JOINT EVALUATION OF EFFECTIVENESS AND IMPACT OF THE ENABLING DEVELOPMENT POLICY OF THE WORLD FOOD PROGRAMME (WFP)

BOLIVIA COUNTRY STUDY

VOLUME 1

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JOINT EVALUATION OF EFFECTIVENESS AND IMPACT OF THE ENABLING DEVELOPMENT POLICY OF THE WFP

BOLIVIA COUNTRY STUDY

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VOLUME I:
MAIN TEXT

VOLUME II: (on CD Rom)
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3 – Sites visited: interventions and location
4 – Supporting documents
4 A: Balance of supply and demand for flour 1990-2002
4 B: Enhanced commitments to women and the EDP
4 C: Profiles of communities visited
5 – List of people met
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ABBREVIATIONS AND ACRONYMS

ADRA	Adventist Development and Relief Agency
AIPE	Asociación de Instituciones de Promoción y Educación
CCA	Common Country Assessment
CEDLA	Centre for Latin American Research and Documentation
CIDA	Canadian International Development Agency
CO	Country Office (WFP)
CP	Country Programme (WFP)
CRS	Catholic Relief Services
CSO	Country Strategy Outlines (WFP)
CSP	Country Strategy Programme (WFP)
DFID	Department for International Development (UK)
DOC	Direct Operational Costs (WFP)
DMT	Disaster Management Committee
DRIPAD	Participatory and Integrated Rural Development in Depressed Areas
DSC	Direct Support Costs (WFP)
EC	European Commission
EDP	Enabling Development Policy (WFP)
EMOP	Emergency Operation (WFP)
ENDAR	National Strategy for Rural Agricultural Development
ENDE	National Demographic Survey (Encuesta Nacional de Demografia)
EU	European Union
FAAD	Food Aid and Development
FAO	Food and Agriculture Organisation
FFW	Food for Work
FHI	Food for Hunger International
GDP	Gross Domestic Product
GNP	Gross National Product
GTZ	German Agency for Technical Cooperation
IDB	Inter-American Development Bank
INE	National Institute of Statistics
ISC	Indirect Support Costs (WFP)
HIPC	Highly Indebted Poor Country
LTSH	Landside Transport, Storage and Handling (WFP)
LIFDC	Low Income Food Deficit Country
LPP	Law of Popular Participation
MDG	Millennium Development Goals
MACA	Ministry of Agriculture and Peasant Affairs
M&E	Monitoring and Evaluation
MT	Metric Ton
MOVALM	Warehouse monitoring system
NGO	Non Governmental Organization
OAP	Operating Action Plan
ODOC	Other Direct Operational Costs (WFP)
OTB	Territorial Base Organization
PAN	National program for the Integrated Development of boys and Girls under 6
PAE	School Feeding Program
PAHO	Pan American Health Organization
PASA	Program to support Food Security (Program de Apoyo a la Seguridad Alimentaria); European Union.

PDM	Municipal Development Plan
PIEB	Bolivian Program of Strategic Research
PLANSA	National Plan for Food Security
PMA	Programa Mundial de Alimentos
POA	Annual Operating Plan
PRRO	Protracted Relief and Recovery Operation (WFP)
PRSP	Poverty Reduction Strategy Paper
PSA	Programme Support and Administrative funds (WFP)
RBM	Result-Based Management
SAG	Secretariat of Gender Issues
SC	Save the Children
SIMIVEDA	Monitoring and evaluation system for Food distribution
SINSAAT	National System of Early Warning and Monitoring of Food Security
SISMEV	Monitoring and Evaluation System
SLI	Legal and Integral Services
SPRs	Standardized Project Reports
STD	Sexually Transmitted Disease
UBN	Unsatisfied basic needs
UDAPE	Unit for Economic and Social Policy Analysis
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Populations Activities
UNICEF	United Nations Children's Fund
US	Unites States of America
USACE	European Union Unit for Food Security
USAID	United States Agency for International Development
VAM	Vulnerability Analysis and Mapping
VIPFE	Vice Ministry of Public Investment and External Funding
WFP	World Food Programme of the United Nations
WHO	World Health Organization

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EXECUTIVE SUMMARY

1. On May 4 1999, the Executive Board of the World Food Programme approved the Enabling Development Policy (EDP) to help the organization sharpen the focus of its development activities. The objective of this external evaluation, sponsored by a number of WFP donors, is to assess the efficiency, effectiveness, impact, relevance, and sustainability of this policy. The evaluation has a three-phase structure: a desk phase, completed in March 2004; a field phase, that included a total of seven country studies undertaken between the months of March and July 2004; and a synthesis phase due for completion by the end of 2004. This is one of the seven country studies undertaken during the field phase of the study.

2. Within the framework of the overall evaluation exercise, the objective of the Country Studies is "to contribute evidence-based elements to the overall evaluation process through assessment of EDP-related principles, activities and results in the specific country contexts". In line with the EDP Evaluation matrix presented at the end of the first phase of the study, the Bolivia country study aims at assessing the following: the relevance of the EDP to the country and local context; the degree to which WFP's delivery process has been updated to facilitate implementation of the EDP; the results of the EDP at local and country levels; and the degree of - or likelihood of achieving - sustainability of the results attained or intended. The format and tools used in the study are modelled on those piloted in the Ethiopian study[1].

3. In line with the overall **evaluation methodology**, the analysis has been articulated according to two main levels: i) country level: to examine translation into practice of the key concepts of the Enabling Development Policy (EDP), such as partnerships; ownership by governments; demonstrating results, etc. as well as the relation among the five areas of focus; ii) local and beneficiaries level: to assess the results of WFP's development interventions at project and community level, i.e. at project outputs, outcome and impact at the project level. The **evaluation matrix** elaborated during the desk phase has been the main analytical tool utilised during the country study and has provided the basis for the elaboration of interviews and checklists, questionnaires and focus group discussion guide. The collection of data for the indicators identified in the evaluation matrix has required a variety of methods and involved different sources and stakeholders, while triangulation has been the key concern of the country team, allowed by time and resources.

4. The **main difficulty** encountered by the team during the Bolivia country study was the shortage of time given the size and logistical difficulties encountered when travelling in rural Bolivia. A lack of consistent indicators over the period covered in the study also made it difficult to assess results in a fully coherent manner.

5. Bolivia is the poorest country of the Andean region and the second poorest in Latin America. At the same time, it has one of the highest indices of income concentration in Latin America: In 2001, 64% of the population (approximately 5.3 million people) lived below the poverty line and 37% did not have enough income to purchase the basic food basket (INE 2003). More than 14% of the population lives on less than one dollar per day. Bolivia is classified as a country of a medium level of human development, occupying the 114th place out of 175 in the HDI (human development index).

6. The WFP operates in Bolivia only through development activities. There is no PRRO and there has been only one EMOP activity (following El Nino in 2001) in recent years. The Country Programme takes an integrated approach, but has focused mainly on thematic areas 2 (enable poor households to invest in human capital through education and learning) and 5 (enable

[1] The Bolivian mission was in its final stage when the Ethiopian report was completed. Every effort was made to incorporate the lessons learned, although in some cases, this already involved retrofitting.

households which depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods) of the EDP. The population of beneficiaries is slightly over half a million, more than half women, with 109,400 direct male recipients and 122,600 direct female recipients[2]. A supplementary micronutrients programme benefits 122,000 women.

7. WFP interventions are relevant to – and consistent with – national programmes and the Millennium Development goals (MDG). Food insecurity in Bolivia is due primarily to poverty rather than the availability of food. As such, food security is addressed in the poverty reduction strategy (PRSP) where the primary responsibility for poverty reduction is vested in the municipal government. WFP programmes focus on municipal level decision-making and implementation, supporting democratisation and strengthening of local government capacity at the same time as meeting the food needs of the most vulnerable.

8. Compliance with the EDP in terms of focus has meant terminating a previous project (Control of Chagas) that was not directly related to food and nutrition, and ending programmes that were not specifically targeted to the poorest section of the population. In the past, for instance, WFP has supported credit programmes providing dairy cows for increasing national milk production. Instead, WFP has now concentrated its focus on food and nutrition, and on issues of food security.

9. Through **VAM**, the country programme effectively **targets** vulnerable populations, including women, children at risk of malnutrition, and poor indigenous peasants who suffer cyclical food shortages due to a combination of poverty and precarious productive capacity easily upset by frequent flooding, drought and hail. Activities are concentrated in communities in the high plateaus (altiplano) and valleys of the western part of the country. The targeting system has considerable credibility and has been used by other significant organizations including the Ministry of Peasant and Agricultural Affairs (MACA) for targeting its National Strategy for Rural and Agricultural Development (ENDAR), the Ministry of Sustainable Development, the National Institute of Statistics (INE) as well as other UN agencies, CARE and PASA *(Programa de Apoyo a la Seguridad Alimentaria*, project of the European Union). Targeting for urban food insecurity is underway, but considerably more complex. To date, urban targets are only the exceptionally vulnerable group of street children.

10. The progress made, and the constraints faced, by the WFP Country Office in putting in place the Enabling Development Policy directives at country level have been analysed according to a set of criteria identified during Phase 1, namely: i) partnership; ii) stakeholder participation and ownership; iii) demonstration of results; iv) gender mainstreaming; v) resourcing of the Country Programme and of EDP-related measures.

11. WFP's main **partnership** is with DRIPAD, a government institution employing approximately 150 people nationally to implement food programmes at a national level. This partnership effectively allows WFP to operate with a minimum logistical infrastructure. WFP also maintains partnership relations at a national level with PAE and PAN, school and pre-school food programmes respectively. Through these programmes, WFP is able to link with a number of municipalities, which form the hub of project identification, planning, prioritising and implementing. In fact, the heart of programme partnership is to be found at the level of the most vulnerable municipalities, which are favoured with the transfer of resources under HIPCII. WFP has successful partnerships with other UN agencies, especially the UNFPA in literacy projects, UNICEF in school feeding, pre-school and Street Children programmes, and FAO in school gardens. NGOs are also partners in the implementation of some asset creating projects, and directly, as in the network implementing the street children project.

[2] Direct benefits are boys and girls receiving school meals, and men and women participating in FFW or FFT programs. Indirect beneficiaries are the families of the latter, calculated at 5 members per family.

12. **Ownership by local stakeholders** is closely related to the partnership process described above. Projects and programmes supported at municipal level are part of the overall municipal development plan (PDM) and Annual Operating Plans (POAs) established through a process of popular participation. As well as identifying projects through the established municipal planning process, communities tend to contribute additional labour and local materials to improve productive infrastructure and assets, and to provide volunteer work, supplementary food and cash contributions to school and pre-school feeding programmes. Evidence of ownership includes maintenance and development of productive assets, and improvement of school infrastructure and vegetable gardens.

