical assistance and financial support with the aim of strengthening the existing M&E system, and training technical staff and beneficiaries. The Ministry of Health will provide support by means of multi-disciplinary teams at the central, departmental and local levels, as well as administrative support. NGOs will collect food from the health centres. It will also be necessary to train and support new project beneficiaries who will work in the seven target Departments.

53. WFP will coordinate its assistance with the following: a) Government of El Salvador-the Salvadorean Institute for the Protection of Minors to tend to children under five years of age at the child care centres; the Food Aid Division (FAD)/SNF and the Ministry of Foreign Affairs to find other sources of cooperation; and other Government Ministries/Institutions related with this activity; b) other external assistance agencies: the Government of Germany through German Technical Cooperation (GTZ) to support child care centre construction and infrastructure rehabilitation; UNICEF and PAHO to support the equipping and training within the child care centre framework; Nutrition Institute for Central America and Panama (INCAP)-PAHO to provide advice regarding a mix of highly nutritional food to substitute the WFP food after the phasing out process; European Union projects to strengthen and equip mother and child and child care centre programmes; c) NGOs, Boards of Directors, local distribution committees and target population.

54. The three implementing bodies (FAD, Ministry of Health and WFP) will conduct annual joint evaluations to adjust activity implementation. There will also be an intermediate evaluation, and a final evaluation at the end of the three years of Country Programme activities. Departmental managing offices will conduct regular field visits to activity sites. WFP will coordinate systematic visits with FAD and the Ministry of Health.



Cost estimates

55. This activity will be implemented with resources from WFP and the Government, NGOs and other donors to be determined (see overview table). The following is a summary of the costs (in millions of dollars) for the three-year duration. Government expenses include a counterpart contribution and the purchase of food which will eventually replace WFP food.

FUNDING FOR ACTIVITY 2 (in million dollars)							
Activity	External			Internal			Total (Internal and External)
	WFP	Others	Total	Government	NGOs	Total	
Health sector	2.20	3.80 ¹	6.00	11.55	0.20	11.75	17.75

¹ To be identified.



Activity 3

56. This activity will be implemented in the event that additional resources are available. It will support agricultural and livestock activities as well as environmental activities with the participation of the Ministry of Agriculture, the NGO Foundation for Ecosystem Recovery (FREES) and other NGOs working with small farmers and peasants.

Strategic focus

57. The Ministry of Agriculture is directing its efforts towards increasing agricultural production and food security at the household level by focusing on poor farmers and peasants living in areas with a high level of environmental deterioration. This activity would be carried out in five of the seven target Departments.

Problem analysis

58. Agriculture is second after industry and trade, with a 13.7 percent share of the GDP. Considering that 50 percent of the agricultural industry is in food processing, the share of agriculture reaches 23 percent. Since agriculture also accounts for 23 percent of total exports and 35.5 percent of intensive labour, it may be considered the backbone that sustains the national economy. The country is currently facing serious problems of overpopulation and demographic pressures on natural resources in rural areas, growing differences in income levels and environmental degradation. Food insecurity directly affects the most vulnerable social groups living in the rural areas of target Departments.

Objectives and expected outcomes

59. The medium-term objective is to reach sustainability and improve human development indices of farmers and peasants with high levels of food insecurity by supporting a sound use of natural resources, and conservation of areas with high levels of environmental deterioration.
60. The immediate objectives are to: a) contribute to the recovery of natural resources and the re-establishment of the economic and environmental balance by means of conservation works on slopes to improve productive capacity; b) support a better use of natural resources by building water storage systems for human consumption and farming needs; c) create participative education processes together with the Ministries of Public Health and Education; and d) contribute to the reduction of post-harvest losses through the installation of metal silos.
61. The expected outcomes are: a) establishment and maintenance of greenhouses throughout the nation to produce three million plants for reforestation purposes; b) reforestation of 12,000 hectares; c) soil and agro-forestry conservation on 4,000 hectares; d) microbasin management in 10 selected locations involving terracing and soil improvement; e) construction of 50 rural cisterns; f) training of 360 workers in the construction of sheds to dry basic grains; g) technical assistance and training to 12,000 heads of household in forest, water and soil management, and post-harvest grain management; h) 35 percent of women managing projects and participating in decision-making, evaluation and execution.