13. WFP has also made great progress in **demonstrating results** though the development of improved monitoring and evaluation systems, and Result Based Management. The current CP has a logical framework analysis (LFA), which includes output and outcome objectives, and indicators. The monitoring and evaluation systems are being harmonized and made user friendly, although a significant remaining challenge is to integrate RBM indicators into the monitoring system. Extensive controls are in place throughout the system, although WFP field presence is weak and should be strengthened, through additional monitors and better resources.

14. WFP demonstrates a strong commitment to **gender equality**, with program elements to both mainstream gender, and to promote women-specific interests. While the CP is showing clear results at community level in terms of women's leadership, in some activities additional attention should be paid to reproductive roles and the enormous time constraints these impose on women.

15. The current structure of **resourcing** the Country Programme is at odds with EDP requirements to invest in improving gender, monitoring and evaluation, targeting, RBM, advocacy and co-ordination and participation with UNDAF. The structure of WFP funding is tied to the volume of food handled, and level of food insecurity, which are not directly related to the above demands. As a graduate of the category of Low Income Food Deficit Country (LIFDC), Bolivia will not only receive fewer resources but also a lower percentage of DSC and ODOC per MT with which to carry out these important activities.

16. Under the new EDP strategy, currently, the programme has very limited **cash resources to** contribute to development projects, which usually require a range of non-food items (such as building materials, equipment, seeds, credit, training, professional support such as engineering, salaries for childcare workers etc.). Previously, the programme was able to ensure the implementation of an entire project by providing both cash and food inputs. Now WFP requires a partner who can provide these inputs. While on the positive side this encourages partnership, on the negative side it makes the programme dependent on the capacities of partners, and has limited its ability to reach some of its target population. For instance, the government programme PAN is supposed to attend to children aged 6 months to 6 years, but due to a lack of resources at the national and municipal levels, rarely attends to the WFP priority target of 6-24 months. In addition, the very existence of PAN is in question as its funding from the IDB will not continue beyond 2004 and at the time of the mission (May), there were no clear plans on how to continue to operate and resource it.

17. **Project level activities** were analysed based on whether they reached their target population, how they reduced vulnerability and whether they are sustainable. **CP Activity #1**, **Support to Food and Livelihood Security** receives 43% of the programme budget, divided approximately in 70% for asset creation under food for work (FFW), 20% for training (FFT) and 10% for emergency response. Assets created are designed to reduce vulnerability through the protection of resources, the creation of productive assets, the improvement or diversification of production and the increased access to markets. Training in relation to asset use and maintenance is integral to the programme, but an additional budget (FFT) is designated primarily for literacy

programmes for women, which helps them to better participate in asset creation programmes as well as community decision-making.

18. **CP Activity #2, Support to Human Capital Development** receives 57% of the programme budget and is principally oriented towards pre-school, primary school and street children. Food is used as an incentive to attract pre-school children into integrated centres (PAN) where they receive not only adequate nutrition but also integrated health, education and security follow up. At the same time, their mothers' time may be used for training or productive activities. Food is also used as incentive for primary school students (PAE) ensuring their attendance, punctuality, and better academic performance, and for Street Children to promote their access to services, continued education and the reduction of risks.

19. WFP targets principally the **community** level, addressing needs almost exclusively in communities with high levels of vulnerability. Within the community, all children attending school or pre-school centres receive programme attention, although the most at risk are carefully monitored and provided with additional attention. In FFW or FFT programmes, effective community decision-making structures ensure a fairly inclusive and equitable distribution of the programme benefits/participation. Communities tend to opt for broader rather than more targeted participation, which helps to promote a sense of ownership in the project.

20. The CP has been successful in targeting populations that are particularly vulnerable due to extreme poverty and susceptibility to natural disasters such as drought, flooding and hail. Assistance to these populations provides temporary food security to deal with a bad year, and at the same time, reduce vulnerability in the future. In the case of food programs for school and pre-school children, the program ensures that short term or cyclical hardships do not interfere with nutrition for critical child development.

21. Assets created under Activity #1 tend to be of high quality and significant importance to the community. In most cases (and increasingly so) these projects have been previously identified in the municipal development plan (PDM) through the process of participatory planning. The occurrence of a local disaster increases the chance that this community will be prioritised for the implementation of appropriate projects in order to increase options and reduce vulnerability with WFP assistance. Examples of effective asset production include: fish ponds, irrigation systems, river control (gabion baskets) to protect productive land, roads to make markets accessible, etc.

22. **School and pre-school feeding projects** are implemented through nationwide programmes, whilst WFP focuses on very poor municipalities that are not able to meet their responsibilities without help, and on the most vulnerable communities within these municipalities. However municipalities are not always able to reach the poorest and most remote of their villages with effective services. Furthermore municipalities are often unable to provide the intensive childcare necessary for infants, thereby making it difficult for WFP to accompany with food.

23. Despite these limitations, WFP has been successful in providing extensive support for children in vulnerable communities. Results show increased school attendance and promotion across the board. Food distribution projects have been greatly enhanced with support for school gardens – which provide some variation in diet but also instil new food habits – and the extensive participation of parents as well as concrete contributions of complementary food and cash for such items as fuel and transportation.

24. An additional **target group** reached by WFP is urban street children, enticed via free food into centres that provide services they need to change their lives. Food plays a small, but significant role in this process. Food is available for purchase in the larger cities where these programmes operate but WFP contribution allows a network of NGOs and church organizations to direct scarce resources to other services for this group.

25. Factors contributing to **sustainability** include the relevance of the activities identified through a community planning process; the ownership demonstrated through the provision of extra unpaid days in many cases by community members, and the provision of local materials. Evidence of sustainability has also been observed in the good maintenance and extended use of assets produced through the process. No **exit strategy** is required because WFP's commitment is defined at the outset by the amount of time required to produce the asset.

26. In the case of school programmes, well-organized parents committees implement the project (plan, control the foods, organize the cooking) and make substantial contributions of their own food and cash resources. While exit strategies for school feeding programmes have not yet been addressed, these factors make it likely that WFP can reduce its contribution and possibly phase out as the communities become less vulnerable.

27. The existence of the development programme and its flexible strategy, especially in Activity #1, allows WFP to respond quickly and efficiently to large or small **emergencies** anywhere in the country. The programme generally addresses small, localized emergencies through the development programme through the following mechanisms: susceptibility to natural disasters is one of the vulnerability risks calculated in VAM; asset creation projects are often directed to reducing these risks; communities prioritised on an annual basis for Activity #1 are those that have suffered some emergency.

28. A key **conclusion** of the study is that food aid is particularly effective when part of a poverty reduction strategy that helps to reduce the vulnerability and increase the options of the population that lives at the poorest fringes of the economy. Increasing individual and community productive assets, investing in human capital such as training, education and literacy, and providing protection in times of crisis, all these contribute to the possibility that the very poor will join the ranks of the "poor", capable of accessing other programmes and options available to them in Bolivia.

29. A second conclusion is that a development approach requires a stable funding base for programme support activities such as ensuring gender equality, targeting effectively, monitoring results and developing policy and advocacy proposals based on the extensive experience of WFP and its partners in food security issues. These significantly enhance programme delivery and contribute to a more sustainable impact.

30. The basic purpose of the Bolivia Study was to contribute evidence-based elements to the overall evaluation process through assessment of EDP-related principles, activities and results in the specific country context. Nonetheless, the mission has raised a few issues for consideration for WFP management and donors that could provide avenues for an improvement of WFP programming in Bolivia. The mission considers that continued and increased emphasis on advocacy with the Bolivian government, in co-ordination with other donors and in particular with the UN system, is essential, given that food insecurity is significantly linked to highly skewed wealth distribution and the institutional weakness of the government to address issues of redistribution and of corruption.

31. The mission has also identified some **key areas of improvement** that should receive attention from WFP management and donors:

- Improve the role of WFP as a food security promoting organization within PRSP by increasing its advocacy role;
- Ensure stable financing to the policy development process, gender equality issues, monitoring and targeting, either through providing specific funds or by modifying the formulas for calculation DSC and ODOC.

EVALUATION OF WFP ENABLING DEVELOPMENT POLICY BOLIVIA COUNTRY STUDY

INTRODUCTION

BACKGROUND

1. On May 4 1999, the World Food Programme Executive Board approved the Enabling Development Policy (EDP) to help the organisation sharpen the focus of its development activities. This external evaluation, sponsored by a number of WFP donors, aims at assessing the efficiency, effectiveness, impact, relevance and sustainability of this policy. The results of the evaluation are expected to: i) provide the sponsoring donors with valuable insights and issues for consideration in relation to future support for WFP development activities; ii) identify measures and mechanisms that could potentially enhance WFP's effectiveness in the design and implementation of its development portfolio; iii) contribute through empirical evidence to a better understanding of the conditions for success and failure for food aid in development activities. During the scoping phase, it was decided that the EDP would be mainly evaluated on the basis of the assessment of the results it has generated. The assessment is to be carried out at global, country and local levels, but with the main focus on the country and local levels.

2. The Evaluation has three phases: a desk phase which was completed in March 2004; a field phase that includes a total of seven country studies, undertaken between the months of March and July 2004; and a synthesis phase due for completion by end of 2004. In line with the preliminary analysis of the EDP and with the evaluation's intended objective, four main questions and a related evaluation matrix were identified during the inception phase. They are designed as the main framework of analysis to guide the country teams throughout the evaluation process.

3. This report is divided into four main chapters. Chapter 1 presents the methodology employed and difficulties encountered; chapter 2 describes the Bolivian context with respect to food security and food aid issues and outlines WFP interventions in the country; chapter 3 illustrates the main findings at the country local and project levels; finally, chapter 4 presents the country team's main conclusions and draws linkages between findings that have emerged from the different evaluation questions.

RATIONALE AND OBJECTIVES AND SCOPE OF THE COUNTRY STUDY

Basis for country selection

4. A total of seven countries were thus proposed and endorsed by the Steering Committee. These are: **Bangladesh, Bolivia, Ethiopia, Honduras, Mali, Mozambique and Pakistan.** The countries selected should provide a fair representation of the contexts in which WFP runs its development operations although it should be noted that the selection process was not undertaken on a statistical basis[3].