Role and modalities of food aid

62. Food aid plays an important role as direct income transfer in terms of reducing food costs for beneficiaries participating in the activities. Given the difficult food situation and the lack of government resources to create jobs for the unemployed and the seasonality of agricultural activities, food aid in the form of food-for-work has a comparative advantage over other types of assistance. In addition, dietary deficiencies are reduced by food aid.
63. Take-home family rations will be distributed under the modality of food for work. Family rations are constituted by: corn (2.5 kilograms), beans (300 grams), oil (250 grams) and meat (120 grams), calculated for five family members. This ration provides 11,894 calories per day per family of five (an average of 2,378 calories per person).

Implementation strategy

64. The Ministry of Agriculture and Livestock, El Salvador's Foundation for Ecosystem Recovery (FREES) and other NGOs, are jointly working with target communities to prepare the annual working plans and the operational mechanisms for non-food-item distribution. Communities will be organized, trained and supported by the technical staff of the executing institutions in the target Departments. The activity will include four components: production support, reforestation, soil and water conservation, and training. During the activity's five-year implementation, each beneficiary will work an average of 100 days a year in activities within the four components, and they will participate for a maximum period of three years.

Phasing out strategy

65. Once a more sustainable productive base has been established as a result of soil recovery, reforestation and production support infrastructure activities, resources will be earmarked for other activities such as seed banks, fish farming and reduction of post-harvest losses. After termination of WFP's food assistance, the Ministry of Agriculture and FREES will continue supporting small farmers and peasants through new projects currently being developed with the Government of Japan. Coordination arrangements made within ongoing projects, and financed by other donors, will be maintained.

Beneficiaries and intended benefits

66. The beneficiaries will be landless farmers, farmers with plots under three hectares up to five hectares, and insufficient income to cover basic household needs. The activity will benefit 12,000 families, of which approximately 8,000 will be assisted by the Ministry of Agriculture and the remaining 4,000 by FREES.
67. Expected benefits are: a) improved land productivity, and enhanced value through rural conservation and infrastructure practices; b) savings, since beneficiaries do not have to buy food; c) Enhanced community organization and women's participation; d) changes in beneficiary attitudes as they become actors in their own development; e) training for men and women regarding organization and execution processes and food management and administration without creating additional burdens; f) women's participation in productive activities.

Support and coordination, and M&E arrangements

68. WFP's technical and financial support is necessary in order to: a) strengthen M&E capacity, as well as staff training; b) improve education; and c) provide food rations and



supplementary and non-food inputs. Coordination with the Ministry of Agriculture and NGOs is required to avoid duplication of efforts. Inter-institutional coordination will be maintained with the Food Assistance Division, the Ministries of Health and Education, the Technical Secretariat for External Financing (SETEFE), the municipalities and others. The Governments of Sweden and Japan are active contributors. Other cooperation efforts include the Agricultural Development Programme for Farmers in the Paracentral Region (IFAD-PRODAP); Basic Grains Post Harvest Technology Transfer; Rehabilitation and Development of the Areas in Conflict-Stricken Areas (IFAD-PROCHALATE); Promotion of Animal Traction (FOMENTA); Agriculture in Slopes; Agricultural Development in the Northern part of Morazán and La Unión (FAO/IFAD); Sustainable Human Development Programme of United Nations agencies; Construction of Rural Cisterns for Rainwater Storage; and the Bamboo National Programme.

69. M&E will include: a) field monitoring visits; b) a computer program for monitoring and evaluation; c) annual evaluations; d) mid-term and final impact evaluations. Indicators will be defined in terms of objectives, work plans and expected results.

Cost estimates

70. The total expected costs of Activity 3 are given in the table below.

FUNDING FOR ACTIVITY 3 (in million dollars)					
Donors to be identified*	%	Government	%	Total	%
4.89	76.5	1.50	23.5	6.39	100.0

* WFP or other sources (additional resources required).