[3] The basis for this judgement includes: i) the need to include all the socio-economic contexts in which WFP operates; ii) coverage of the five areas of focus; iii) the presence of particularly interesting activities or experiences that could be the basis for specific case studies; iv) situations where countries have adjusted their development portfolios (new activities or phasing-out of activities - particularly if non-EDP), which may provide insights into the reasons for making changes; and v) existing studies and evaluations that could facilitate the concentration and focus of country team activities. Bolivia was chosen as one of the Latin-American/Caribbean region with the most important development operations and the inclusion of all five areas until 2002. It was also felt that the role of communities in the management of water and natural resources, the decentralized context, the apparent link with the National Poverty Reduction Strategy and the VAM experience could provide interesting lessons.

Objectives of the country study evaluation

5. In the framework of the overall evaluation exercise, the objective of the country studies is "to contribute evidence-based elements to the overall evaluation process through assessment of the EDP related principles, activities and results in the specific country context". In line with the EDP Evaluation matrix, the country studies[4] aim at assessing:

- The relevance of the EDP to the country and local contexts;
- The degree to which WFP's delivery process at country level has been updated to facilitate implementation of the EDP;
- The results (outputs, outcomes and impacts) of the EDP at the local and country levels;
- The degree of - or chances to achieve - sustainability of the results attained or to be attained.

Terminology utilised in this report

6. Before entering into the description of the various methodological issues, it is important to provide some clarification on the terminology used in this report particularly when describing WFP operations[5]. In the case of Bolivia, WFP undertakes two types of operations:

- Development Operations: the category of food aid programmes and projects that support economic and social development. This category includes rehabilitation and disaster preparedness projects and technical assistance to help developing Countries establish or improve their own food assistance The Country Programme is a vehicle for the provision of WFP's development assistance. Country Programmes, approved by WFP Executive Board, consist of a number of specific Projects, called Activities, within a country for a set period, normally five years, to achieve a common goal. These Activities are derived from the "key areas of assistance" described in the Country Strategy Outline;
- Emergency Operations (EMOPs): the mechanism by which WFP, in response to a request from a government or the UN Secretary-General, provides emergency food aid and related assistance to meet the food needs of people affected by a disaster or other emergency. An EMOP, including extensions, generally lasts no more than 24 months, after which any need for continuing relief and rehabilitation/recovery assistance should normally be met through a Protracted Relief and Recovery Operation.

7. WFP Operations budgets are organized according to the following costs:

- Direct Operational Costs (DOC): any cost WFP incurs in providing inputs that are used directly in WFP interventions by beneficiaries, by the government of the recipient country or by other implementing partners. This includes the cost of commodities, ocean transportation and related costs, and landside transportation, shipping and handling (LTSH);
- Other Direct Operational Costs (ODOC): costs that refer to cash resources normally put at the disposal of Implementing Partners for capacity building and project implementation;
- Direct Support Costs (DSC): costs in immediate support of a project, additional to direct operational costs, which would not be incurred if the project did not exist. These may include non-food items, technical support services, project preparation, appraisal, monitoring and evaluation;

[4] Moreover the Ethiopia country study is also to serve as a "pilot" to test and fine-tune the methodology and related tools for the country studies elaborated during the desk phase.
[5] Sources of definitions: WFP Glossary and WFP Programme Design Manual.

- Indirect Support Costs (ISC): costs incurred in staffing and operating WFP headquarters and regional offices, and the standard maximum structure at Country Offices that cannot be attributed easily to any programme category or activity.

8. The results of WFP Projects/Activities are classified according to three categories:
   - Outputs (output level of the log-frame hierarchy) defined as the products, capital goods and services, which result from a WFP operation, including changes resulting from the operation, which are relevant to the achievement of outcomes;
   - Outcomes (purpose level of the log-frame hierarchy) or the medium-term results of an operation's outputs;
   - Impact (goal level of the log-frame hierarchy) or the positive and negative, intended or unintended long-term results produced by a WFP operation, either directly or indirectly;
   - With respect to sustainability, this denotes the continuation of benefits from a development intervention after major development assistance has been completed; the probability of continued long-term benefits; and the resilience to risk of the net benefit flows over time.

9. Finally when referring to the Enabling Development Policy, it should be noted that:
   - Within WFP it is often referred to as the Food Aid and Development Policy (FAAD);
   - The key policy directives/basic principles referred to in this report are: i) assistance should be provided *only* when and where food consumption is inadequate for good health and productivity; ii) each and every WFP development intervention will use *assistance with food consumption to encourage investment and leave behind a lasting asset*; iii) beneficiaries of food aid and lasting assets should be *poor, food-insecure households*; iv) *geographical targeting* should be used to concentrate resources on food-insecure areas within recipient countries; v) *timeliness* will be treated as a key aspect of targeting; vi) use of *clear and objective indicators* to signal when help is needed and also when it is time for phasing out; vii) greater use of *participatory approaches*; viii) strengthen *partnerships*; ix) *cost-effectiveness* in terms of the *development results* to be achieved, and M&E becoming more results-oriented;
   - The five key areas of focus or policy priorities are: 1) Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs; 2) Enable poor households to invest in human capital through education and learning; 3) Make it possible for poor families to gain and preserve assets; 4) Mitigate the effects of natural disasters in areas vulnerable to recurring crisis; 5) Enable households which depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods.

Activities undertaken

10. This report is the result of series of activities that can be divided into the following:
    - A preparatory phase, before the country visits, where main documents have been analysed and an inception report has been prepared;
    - A field/country phase of 16 days duration undertaken by a team of four consultants and including: i) briefing sessions with main stakeholders; ii) interviews at all levels; iii) project visits and consultation with beneficiaries; iv) debriefing sessions (see Annex 3);
    - Report preparation and consolidation of findings (including the correction of inaccuracies through a consultation process with WFP Country Office).

Table 1: Location of Communities visited during the Field Visit in Bolivia[6]

Region	Municipality	Community
La Paz	El Alto	El Alto (urban street children project)
Chuquisaca	Icla	Choromomo
Chuquisaca	San Lucas	Querequewisi
Chuquisaca	San Lucas	Japo
Chuquisaca	Poroma	San Juan de Orcas
Potosí	San Pablo de Lípez	Río San Pablo
Potosí	Tupiza	Tupiza (peri-urban zone)
Potosí	Tupiza	El Kenko
Potosí	Sud Lipez	Viluyo
Tarija	Yunchara	Vizcarra

[6] See Annex 2 for map of sites visited.

1 METHODOLOGY

1.1 KEY FEATURES OF THE METHODOLOGY

11. In line with the overall evaluation methodology, the analysis has been articulated according to two main levels: i) the country level; and ii) the local and beneficiaries level:

- **Country level:** to examine translation into practice of the key concepts of the Enabling Development Policy (EDP), such as partnerships; ownership by governments; targeting towards the most vulnerable groups; gender mainstreaming; demonstrating results and beneficiaries' involvement in the planning, implementation and evaluation of projects. The analysis at country level also included the links of the different components (Emergency Operation –EMOP, Development) in the overall WFP Country portfolio as well as among the five areas of focus;
- **Local and beneficiaries level:** to assess the results of WFP's interventions at project and community level, i.e. at project outputs, outcome and impact at the project level.

12. The **evaluation matrix** – together with the guidelines and checklists of issues derived from the evaluation matrix and its four sets of questions - elaborated during the desk phase and revised following the experience of the pilot study in Ethiopia, have been the main analytical tools utilized during the country study.

13. The collection of data for the indicators identified in the evaluation matrix required a variety of methods, involving different sources and stakeholders, and requiring careful **triangulation.**

14. Interviews, and review and analysis of relevant documents have been the main tools utilized for the analysis **at country level**. Interviews were been undertaken with the following groups of stakeholders (see Annex 3 for list of persons interviewed):

- **WFP staff** at the country and sub-office levels, to appreciate the progress made and difficulties encountered in promoting the EDP principles at the country and project levels;
- **Government Representatives** (for most Country Programmes the main implementing partners of WFP's are government institutions), in order to: i) verify the relevance and coherence of WFP interventions with respect to sectoral policies and, on the other hand, assess the implementation mechanisms put in place at all levels; ii) understand WFP's role within the overall framework of the country's poverty reduction and development strategies;
- **UN Agencies:** The rationale for contacting UN agencies has been twofold, namely to: i) improve understanding of the role of WFP (and the potential synergies) within Common Country Assessment (CCA)/UNDAF; and ii) review the past, on-going and possible future partnership agreements between WFP and individual UN agencies;
- **Donors:** in addition to the meeting held with the Donors sponsoring the evaluation, the team has met other key donors (including some with no direct relationship or partnership agreement with WFP in the country);
- **NGOs:** NGOs were interviewed both as counterparts in the implementation of WFP development operations, and for their knowledge of the country, of the food security and food aid assistance mechanisms and of other relevant issues that can contribute to further clarifying the context in which WFP operates. In the case of Bolivia, the team interviewed: i) local, national and international NGOs operating in the areas where WFP operates (when relevant); and ii) international NGOs working in the area of food aid/food security (e.g. NGO partners of USAID).

15. **Document and data analysis** including: i) project documents and agreements (including other WFP operations); ii) Country Strategy Outlines and Country Programmes; iii) project monitoring and evaluation reports; iv) guidelines and technical notes; v) VAM analysis and reports; vi) partnership and collaborative agreements; vii) food procurement and food markets data; viii) national statistics and reports on food security; ix) national and sectoral policies relevant to WFP activities; x) other donors' and NGO's reports and studies; xi) CCA/UNDAF documents.

16. **Results** of WFP activities have been examined both at global/project and at community level. The analysis of the overall **results of WFP operations** have been based on the existing available progress reports produced by WFP and implementing partners, evaluation reports and discussions with key informants (Government staff, local authorities, NGOs and other donors).

17. Furthermore, evidence emerging from **project visits and beneficiaries' interviews** has been a key element in the independent assessment of the actual results of WFP interventions. However, given the time limitations, field visits have provided only an illustration of what is actually happening at project level as well as perceptions of different stakeholders. The findings should therefore be viewed, as a further contribution to the overall evaluation exercise, without pretending, given the limited sample and statistical value, to be fully representative of the results of WFP efforts in Bolivia.

18. **Interviews and focus group discussions:** during the project visits, discussions were held with: i) community leaders; ii) NGOs' representatives operating in the project areas; iii) line ministries' staff at the Prefecture level; iv) municipal officials and technical staff; v) project committee members; vi) teachers; vii) community level participants. Three main rapid appraisal techniques have been used during the field visits to gather information: i) focus group discussions[7]; ii) on the spot individual interviews (particularly with women); iii) finally, direct observation of project outputs.

In all cases, efforts were made to have at least one meeting per community with only women participants[8].

19. **Key information collected:** checklists and guides for interviews and focal groups were prepared in advance, based on the shared tools (the evaluation matrix, and the community visit formats prepared for the Ethiopian pilot) and on the issues highlighted for Bolivia in the inception report. The information collected, though essentially of a qualitative nature, has been then consolidated into tables to allow more systematic analysis of the findings.

20. Finally, during the country study, two separate **briefing and debriefing sessions** for WFP Country Office staff and donors sponsoring the evaluation were organized. The briefing sessions were designed to inform the different stakeholders on the objectives and approach of the evaluation and to identify issues that may have not emerged during the inception phase but that may be worth analysing. The debriefing sessions were designed essentially to provide feedback to the stakeholders and to verify and discuss the preliminary findings of the country study.

[7] In most cases the mission tried to limit the group size to a maximum of 15 people and when the presence of key informants or other stakeholders such as WFP monitors was found not to be conducive to full participation of beneficiaries, separate sessions were held.

[8] In many cultures, including the Andean culture, women tend to defer to men in public meetings. In addition, experience shows that women not only talk more, but also often talk about different things when there are no men present. To ensure that women's perspective was considered, the team made certain that it had opportunities to talk with women alone. This is a standard methodological tool to ensure that data collected is not gender biased. In this sense a mixed team, with at least one woman in each sub-team, was a distinct advantage.

1.2 DIFFICULTIES ENCOUNTERED AND LIMITATIONS OF THE EXERCISE

21. Shortages of time and human resources have been the main constraint faced by the evaluation team given the size of the country, the logistical constraints linked to poor road conditions and the amount of relevant documents to be analysed. In this context, the team, while trying to keep a balance of approach between qualitative and quantitative approaches, has given priority to qualitative analyses. In order to cover more territory, the team divided in two sub-teams, which unfortunately limited the time available for undertaking a joint analysis of the data. The exercise of preparing power point presentations for WFP and for Stakeholders further reduced the useful team time available. Following the mission, the 4-person team maintained communication only by Internet. The overall time calculated for field work and desk work was insufficient.

22. Projects were selected by the WFP CO, following the criteria laid out in the inception report. It would be difficult to assess whether the successes of the small sample of projects visited is representative, or represents any bias in selection. Bias was minimized in the field visits by having only the local WFP monitor accompany us in many of the meetings. The participation of the national director of DRIPAD in one of the sub-teams may have influenced responses of partners and beneficiaries, but also provided additional time for input from the WFP's major partner.

23. Most of the community meetings were carried out in Quechua, with translation into Spanish. There may have been some distortion in translation, but on the other hand, the availability of translation permitted far greater participation at community level.

24. In the last five years, Bolivia has had four different presidents, 5 Ministers of Agriculture, 3 Ministers of Health and 3 Ministers of Education, making it difficult for WFP to maintain a clear line of communication with the government. Significant policy discussions and commitments of the government with international cooperation are currently on hold. Given the current crisis, key decisions that would influence WFP actions are not even on the agenda; and frequent changes of personnel have led to a situation in which the people in positions of responsibility were not very familiar with the history and activities of the programme.

2 INTERVENTION OF THE WORLD FOOD PROGRAMME IN BOLIVIA

2.1 CURRENT BOLIVIAN CONTEXT

2.1.1 Socio-Economic Information

25. Bolivia is the poorest country of the Andean region and the second poorest in Latin America. Moreover, it has the one of the highest indices of income concentration in Latin America estimated to be 0.606 in 2002[9]. It is estimated that 10% of the population with higher levels of income consumes 32% of what is produced, while the 10% poorest consumes only 1.3%[10]. In 2001, 64% of the population (approximately 5.3 million people) lived below the poverty line and 37.1% did not have enough income to purchase the basic food basket (INE 2003). More than 14% of the population lives on less than one dollar per day. Bolivia is classified as a country of a medium level of human development, occupying the 114th place out of 175 in the HDI (human development index).

2.1.2 Macroeconomic Indicators

26. The major macroeconomic indicators of Bolivia show that the economic situation has deteriorated since 1998, exposing the poor to greater levels of food insecurity[11]. The growth of GDP, for instance, has been less than the growth of the population during the last five years, causing a decrease of income per capita of 157 US$. In the same manner, the unemployment rate in the main cities has progressively increased reaching more than 12.3% today (CEDLA 2003). The fiscal deficit reached the alarming level of 8.1% of GDP in 2003. Public investment has decreased by more than 16.7%, resulting in reduced investment destined to social sectors (VIPFE 2002).

27. As a result of the economic crisis, and the uncertain labour market, most small farmers from the western part of Bolivia have intensified their productive activities. However, the new income generated by agriculture has not compensated for losses in the labour market. This might seem a contradiction, but household income sources are from agriculture production and wages earned during the whole year. Given the limited opportunities in the labour market, peasant household strategies have changed. Most have intensified production, or searched for new opportunities in labour markets in Argentina, Chile or Peru. The proportion of family income from off-farm activities is usually small, but tends to increase the closer a family production unit is to a capital or intermediate city that might provide employment opportunities.

[9] Instituto Nacional de Estadística, Estimate of the Gini coefficient through the Survey of Improvement of Living Conditions (MECOVI) 2002, La Paz – Bolivia, March 2004.
[10] See Informe Nacional de Desarrollo Humano 2004 "*Interculturalismo y Globalización, La Bolivia Posible*". UNDP, La Paz – Bolivia 2004.
[11] The economic deterioration has had extreme social and political repercussions, to the point that democratic institutions have been questioned by different social movements, generating uncertainty in the economy and discouraging foreign investment.

Table 2: Demographic and Socio-Economic Indicators of Bolivia

Demographic Indicators	*Unit*	*Bolivia*
Population (2003)	Million of inhabitants	8.7
Urban Population (2003)	Million of inhabitants	5.6
Rural Population (2003)	Million of inhabitants	3.2
Population growth rate	%	2.4
Infant mortality rate (2003)	For every 1000 born	54
Urban infant mortality rate (2003)	For every 1000 born	44
Rural infant mortality rate (2003)	For every 1000 born	67
Overall Fertility Rate	Number of children	3.8
Overall Fertility Rate in the Urban Area	Number of children	3.1
Overall Fertility Rate in the Rural Area	Number of children	5.5
Social and Economic Indicator		
GDP at market prices (2003)	Million of $US	7,878
Growth Rate of GDP (2003)	%	2.25
Real GDP per capita (2003)	$US	910
GDP per capita in comparison to the purchasing power (2001)	$ US	2,300
Income Concentration	Gini Index	.606
Population living with less than US$ 1 daily (1990-2000)	%	14.4
Urban population living under the National Level of Poverty measured in UBN (2001)	%	39.0
Rural population living under the National Level of Poverty measured in UBN (2001)	%	90.8
Total population living under the National Level of Poverty measured in UBN (2001)	%	58.6
Official Development Assistance (2001)	% of GDP	9.1
Participation of Farming in GDP (2003)	%	14.5
Extended Participation of Agriculture and agro-Industry in the GDP	%	21.7
Population with access to adequate sanitation services (2000)	%	70
Public Expenditure in Health (2000)	%	4.9
Literacy rate of adults (2001)	%	86
Net rate of primary enrolment (2001)	%	97
Public Expenditure in Education (2001)	%	5.5

Own creation using data from the UNDP Human Development Report for Bolivia (2004), National Demography and Health Survey (2003) and the National Institute of Statistics (2004). La Paz - Bolivia, May 2004.

2.1.3 Rural Poverty

28. The achievements in sectoral growth and stabilizing the economy observed from 1985 to 1998 have been insufficient to reduce the rural poverty levels of Bolivia. According to the Unsatisfied Basic Needs[12] indicator (UBN) 39% of urban homes are under the poverty line, while this figure is close to 91% in the rural area. At the departmental level, UBN indicators in the rural area have not changed substantially since 1991 despite public investments carried out in municipalities with popular participation and additional resources from HIPC I and II.

Table 3: Percentage of Inhabitants with UBN in Bolivia

Departments	TOTAL			URBAN AREA			RURAL AREA		
	Census 1992	Census 2001	Difference	Census 1992	Census 2001	Difference	Census 1992	Census 2001	Difference
BOLIVIA	70.9	58.6	-12.3	53.1	39.0	-14.1	95.3	90.8	-4.5
Chuquisaca	79.8	70.1	-9.7	43.4	33.4	-10.0	97.3	94.7	-2.5
La Paz	71.1	66.2	-4.9	56.7	50.9	-5.8	96.9	95.5	-1.4
Cochabamba	71.1	55.0	-16.1	50.0	33.2	-16.8	94.3	85.7	-8.6
Oruro	70.2	67.8	-2.4	57.8	50.1	-7.8	94.4	94.3	-0.1
Potosí	80.5	79.7	-0.8	51.7	48.3	-3.4	95.1	95.4	0.3
Tarija	69.2	50.8	-18.4	49.3	30.5	-18.8	93.6	86.6	-7.0
Santa Cruz	60.5	38.0	-22.4	48.5	24.9	-23.6	92.5	81.0	-11.6
Beni	81.0	76.0	-5.0	72.5	66.8	-5.7	97.9	96.1	-1.8
Pando	83.8	72.4	-11.3	48.3	43.3	-5.0	96.4	91.5	-4.9

Source: Poverty Map of Bolivia done by the National Institute of Statistics (INE). La Paz – Bolivia, September 2003.

[12] Measures accessibility to basic services such as education, electricity, potable water and basic sanitation. There is some debate as to whether access to basic sanitation – given rural dispersion and the low population density – should be considered an essential service.

29. The most vulnerable groups are the small farming families in the Altiplano and the Valleys without irrigation systems, isolated by distance from the main markets or without technical assistance to improve their agricultural output or decrease risks in their productive process[13]. In addition, climatic risks such as drought, hail and floods are high in this region of the country, subjecting the population to increased vulnerability. The majority of the population in this region and particularly in the rural areas is indigenous. About 371,000 productive units (approximately 1.9 million people) cannot cover the costs of a basic food basket, education, health and housing. An extensive household survey carried out by INE in 2002 in the three most important agro-ecological areas (Altiplano, valleys and plains)[14] illustrates the extreme situation in rural Bolivia:[15]

Table 4: Incidence, Gap and Intensity of Rural Poverty for Agro-Ecological Areas and Types of Family Units (2002)

Typology	*Description*	*Altiplano*	*Valley*	*Plain*	*Total*
Farming Units	Number of homes	252,835	195,857	98,335	547,027
	Incidence of poverty	84%	81%	63%	79%
	Poverty Gap	44%	45%	25%	41%
	Intensity of Poverty	28%	29%	13%	25%
Mixed Units	Number of homes	33,888	27,988	15,310	77,186
	Incidence of poverty	76%	72%	67%	73%
	Poverty Gap	35%	33%	22%	32%
	Intensity of Poverty	21%	20%	11%	19%
Non-Farming Units	Number of homes	47,026	23,618	33,763	104,407
	Incidence of poverty	49%	43%	38%	44%
	Poverty Gap	21%	18%	14%	18%
	Intensity of Poverty	11%	10%	7%	10%
Total	Number of homes	333,749	247,463	147,408	728,620
	Incidence of poverty	78%	76%	58%	74%
	Poverty Gap	40%	41%	22%	37%
	Intensity of Poverty	25%	26%	11%	22%

Source: Assessment of Life Conditions of the Population from 2002 (MECOVI) from National Institute of Statistics (INE), La Paz – Bolivia, September 2003.