MAIN PROBLEMS AND RISKS

Assumptions regarding the political environment, institutions and partners

71. It is possible the national food security policy will not have been approved by the time the CP is launched. The country is only one and a half years away from presidential elections. This could bring about changes not only in economic and social policies, but also in previously established priorities. It could also lead to changes in programme orientation.
72. An interruption in WFP supplies would cause delays in distribution, thus affecting outputs achievement. Should government counterpart contributions or those of other sources fail, programme coverage would be limited and implementation slowed down.



73. El Salvador is exposed to further unforeseen emergencies such as those connected with El Niño, which has already caused several droughts and floods. The country is also in constant danger of earthquakes. If the families affected by these disasters are the same beneficiaries as in the development projects, monitoring results and outputs achievement could be distorted.

PROGRAMME MANAGEMENT PROCESS

Appraisal

74. The activities proposed in this Country Programme have been formulated according to the standard steps followed in the WFP project cycle.

Adequacy of country office staffing

75. WFP will invest in training of counterpart and NGO staff, or beneficiaries, and in technical assistance training. This training process should take into account programme management, gender focus, community participation, and health and nutrition education.

PROGRAMME IMPLEMENTATION

Coordination and executing authorities, their function and capacities

76. The programme's coordination in the country is composed of the following structure:
- a) The **Board of Directors**: comprised of the Secretary of the National Family Secretariat (SNF); the Vice-Minister of External Cooperation; the Ministers of Health, Education and Agriculture; the Director of the Technical Secretariat for External Financing (SETEFE); and the Director of the WFP country office. The Board of Directors approves the annual programme and budget.
 - b) **Technical Committee**: comprised of the Director of the Food Assistance Division (DAF), WFP country office project officials; the project directors of the Ministries and NGOs; and a representative from the External Cooperation Division of the Ministry of Foreign Affairs. The Technical Committee provides follow-up to the Board of Directors' decisions.
 - c) **The Food Assistance Division (FAD)** is in charge of enhancing national coordination, and is responsible for food logistics aspects, from the reception of food to the delivery to beneficiaries at the distribution centres. FAD is also responsible for monitoring and evaluation of project activities and technical assistance. In coordination with SETEFE, it is in charge of monetization and funds administration.
77. Each executing office will have a Programme Management Unit (PMUs) as follows:
- a) Health: Food Administrative Technical Unit (UTAA/Nutrition Department);
 - b) Education: School Feeding Unit (UAE)—National Education Division;
 - c) Agriculture and Livestock: Office for the Analysis of Agricultural and Livestock Policies (OAPA);
 - d) Environment: PMUs;
 - e) NGOs: Execution Units. These PMUs are responsible for programme operation, training, supervision, preparation of reports requested by WFP, and monitoring and evaluation activities in their sectors. They are also in charge of inter-institutional and local coordination.



Participation of beneficiaries, especially women

78. Participants in the schools' food transportation storage, conservation and distribution activities will comprise at least 50 percent women. Environmental projects will have equal participation of men and women in productive processes and local food logistics. As regards the education and health sectors, the participation of women and men under equal opportunities will be fostered, as well as in food distribution to beneficiaries, community participation in food storage and conservation. It is expected that women's participation may exceed the 50 percent mark in many activities. Special emphasis will be placed on households headed by women to improve their security and asset ownership, and their participation in local committees and Board of Directors.

Government contribution

79. The Government of El Salvador will contribute counterpart funds in the amount of 31 million dollars for CP activities. The Ministry of Finance will be involved in annual programme and activity budget issues (see Annex III).

Food logistics

80. The logistics arrangements will be made through FAD. Local purchases will be made according to WFP standards and within the country's legal framework for bids, tenders and contracts. The loans among activities can be authorized, provided the allocations to cover programme needs have been confirmed.

81. The local cereal blend to be distributed in primary schools, and white maize at the health centres, will be obtained either through exchange, on value basis, with WFP-supplied commodities, or by local purchase using WFP cash in lieu of commodities, whichever is the most cost-effective alternative. There will be internal and external audits for fund allocations, administration and management. Bank account statements will be forwarded monthly to WFP, as per requirements, and sent every quarter to WFP headquarters, according to WFP guidelines.