2.1.4 Other Indicators

30. Over the past five years, the infant mortality rate in Bolivia dropped from 67 to 54 for every thousand live births (ENDSA 2003). The rural areas stand at 67, 61 in the Altiplano, and rising to 88 in the central Altiplano (essentially the department of Oruro). Infant mortality is 58 per thousand births in the valleys.

31. Chronic malnutrition remains practically unchanged in Bolivia in the last decade, affecting 26.5% of the population under 5 years of age, with 8% as severely malnourished (ENDSA 2003). The highest percentage of chronic malnutrition (33%) is found in infants between 1 and 2 years of age. 37% percent of children in the rural areas are chronically malnourished compared to 18%

[13] In general, agriculture in the Altiplano and valleys is small scale, family-based and labor-intensive with little outside or technological input and a reliance on regeneration of soil fertility through organic fertilization and crop rotation, consuming part of their production, selling the surplus for cash. Due to the lack of water and irrigation systems, production is generally seasonal and risks include significant weather variations In contrast, family units from the east have more land, greater output and a tendency to use machinery and diversify crops.

[14] There are more than 728,000 family units representing a population of 3.2 million in the rural area, of which 624,000 (85%) are farmers and 104,000 are non-farmers.

[15] *Poverty gap*: the percentage deficit of income per capita with respect to the poverty line. *Poverty Incidence*: the proportion of households that cannot satisfy their basic necessities, including housing, access to basic services of water, sanitation and electricity, cooking fuel, education and health in relation to a minimum predefined level. *Intensity of poverty*: the average level to which necessities are not met.

in the urban areas (ENDSA 2003). Potosí, Chuquisaca and Oruro have the highest rates of chronic malnutrition with 42.3%, 36.6% and 32.7% respectively.

Table 5: Chronic Malnutrition in Bolivia (1989-2003)

	National	*Urban*	*Rural*	*Altiplano*	*Valleys*	*Plains*
1989	38.3	31.5	35.0	44.0	40.7	21.4
1994	28.3	20.9	36.6	33.3	29.9	18.2
1998	25.6	18.3	35.6	31.0	24.2	19.4
2003	26.5	18.0	37.0	32.1	29.3	15.8

Source: National Health and Demographic Survey (ENDE) from 1989, 1994, 1998 and National Health and Demographic Survey 2003, Preliminary Report, La Paz – Bolivia, March 2004.

32. Of a total of 314 municipalities in Bolivia, 200 are mainly devoted to subsistence production and 148 municipalities are considered highly vulnerable (WFP 2003). Current migratory characteristics result in the extension of rural poverty to the major cities, increasing extreme poverty in peri-urban areas. There is also a clear process of the feminisation of poverty, where women are employed in the more precarious jobs, occupy the most unprotected lands and only have access to community positions to the degree that traditional customs allow it.

2.2 STATE OF FOOD SECURITY

33. During the 1980s and part of the 90's the Government of Bolivia identified the greatest problem of food security as availability. Consequently, national policies were aimed at increasing agricultural production and productivity. Later strategies (PRSP) recognize the problem of accessibility: The major reason for food insecurity in Bolivia is poverty. In this context, an estimated 60% of Bolivian homes suffer food insecurity resulting in malnutrition, anaemia and high rates of mortality, essentially due to current social and economic conditions.

2.2.1 Food Security

34. National production currently provides 80% of food in Bolivia, while 16% is imported and 4% comes in as donated food (AGRODATA 2003). Of all the food donated, 95% is composed of wheat and wheat flour that essentially comes from international cooperation agencies and governments with humanitarian and social aid programmes. To a lesser extent, there are milk donations that essentially cover emergency demands. The ratio of dependence on wheat imports is 78.6% while dairy is 26.8%[16].

35. The food deficit in the country is 21% and the external dependence of daily energy (Kcal.) per person is estimated to be 18.6%, with 21.1% for proteins (FAO 2003)[17]. The supply of food per capita in Bolivia is only 2,240 Kcal. with a consumption of proteins of 59.1 grams. In the poorest and most vulnerable municipalities, chronic malnutrition can reach 50% of children under 5 years and the deficit of calorie intake is around 35% of recommended energy.

2.2.2 Change in FAO Classification of Bolivia

36. In the agricultural/livestock sector of Bolivia, various agro-industrial conglomerates co-exist with peasants who produce food for consumption and the local market. However, while in the eastern part of the country, the agricultural frontier is expanding rapidly particularly in oils (soya), in the western part there are serious difficulties in increasing the cultivated area and improving productivity (see also paragraph 25)[18]. Paradoxically, the export of over 340 US$

[16] The Import Dependence Ratio (IDR) = Imports/(Production + Imports – Exports).

[17] Unfortunately, these data are national averages and hide the real consumption by socio economic strata. Given the social and economic inequalities in Bolivia, the majority of the population will have a calorie and protein consumption much below the national average.

[18] There are four sub-sectors that stand out for their dynamism and importance to the economy. The soya conglomerate occupies more than 620,000 hectares, producing more than 835,000 MT of grains for agro-industry,

million annually by eastern soya conglomerates has qualified Bolivia as a net exporter of food, when in reality, small producers in the Altiplano and valleys have high indicators of food insecurity and do not have sufficient help to increase their production. This situation has generated significant concern on the part of the Bolivian government and WFP partners since the programmed food aid for future activities may suffer significant reductions and there may be limitations on possible WFP activities.

2.2.3 Food Aid

37. Although food aid in Bolivia is generally reduced, wheat and wheat flour donations made up 10.7% of the total supply of the cereal in recent years, and 9.78% in 2003[19]. The reasons for wheat imports in Bolivia are explained by consumption habits (urban as well as rural) that include a high demand for wheat in the diet, along with declining prices of wheat and wheat flour in the international market and the not so competitive productive structure in the Bolivia[20].

Table 6: Evolution of the Supply of Wheat and Wheat Flour in Bolivia (Measured in Metric Tons in terms of Wheat)

Source	2000	2001	2002	2003	2004*
Initial Stock	**13,812**	**33,198**	**12,000**	**20,000**	**12,000**
National Production	**106,803**	**115,037**	**122,228**	**95,815**	**32,847**
Wheat Grain Imports	**252,866**	**278,313**	**272,122**	**298,276**	**57,588**
PL – 480 (Title I and III)	4,654			25,000	
WFP	7,067	28,244	5,951	8,673	3,369
Western Mills	146,857	155,681	132,917	115,194	14,650
Other Donors		5,300	5,433	6,800	24,869
Eastern Mills	94,288	89,088	127,821	142,609	14,700
Wheat Flour Imports	**226,593**	**245,958**	**259,726**	**222,099**	**76,661**
USAID (PL-480 Title II) and NGO	42,410	23,737	55,097	46,678	31,944
Commercial Imports	184,183	221,671	199,734	175,293	44,424
Donations WFP, PCI and Others		550	4,895	128	293
Total Supply	**600,074**	**672,506**	**666,076**	**636,190**	**179,096**

* First quarter of 2004.
Source: Espinoza, Roberto. Extreme Consultancy done by WFP, "Wheat Grain and Wheat Flour, availability until March 2004". La Paz – Bolivia, May 2004.

2.3 GOVERNMENT POLICIES, PRIORITIES AND PROGRAMMES AND FROM INTERNATIONAL COOPERATION TO REDUCE POVERTY AND FOOD INSECURITY

2.3.1 National Plan for Food Security (1997)

38. In May 1997, in a joint effort of the Government and International Corporation, the National Plan for Food Security (PLANSA) was presented with the intention of establishing objectives and actions to improve food security in the development context of Bolivia. Although PLANSA lacked precision in defining concrete actions in the context of poverty reduction, it

involving more than 14,000 producers and exporting annually more than $US 340 million, not to mention its investment in producing improved seed, expanding the agricultural frontier, and maintaining road infrastructure AGRODATA 2004).

[19] See annex 4A for details.

[20] Wheat consumption has increased from an average of 394 cal per day per person to 514 between the early 1960's and the end of the 1990's. In the same period of time, rice consumption increased from 85 to 230 cal per person, maiz dropped from 255 to 185 cal, and potatoes from 175 to 86. Delegacion e la Comision Europea, AIPE, *Comida Propia…Comida ajena: Alimentos en Bolivia: disponibilidad y donaciones,* La Paz, January 2004 pp.11-23.

explicitly expresses its intention to respond to issues of improving access, availability and use of food[21].

2.3.2 Operating Action Plan (OAP 1997 – 2001)

39. Soon after the government change in 1997, new economic development guidelines and an Operating Action Plan (OAP 1997 – 2001) were presented. The plan had four main platforms, commonly referred to as "pillars". These included: i) opportunity for employment creation and improvement of income; ii) equity related to poverty reduction; iii) institutionalism, state power for the benefit of the population; and iv) dignity, relating to elimination of the drug traffic circuit. Food security is included under the equity pillar. Although both documents refer to food security and actions to achieve it, no references were made to PLANSA, presented the same year. In this highly politicised context, the OAP of the Government of Banzer and Quiroga (1997-2001) emphasized the need to act in the area of food supply (production and commercialisation), in spite of the fact that hunger and malnutrition are largely the result of poverty rather than availability.

2.3.3 Bolivian Strategy of Poverty Reduction

40. During the same year, the Bolivian Strategy of Poverty Reduction (PRSP) was presented based on the results of the National Dialogue 2000. The strategy proposed four investment areas: i) Employment and income opportunities of the poor; ii) Development of productive capacities of the poor; iii) Security and protection of the poor; and iv) Participation and social integration. The interventions were complemented with three transversal themes: the identity of indigenous peoples; gender equity; and the exploitation of resources and the environment. The topic of food security was addressed in the PRSP as a social protection intervention that encompasses a broad range of polices. According to the PRSP, given that food security is a cross cutting issue, several actions address this although not always explicitly[22].

41. In August 2003, the Government of Bolivia presented the first draft of the **PRSP II (2003-2007)** to the international cooperation community, outlining a wealth generation focus based on three objectives: i) to sustain an economic development on productivity growth; ii) to ensure a minimum of social services for the people; and iii) to guarantee institutional conditions to make the strategic proposal operational and preserve its sustainability with the implementation of anti-cyclical policies.

42. In contrast to the 2000 PRSP, the new proposal considered the new economic situation in Bolivia and reviews the fulfilment of the global millennium goals agreed upon with International Cooperation. To implement the PRSP II, four areas of strategic action were proposed: i) Productive Partnerships; ii) Social Partnerships; iii) Institutional Sustainability; and iv) Fiscal Sustainability.

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[21] To fulfill the food security objectives, the Plan included reforms to reduce administrative procedures to a minimum and facilitate the transaction of goods and services, institutional strengthening and food security training, and investments in support of the production of food. In the context of availability, actions are presented for the development of intermediate cities, production of basic food basket and, transformation and marketing of food. Finally, actions to improve the use of food include attention to groups with high food insecurity and vulnerable groups, support to pregnant and nursing women, information and follow up systems, food consumption incentives (nutritional and food education), strengthening of food distribution and support to the biological exploitation of food (basic sanitation, supply of micro nutrients, co-ordination with primary health care and education programs).

[22] "Food security encompasses a broad range of policies, including income creation, increasing the production and improving the quality of food and of the Bolivian diet. In the Strategy, specific policies are proposed for the productive aspects and for incomes, health, and education in the opportunity pillar and the development productive capacity pillar" PRSP, p.107.

43. In general, PRSP II is seen as a synthetic document supported by a realistic analysis and in some measure taking sectoral strategies into consideration (e.g. National Strategy for Rural Agricultural Development – ENDAR, presented in 2003 and currently under revision)[23].

44. The strategy also vests primary responsibility for poverty reduction with municipalities, which will gradually assume responsibility for social services (education, health), and the creation of economic infrastructure and promotion of the local economy. Resources for this will come from HIPC II and will be automatically distributed to municipalities according to a formula, which takes into account population, but is heavily weighted for poverty indicators. It should be noted that one of the reasons for transparent and automatic transfers is to reduce opportunities for corruption that result in inefficiency in implementing public policy[24].

2.3.4 Decentralization and Popular participation

45. Since 1994, the government of Bolivia has embarked on a process of decentralization. The 1994 Law of Popular Participation (LPP) the 1995 Law on Decentralization and the 1999 Law on Municipalities form the institutional reform context in which the programme takes place. These laws decentralize planning, administration and spending to the local level, and require municipalities to involve civil society in planning and monitoring and to carry out municipal administration in a professional and transparent manner. In addition to regular transfers of revenue on a per capita basis, the HIPC II provisions have resulted in significant transfers of resources[25]. The element of popular participation through OTBs (territorial base organizations) and citizen monitoring of part of municipal government expenditures through *Comites de vigilancia* is significantly changing local governance throughout the country, although not evenly.

2.3.5 Instability in the Current Political Conjuncture

46. During recent years, Bolivia has experienced massive demonstrations of popular discontent with political institutions and public policy. This is a reflection of both deep seated divisions in the country that result in the concentration of wealth on one hand and massive poverty and exclusion on the other, and of recent economic policies of structural adjustment (since 1985) which have deepened these divisions. Protests have increased in both intensity and violence in the years of prolonged economic crisis since 1998.

47. In October of 2003, protest erupted over a plan to sell natural gas resources to California instead of develop the resource for national use. During a week of disruption, 58 unarmed protesters were killed and over 200 wounded. National outrage forced the resignation of President Sanchez de Lozado who later fled to Miami. The vice president of the country was appointed president, and has spent his term to date preoccupied with political priorities. As a result, much of the normal business of government has been on hold.

[23] It is important to remember that PRSP II depends on the participative process of the National Dialogue, which could not be carried out during 2003 because of the social conflicts of October and, consequently, the change of government. Only recently in March of this year the National Dialogue resumed.
[24] Government of Bolivia, *Poverty Reduction Strategy paper – PRSP,* March 2001, pp.12, 18.
[25] For example, the prefect of Chuquisaca related that in Poroma, decentralization and HIPCII transfers resulted in an increase in municipal budget from US$ 10,000 to about US$ 500,000.

Country context main features

- Food insecurity in Bolivia is primarily characterized by lack of access due to poverty.
- Various zones, particularly the Altiplano and valleys in the western part of the country, suffer reduced production and productivity due to adverse climatic conditions (droughts, floods, frosts), which increase vulnerability due to low levels of technology, smallholdings and insecure tenure.
- While food donations generate some controversy in Bolivia, it is generally recognized that national wheat production is inadequate to meet the high level of national demand, and that wheat donations form a small part of the total consumption.
- Food security is highlighted and prioritised throughout the National Strategy for Rural Agricultural Development - ENDAR but is treated only indirectly in the PRSP II.

2.4 THE INTERVENTIONS OF THE WORLD FOOD PROGRAMME

48. In Bolivia, WFP directs food aid to the extremely poor or destitute population. Employing geographical and group targeting criteria, it attends to women, undernourished children or children in danger of malnourishment, indigenous peasants, small producers or landless people, households run by women, populations susceptible to natural disasters and peri-urban populations subject to food insecurity. Communities selected are in 4th and 5th level of vulnerability according to VAM, and are principally located in the Altiplano areas and valleys of the western part of the country.

49. The Enabling Development Policy (EDP) was formulated in 1999 when WFP was implementing the 1997 – 2001 Country Programme in Bolivia. The application of the policy should be analysed in the context of the finalization of this programme and the process of the design and implementation of the CP 2003 – 2007.

2.4.1 Country Programme 1997 – 2001

50. The initial orientation was to increase food accessibility through the creation of productive assets targeted at food insecure populations and to develop human resources through health, nutrition and education projects in selected areas. The three basic activities were extensions of previous projects.

51. **Basic Activity 1: Participatory and Integrated Rural Development in Depressed Areas (DRIPAD)**. This included support for the creation of productive infrastructure, the creation of assets or their replacement, the improvement or extension of agricultural production. It emphasized aid for isolated communities with food insecurity, with equality and gender criteria, through food for work or food for training. Monetisation was used for the purchase of local foodstuffs or for credit.

52. **Basic Activity 2: Public Health and Sanitation Services to reduce the incidence of Chagas disease**[26]. Its objective was to contribute to the Ministry of Health and Social Services 1998-2002 Programme for the Control and Prevention of Chagas Disease by means of vector reduction in the homes of the population at risk. The Ministry of Housing and Basic Services

[26] Chagas is a debilitating disease found only in Mexico, Central and South America, caused by a parasite carried by a common bug that lives in the thatched roofs and chinks in adobe huts. Control is through improved housing, sanitation and insecticide.

became (2000) the counterpart with 240 $US per family dwelling. Food aid was aimed at compensating the additional work of housing improvement for poor families, who, for reasons of survival, are unable to invest in housing and health.

53. **Basic Activity 3: Educational support for children at a school and pre-school age**. It included two programmes: the Programme for Integral Attention for Boys and Girls under 6 years of age in depressed areas under the responsibility of the Ministry of the Presidency and the School Food Programme in the Cotagaita – San Juan de Oro Project area, in the Department of Potosí, initially supported by IFAD and involving the Ministry of Education, Culture and Sports. Both programmes use food aid as a catalyst for the fostering of integral education, the enhancement of the situation of women by means of training, a gender approach, and incentives for mothers and fathers to participate in productive and social community actions and to maintain school attendance levels.

54. **Supplementary Activity 1: Provision of Nutrients**. The objective was to increase the consumption of flour fortified with iron among the population of children and women with anaemia. It operated by means of an agreement with flourmills to fortify wheat flour with iron and vitamins and it distributed iron through health centres and assessed the consumption. WFP also distributed oil fortified with vitamin A in its rations.

55. **Supplementary Activity 2: Aid for Street Children**. The programme was begun with joint actions with social service institutions in a national registration system as one of the activities of the First Lady's Office. Thirty-five (35) organizations of the 200 applying had qualified to participate in the WFP's food complementation programme for vulnerable groups in the canteens of various centres of attention.

2.4.2 Country Programme 2003 – 2007

56. Goal: to increase food security and sustainable livelihood of 554,000 beneficiaries per annum in the selected areas, with gender equality including actions to save lives in emergencies.

57. **Basic Activity 1: Support for Food Security and Means of Sustainable Livelihood** is targeted towards 250,000 beneficiaries from households most vulnerable to food insecurity, with the objective that these households create and preserve the natural, physical and social assets which will allow them to enjoy sustainable means of livelihood. Emphasis is placed on the mitigation of the effects of disasters, the response to emergencies and equality between men and women. The activity represents 43% of the CP budget.

58. Immediate objective 1: To support the development of social and human assets. It includes literacy, mainly aimed at women, in an effort to improve their social condition and contribute to the reduction of malnutrition associated with illiteracy. This objective is pursued through the implementation of food for training (FFT) activities (a planned 20% of the budget allocated to Basic Activity 1).

59. Immediate objective 2: To reduce the vulnerability of households with food insecurity to natural disasters and other crises. It includes activities for the protection of assets by means of the construction of gabions, protective walls, native pastures and woods, the construction of water reservoirs, small irrigation systems, rehabilitation of land, forestation, small water systems for human consumption and the improvement of school infrastructure and nurseries. The system is food for work (FFW) and reliance on contributions by counterparts of non-local materials and by the community of work and local materials. Training related to productive assets and sustainable livelihoods is also provided (70% of the budget of Activity 1).

60. Immediate objective 3: Provide rapid and appropriate aid for the victims of natural disasters and other emergencies by means of food aid and other non-foodstuff products and the rehabilitation of damaged infrastructure (10% of the budget of Activity 1).

61. **Basic Activity 2: Support for the Development of Human Capital. Goa**l: to create the conditions for poor households to invest in human capital through education and training. The activity includes three programmes and represents 57% of the CP budget.

62. **The School Food Programme in Primary Rural Schools PAE** benefiting 42,000 children over the age of six. The aim is to support regular primary school attendance and to improve learning capacity by means of hunger relief in the short term. Highly vulnerable municipalities and moderately vulnerable municipalities account for 75% and 12.5% respectively of the programme (these were selected before the VAM targeting). There are plans to extend the coverage with UNICEF and GTZ partner institutions in other areas of high vulnerability. The main counterparts are the municipalities and the regulating body is the Ministry of Education. The activity involves parents (in school committees) in handling and preparing food, the maintenance of school infrastructure and complementary activities such as vegetable gardens.