Preparation of annual work plans and allocation of resources

82. Governmental institutions and NGOs in charge of activities will prepare an annual working plan which will include resource needs (products, funds, training, local purchases, etc.). Availability and indicative figures will be taken into account to estimate the amount of resources, as well as other resources from the communities, NGOs and other donors. Annual plans will be formulated according to guidelines and in a uniform manner. They will be submitted to the Technical Committee for revision and subsequently for the Board of Directors' approval.

PROGRAMME MONITORING AND AUDIT

Institutional arrangements

83. The WFP country office will provide economic and technical assistance to the various coordination levels to adjust the current monitoring and evaluation systems established with the executing agencies to respond better to Country Programme needs. Upon programme adjustment, national, departmental and local trainers will be trained to ensure proper management.



Indicators

84. Process indicators are included under each activity, indicating goal achievement percentages: beneficiaries, educational activities, food, productive activities, women's participation and others selected. Impact indicators will be applied within mid-term and final evaluations. During monitoring and evaluation, beneficiaries and participants will be interviewed to assess their perception of project execution and benefits. Local and community participation is required for this process.

Early warning indicators and vulnerability maps

85. The General Directorate for Agriculture and Livestock is in charge of monitoring food security. It points out areas of high vulnerability in the event of droughts and floods which could affect basic grain production. The policies to be followed are defined by the Office for Agricultural and Livestock Policy Analysis.

Accountability arrangements, reports and audits

86. The current system will be applied to audit accounts. Participants will submit annually to WFP and also at the end of each activity. All accounts will be duly audited by a qualified external audit company selected by the Government and the WFP country office. Both the Government and NGOs will submit monitoring and evaluation reports and any other report or data required under the Country Programme, through its PMUs.

Programme adjustments and activity complementation

87. The Country Programme is flexible and can be amended on the basis of the results and conclusions derived from monitoring and annual and mid-term evaluations. Adjustments could relate to a redistribution or reallocation of resources, or goal re-programming, according to implementation strategies or institutional capabilities.

88. The Food Assistance Division (FAD) is in charge of setting up rapid disaster relief mechanisms. This office coordinates with the Board of Directors and the National Emergency Committee to reallocate products—subject to WFP's final approval—food logistics, and supervision in disaster-stricken areas. Efforts are being coordinated among FAD, the National Emergency Committee, the Ministry of Agriculture and NGOs to respond to El Niño in vulnerable areas of the country.

Evaluation

89. The Country Programme will be assessed through process and impact evaluations. The following entities will participate in both types of evaluations: FAD, governmental institutions at the central, departmental and local levels; beneficiaries, NGOs, WFP and other donors. Regarding evaluations, the basic information will be submitted by the PMUs of the sector involved: Health, Education, Environment, Agriculture and Livestock, and NGOs. Achievements will be measured in terms of the objectives and results in each activity through basic indicators.

Recommendations for monitoring and evaluation

90. The capacity of the Food Assistance Division to carry out monitoring and evaluation of activities should be strengthened. In addition, the FAD should acquire the skills in the formulation and management of National Food Aid Programmes. This is of particular



importance given that FAD will manage and implement the National Food Aid Programme once WFP assistance is phased out.



ANNEX I



ANNEX II







ANNEX III





**EL SALVADOR
TARGETING FOR THE COUNTRY PROGRAMME**

Priority	Department	Number of municipalities	Total population	Rural population	Average no. of beneficiaries/year
1	Morazán	26	160 146	117 482	56 100
2	Cabañas	9	138 426	95 876	45 900
3	Chalatenango	33	177 320	117 087	56 100
4	Cuscatlán	16	178 502	111 172	56 100
5	Ahuachapán	12	261 188	202 205	96 900
6	San Miguel	20	401 411	215 204	102 000
7	La Unión	18	255 565	196 358	96 900
Total		134	1 572 558	1 055 384	510 000

Source: FAD/SNF and WFP: Targeting study for the Country Programme.