63. **Programme for the Attention to Boys and Girls under 6 years of age PAN** benefiting 72,000 children in pre-school attention centres. The aim is to improve the nutritional, cognitive state and the psychomotor development of children under six[27]. It includes four lines of action: nutrition, education, health and protection. The activity involves parents through the Parents Committee, which generally provide volunteer work as well as food and cash contributions.

64. WFP intervenes in six of the nine departments[28], supporting 2002 centres out of a total of 2301, in association with municipalities, prefectures and NGO's. The activity has economic resources from the IDB, the National Treasury (NT), the Departmental Treasury and the municipalities, technical assistance from UNICEF and complementary food from the government of Italy. Some 40% of the centres operating with funds of the IDB/NT have been transferred to the municipalities for operative expenses.

65. **Street Children Programme**: The aim is to contribute to the development of 7,200 boys, girls and adolescents who live and work in the street through greater access to integrated educational services, health and nutrition within a framework of gender equality. The mechanism is food for training. It operates in El Alto, La Paz and Cochabamba, where there are a greater number of children that live and work in the street. Since April 2004, the co-ordinating unit is the Vice-ministry for Youth, Children and the Seniors within the Ministry of Sustainable Development The programme involves a large network of NGO and Church organizations as implementing partners.

66. **Supplementary Activity 1**: Support to Micronutrients programme. The immediate objectives are: to increase the consumption of Vitamin A at a national level, mainly among children and women; to consolidate the consumption of iron through fortified flours, to provide pre-school and school children with anti-parasitic pills and to oversee and assess the status of the fortification of mass-consumed food, such as, flour and oil.

2.5 CHANGES IN THE COUNTRY PROGRAMME AND COHERENCE WITH EDP

67. The 1997-2001 Country Programme (CP) followed the suggestions of the mid-term evaluation, re-structuring its activities around two axes and extending the programme until December 2002 to bring it into line with the programming cycles of the other agencies of the United Nations Systems. The Enabling Development Policy occurred at a favourable moment

[27] Age 6 months to 6 years.

[28] Criteria for intervention included level of food security, data on chronic malnutrition, and the availability and access of food. According to the VAM (2000) the central and southern highlands (altiplano) were identified as the most vulnerable zones based on economic data on municipalities and their capacity to respond to the most common risks.

for the adjustment of the country programme, contributing to greater direction, coherence and consistency.

68. The Country Programme has made a significant contribution to the development of a system of targeting, which enables the identification of food vulnerability at community levels as well as an articulated system of planning, monitoring and assessment.

69. The 2003-2007 CP, in line with the EDP, has adopted a strategic planning approach, incorporating Result Based Management (RBM). This is a key step in being able to demonstrate results. In this process, the programme has shifted its emphasis from objectives to measurable results to be obtained. These are expressed and summarized for the first time in a Logical Framework Analysis (LFA) that will allow for monitoring of short and long-term results and of impact.

70. In terms of the programme, the intervention of WFP has applied the EDP concentrating its interventions on two basic activities – Support for Basic Food Security and Sustainable Means of Livelihood and the Development of Human Capital. This includes finalizing the activity of attention to Chagas disease[29], and maintaining micronutrients as a supplementary activity. Basic Activity 1, still known as DRIPAD, is a continuation of the previous programme, but with a more integral and synergetic approach to ensure sustainable means of livelihood and with greater emphasis on training. Emphasis has shifted from works and the period of time to be recompensed with food towards the creation of fixed assets that generate economic conditions to enhance subsistence strategies at a family and community level.

71. There is no longer any conversion of food to money to provide non-food inputs such as credit. Successful food security projects such as the dairy cattle credit programme can no longer be carried out because they do not involve food donations. This reduces the flexibility of WFP to carry out integral programmes, and focuses it on a more narrowly, but clearly defined role of providing food. It requires close partnership with different institutions that complement food support with materials and human resources.

72. The CP has applied its commitment to women in a systematic way, insisting on a gender focus at all stages of programme planning, implementation and monitoring, and is committed to fully implementing the WFP's eight point Enhanced Commitment to Women (see Annex 5 for more details).

73. Basic Activity 1 (BA1) Support for Food Insecurity and Sustainable Means of Livelihood, corresponds to objective 5 of the EDP (Enable households which depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods) it involves municipalities with high levels of household vulnerability, and aims to prevent subsistence strategies that lead to the exhaustion of the bases of production. The allocation of resources to the BA1 is 43% of the budget. In the BA1, the greater part of the resources (70%) is allocated to the protection and rehabilitation of assets, with resources for training accounting for 20% and 10% budgeted to emergencies in the context of frequent small emergencies caused by frosts and drought.

74. Immediate objective 1, To Support the Development of Human and Social Activities, especially those of Women, contributes to the objective of the EDP 2 (Enable poor households to invest in human capital through education and learning), creating conditions in poor households so that they may invest in human capital through education and training which, in turn, will allow women to use their free time to acquire new practical knowledge.

[29] It was explained by WFP staff that since this was a disease related to a particular parasite, and could not be influenced by better nutrition, it didn't fit with the new EDP.

75. Immediate Objective 2, To Reduce the Vulnerability of Households with Food Insecurity to Natural Disasters and other crises, contributes to EDP objective 3 (Make it possible for poor families to gain and preserve assets) with early interventions in vulnerable groups of poor households that suffer from oscillations with regard to food availability, supporting the acquisition and conservation of collective assets with a community base.

76. Basic Activity 2 (BA 2): Support for the Development of Human Capital, aims at the objective #2 of the EDP. Fifty seven percent of the budget is allocated to the Development of Human Resources in the BA2, reflecting the clear intention of the EDP to create conditions so that the population may overcome problems of marginalization from the main current of development.

77. Supplementary Activity 1: support to the Micronutrients Programme contributes to thematic area #1 (Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition related health needs).

Key findings

- The current CP is in line with the EDP; it has a clear focus and concentrates efforts in two of the five EDP thematic areas, although due to the integral nature of interventions, two other areas are also addressed.
- The CP has also incorporated a number of measures necessary for EDP implementation , such as the introduction of RBM, improved targeting through the development of VAM, better monitoring and evaluation systems, a strong commitment to gender equality and fine tuning of FFW towards productive assets.
- Focussing of activities has led WFP to withdraw from two programmes that though viewed as successful (credit for dairy production, and Chagas prevention) did no longer fit the programme requirements.
- The price of greater focus and specialization on food instead of cash, has been paid in terms of reduced flexibility inherent in food.

3 MAIN FINDINGS

3.1 HOW RELEVANT IS THE CP IN TERMS OF THE EVOLVING CONTEXT OF POVERTY REDUCTION AND FOOD SECURITY[30]?

3.1.1 National Policies

78. WFP's programme addresses PRSP objectives of increased security and protection of the poor, with actions directed at the social protection of minors, adolescents and the elderly; food security in rural communities exposed to the risks of water shortage; emergency programmes in case of natural disasters, and guaranties in land ownership and water management[31]. The four strategic components of the PRSP: i) enhanced employment and income opportunities; ii) building the productive capabilities of the poor; iii) enhanced security and protection; and iv) promotion of social integration and grassroots participation[32] are addressed by the Development programme of WFP.

79. The CP is relevant to the proposed strategy currently under discussion in the Ministry of Agriculture, Vice Ministry of Rural Development. This strategy proposes three areas of focus: developing and improving productive chains; increasing local participation and providing direct support to the poorest municipalities. Food security is addressed through increased production, or through the development of non-agriculture income generation. The policy implicitly recognizes a distinction between the poor – who have more potential and are more attractive to other donors - and the very poor, with whom WFP works[33].

80. In line with government preference, WFP does not provide food that competes with the products on the local market and purchases national products whenever possible. Mainly wheat is imported, and extensive amounts of rice, oil, and salt are purchased in the national market[34].

81. Donations of wheat/flour since 1995 have ranged from approximately 9-15% of total demand (see annex 4A). By far the main source of these donations is flour provided by PL480 II. WFP has generally provided less than 30% of donations, and less than 3% of national demand - never more than 5%. In 2001, an exceptional year due to an EMOP operation, WFP provided 50% of the donated wheat/flour or 4.7% of the national demand. In every year with the exception of 2001, illegal imports (estimates) have been greater than WFP donations[35]. Studies by proponents of food sovereignty (AIPE) have not found that wheat donations have any significant negative impact on markets in the short/medium term given the overall national deficit in wheat. More important in the long run is the development of a food security strategy that addresses Bolivia's reduced options through its increasingly free trade orientation[36].

82. WFP implements its programme within the process and framework of Decentralization and Popular Participation. This provides stability and sustainability for the programme, while also contributing to the capacity development and credibility of municipalities. Twenty percent of

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[30] The Country Programme and the EDP program are essentially the same in the case of Bolivia, given that there are no PRRO or EMOP operations.

[31] WFP, FAO, SINSAAT, MDSP *Análisis y Cartografía de la Vulnerabilidad a la Inseguridad Alimentaría en Bolivia,* La Paz, February 2002, p.128.

[32] Government of Bolivia, *Poverty Reduction Strategy Paper,* La Paz, March 2001, p.17.

[33] Interview with Ministry officials.

[34] See also section 3.3.4, Table 18.

[35] Delegation of the European Commission, Asociacion de Insticiones de Promocion y Educacion – AIPE, *Comida Propia…Comida Ajena. Alimentos en Bolivia: disponibilidad y donaciones.,la Paz, January 2004, Table prepared by Espinoza G. Roberto. p.140 (Annex 4A).*

[36] AIPE emphasizes food sovereignty over food self-sufficiency, and feels that free trade is reducing Bolivia's options to use policy tools to develop a food security strategy.

national revenues are allocated to municipalities on a population basis, and HIPCII financing is transferred preferentially to poor municipalities.

83. PAN, which incorporates previous programmes of CIDI/PIDI and PRONAM, is one of WFP's implementing partners and is recognized in the PRSP as valuable to child development but as difficult to maintain. Sustainability will require the support of health, and education sectors and of municipalities[37].

3.1.2 Relevance to international context

84. One of the most significant references for international cooperation and particularly for the UN system is the UN Millennium Goals Document. The Bolivian CP is strongly focused on four of the eight MDG objectives[38].

85. **MDG Objective #1:** to eradicate extreme poverty and hunger. The WPP programme specifically addresses populations that are most food insecure and in greatest risk of hunger and malnutrition.

86. **MDG Objective #2:** to achieve universal primary education. PAN and PAE are directly aimed at attracting and keeping pre-school and primary school attendance through the incentive of food, and the improvement of academic performance through adequate nutrition.