**EL SALVADOR
FRAMEWORK OF PROGRAMME ACTIVITIES
1998-2002**

Sectors	Title of activity and/or project	Target population	Objective & Modality	Source of funding			Executor
				WFP	Government	Others	
1. Education Sector a) New project	School feeding programme in kindergarten and primary school (in 8 depart.) depending on the availability of resources	Students of elementary and basic schools in priority municipalities according to targeting Mothers and fathers that participate in food preparation	a) Mid-term objectives: Contribute to increased enrolment, attendance and retention in elementary and basic schools, support food security of students and direct attention to integral health of students b) Modality: food ration cooked and supplied daily.	Begins in April 1998 (5 years) Integrates health surplus	X	X	MINED within the public school system. NGOs (churches and others)
b) Current project No. 3886	Development of community-based primary education and preventive health care	Students of primary and secondary school Mothers and fathers that participate in food preparation	a) Mid-term objectives: contribute to increasing coverage and retention of primary and secondary education; as well as integration of health services in rural and urban marginal schools b) Modality: food ration cooked and supplied daily	To finalize on 31 March 1998	X		MINED with in the public school system. NGOs (churches and others)

**EL SALVADOR
FRAMEWORK OF PROGRAMME ACTIVITIES
1998-2002**

Sectors	Title of activity and/or project	Target population	Objective & Modality	Source of funding			Executor
				WFP	Government	Others	
2. Health Sector a) New project	Preventive health and nutrition in 7 Departments (reformulation of Project No. 4508)	Expectant and nursing mothers, and children under 5 years of age in targeted municipalities. Women of fertile age. Volunteer counsellors (women)	a) Mid-term objectives: contribute to preventing precarious household situations and nutritional deterioration of poor vulnerable groups; promotion of spaced pregnancies b) Modality: uncooked family rations; prepared rations served in child care centres.	Begins in 1998	X	GTZ for CCC infrastructure in negotiation UNICEF and OPS training and equipment in execution	Min. of Health with Health establishments and children's health centres. NGOs at rural community level
b) Current project No. 4508	Promotion of preventive health care with participation of the community	Expectant and nursing mothers, and children under 5 years of age in targeted municipalities	a) Mid-term objective: increase coverage and access to preventive health care for mothers and children of families in extreme poverty b) Modality: family uncooked ration and cooked for children in child care centres (CCC)	To finalize in March 1998	X		Ministry of Health with health and nutrition centres

EL SALVADOR PROGRAMME COSTS 1998-2002 (in million dollars)

Sector/Activity	1998	1999	Years 2000	2001	2002	Total
1. Education: Activity 1						
WFP	2.00	1.80	1.50	1.00	1.00	7.30
Government	2.50	3.02	3.34	3.96	5.14	17.96
World Bank	0.29	–	–	–	–	0.29
To be identified	1.20	0.80	0.67	0.57	–	3.24
2. Health: Activity 2						
WFP	1.00	0.70	0.50	–	–	2.20
Government	2.08	3.20	6.27	–	–	11.55
Others	0.10	0.07	0.03	–	–	0.20
To be identified	1.98	1.32	0.50	–	–	3.80
Subtotal WFP	3.00	2.50	2.00	1.00	1.00	9.50
3. Environment/ Agriculture: Activity 3						
To be identified	0.41	1.02	1.63	1.22	0.61	4.89
Government	0.30	0.30	0.30	0.30	0.30	1.50
Subtotal	3.59	3.14	2.80	1.79	0.61	11.93
Totals						
WFP	3.00	2.50	2.00	1.00	1.00	9.50
Government	4.88	6.52	9.91	4.26	5.44	31.01
World Bank/NGOs	0.39	0.07	0.03	–	–	0.49
To be determined	3.59	3.14	2.80	1.79	0.61	11.93
Total	11.86	12.23	14.74	7.05	7.05	52.93

WFP COSTS (million dollars) FOR ACTIVITIES (1998-2002)

Sector	Tons (5 years)	Million dollars
1. Education: Activity 1	17 600	7.30
2. Health: Activity 2	4 800	2.20
Total	22 400	9.50