87. **MDG Objective #3:** to promote gender equality and women's autonomy. WFP has proactively integrated a gender perspective in all of its activities, particularly favouring women for literacy training and leadership development in all of its programme areas.

88. **MDG Objective #7:** to guarantee environmental sustainability is incorporated into the design of asset creation, especially given that environmental degradation is a major cause of food insecurity in the target areas.

89. UNDAF co-ordinating efforts have been underway since 1999 when CCA (Common Country Assessment) started; followed by the UNDAF (UN Development Assistance Framework) formulated in 2001. Co-ordination efforts have addressed substantive issues such as analysis and programmes, as well as process issues relating to administrative procedures, planning cycles, communications strategies, etc.

90. WFP objectives are in line with UNDAF programme objectives which include: promotion of the participation of civil society in the process of decision-making; strengthening of institutional capacity of central government and of municipalities to contribute to the democratic consolidation and construction of an efficient decentralized state; contribution to the design, implementation and follow up of policies, programmes and projects that support poverty reduction and the elimination of all forms of social exclusion (UNDAF p.21). Functioning programme groups include Gender, HIV/AIDS, Health, Education, and Disaster Management. Process groups include Administration, Communications, and Security. WFP participates in relevant committees, including contributing two members to the technical team, and taking a leadership role in the Gender and DMT groups. Process issues include the harmonization of administrative procedures, expenses, per diems, a common roster of consultants, and a communications strategy to present a common face for the UN in Bolivia.

91. The process of co-ordination is slow, not surprisingly given the vertical structure of each organization, the organizational culture and the established programmes, priorities and procedures of each agency. In addition, the process has been participatory which has been part of

[37] PRSP, op cit, p. 27-28.

[38] MDG Objective # 4 (to reduce infant mortality), # 5 (to reduce maternal mortality) and # 6 (to fight HIV/AIDS, malaria and other diseases) are addressed only tangentially through improved nutrition. Under the new plan, WFP has reduced its emphasis on objective # 6 by withdrawing from its support for the Chagas reduction programme, although Chagas has been identified in the Bolivian context of the MDG as one of the three principal endemic diseases. The monitoring of the MDG includes monitoring Chagas.

its strength, although at the expense of speed. This view was reflected in interviews with many of the members of the UN community. A few expressed frustration with the speed, but most expected it to be a long, gradual process, given the weight of history and process in each vertical structure.

Complementarity and integration EMOP/PRRO

92. WFP in Bolivia is primarily a development programme. It has no PRRO activities and only one EMOP operation in recent years. In response to the devastating and widespread impact of el Nino in 2002, and the Disaster Declaration at a national level, a one-time US$ 1,937,990 programme was approved and implemented between March 2001- Feb 2002. Four departments were involved (Oruro, La Paz, Cochabamba and Beni). Existing infrastructure allowed WFP (with food) and the WHO (with potable water) to intervene rapidly, even before the government declared the emergency. Food and non-food items were provided, with 41% of food locally purchased complementing donated wheat. Relief was combined with food for work where appropriate to clear up and repair damaged or destroyed infrastructure.

93. The key mechanism for responding to emergencies in Bolivia is the development programme and the infrastructure of its main partner in food distribution, DRIPAD. This structure allows WFP to respond rapidly and effectively to emergencies anywhere in the country. It has responded effectively to minor emergencies in VAM targeted and non targeted areas, such as El Alto following the political emergency in October of 2003, in the Chaco, and in Lipez In the last of these, in an emergency brought on by a freak snow storm, community members who were in town for elections were able to use the supplies stockpiled in the school to feed themselves through the preparation of *olla communes*[39]. First, to arrive on the scene was WFP with food and tools for clearing snow. About 25% of the animal population was lost. WFP plays a leadership role in the Disaster Management Team and is well respected for its capacity to move quickly and efficiently into action. It is seen as a particularly important organization given that increasing socio-political and climatic instability may lead to an increase rather than decrease in minor emergencies[40].

94. VAM identifies susceptibility to natural disasters as part of the overall vulnerability of a community. Planning on an annual basis for Activity 1 prioritises communities that have recently suffered a disaster such as a flood, drought, or hail. Most emergencies are small scale and localized, affecting a few communities or municipalities on a scale that puts the population at risk, but does not constitute a disaster on the national level. In this sense, the programme has been very successful in addressing development at the margins of emergency, focusing on particularly vulnerable populations and helping to both respond to and prevent the cyclical emergencies they face. In these minor emergencies, and wherever possible, WFP favours food for work programmes rather than direct aid, aimed at creating assets that will reduce vulnerability in the future.

3.1.3 Complementarities and synergies with other donors interventions

95. WFP is an integral part of UNDAF, both contributing to its formation, and gradually harmonizing its own planning process to it. The UN map of activities[41] shows that 96 municipalities – particularly in Potosí, Oruro, Cochabamba, Santa Cruz and Tarija - have three or

[39] "Common pot" – a traditional form of community kitchen that combines available food to share equally among the community members.

[40] From meeting with bilateral donors. Several donors and NGOs pointed to WFP's high profile and very successful facilitation and co-ordination of emergency responses in the recent political conflicts in El Alto, or various acts of co-ordination with NGO partners to provide emergency food aid in locations where they worked.

[41] UNDAF, (elaborated by VAM-PMA Bolivia) *Cartografía de Actividades de las Agencias de Las Naciones Unidas en Bolivia y Objetivos de Desarrollo del Milenio por Municipios,* La Paz, March 2003.

four UN agencies working in the area. In only eight municipalities was WFP the only UN agency at work. WFP overlaps in 36 municipalities with UNICEF, 64 with UNFPA, 68 with WHO/PAHO and 10 with FAO[42]. WFP overlaps with at least two other UN agencies in 61 municipalities. The map was prepared as a baseline to improve co-ordination of UN agencies' efforts, reduce duplication and increase impact. The process is still new, and the presence of more than one UN agency does not yet indicate co-ordination. The various organizations have their own histories, dynamics and priorities that may require many years to harmonize.

96. WFP co-ordinates actively with several UN agencies through general agreements and through specific projects. WFP co-ordinates with UNICEF in the latter's *escuelas amigas* project with the provision of school feeding programmes (PAE). Co-ordination is currently taking place in Chuquisaca. Both agencies support literacy training for women, but do not work together and have agreed not to work in the same zones, since UNICEF's strategy does not include FFT (food for training).

97. Through FFT, WFP cooperates with the UNFPA on the bilingual Literacy Project using Sexual and Reproductive health, and Gender & Interculturality as content. This work is based on a pilot project in Chuquisaca, Potosí and Cochabamba between 1999 and 2002 implemented by UNFPA (83%), the government (10.5%) and municipalities (6%). The target population was 100,000 rural and peri-urban indigenous people (75% women) and the objectives to strengthen women's role as protagonist, to decrease the number of illiterates and to improve demand for reproductive health services.

98. WFP has recently agreed to work through FFW with FAO in the expansion of school gardens, which are complementary to school feeding programmes, and are of interest to FAO for their potential to train students in new dietary habits and new productive knowledge. FAO sees them as a place to apply abstract concepts such as math (addition, subtraction) physics (irrigation) and botany, as well as bringing back a connection between rural education and production. WFP and FAO also collaborate in sharing lessons learned, in support to the restructuring of SINSAAT, and training key government personnel in food security monitoring.

99. The USAID is the most significant food donor in Bolivia, working in a very different manner from WFP. Food donations through PL 480 are channelled through US NGOs (Save the Children, CARE, FHI and ADRA). Wheat is imported as flour in order to avoid paying the high cost of milling on the local market. It also monetizes half of its product on the local market to provide funds for non-food forms of assistance. WFP and USAID partners co-ordinate closely to avoid duplication in the same geographic areas. Only in one case, Querequewisi, did the mission encounter a USAID sponsored food programme operated by ADRA for infants and pregnant and lactating women[43].

100. WFP has plans to expand PAE in partnership with GTZ, which works in parts of North Potosí with problems of chronic food shortage. GTZ hopes to complement the work of municipalities that are already spending some of their budget to buy local foods to support the school feeding program. GTZ feels the programme will enhances school attendance.

101. The Italian government also provides food aid in modest quantities to the PAN programme in the form of quinoa and wheat. These supplies were observed in the centres and were seen as complementary to WFP/municipal food contributions.

[42] UN agencies have different levels of concentration in communities, depending on their strategies and mandates. WFP works in 147 municipalities. By comparison, the WHO/PAHO works in 168, the UNDP in 139, UNFPA in 96, UNICEF in 63 and the FAO in 15 (Ibid).
[43] Based on information provided by community members.

3.1.4 Relevance of targeting of CP

102. According to the 2002 VAM study, 148 municipalities are at high risk; including 48% of municipalities, affecting 19% of the population, and covering 25% of the land mass[44]. In greater detail: 21 of 28 municipalities in Chuquisaca are at a high level of vulnerability; 18 out of 44 in Cochabamba; 49 of 75 in La Paz; 24 of 34 in Oruro; and 30 of 35 in Potosí – for a total of 142 of the 148 high risk municipalities[45]. VAM allows targeting not just to level of municipality, but also to the level of the communities that make up each municipality. This is new in poverty mapping in Bolivia. According to VAM 2003, 7738 (53%) communities are highly vulnerable to food insecurity.

103. VAM targeting does not apply within communities. Considerable flexibility is given to the communities to apply their own decision-making mechanisms. This has the potential to skew the targeting process, as communities perceive significant economic differences among their members. However, the observed tendency within the communities visited was towards equity. In most cases, all interested families participated, in part because it was not seen as appropriate to exclude anyone, even if it meant further dividing the rations available, and partly because many of the assets created had potential to benefit the whole community. In the case of Choromomo for instance, community discussion led to the conclusion that new agricultural lands created by the project should be available to the landless. In Japo, while all 50 families participated in the construction of the fishponds, only 37 families continued in their operation as the other 17 had relatively significant amounts of livestock and neither needed the income, nor had the time to work[46].

104. In some cases, such as in San Juan de Orcas or Japo, the dispersion of the community makes it extremely difficult to provide a good coverage of services. In these cases, only the beneficiaries closest to the project centre are able to participate. This is a particularly important limitation to access to PAN especially where the programme runs for four hours instead of a full day.

105. Vulnerability is determined through the analysis both of factors that characterize vulnerable municipalities and variables for their response capacity.

- Factors that characterize vulnerable municipalities:
  - combination of risk factors – mainly hail, drought and flooding;
  - low productive potential;
  - limited economic and physical access to food;
  - lack of access to basic services.
- Variables for response capacity:
  - *production*: agricultural potential, forestry potential;
  - *economic and physical access*: income in $USD per capita, rail and road access;
  - *use of food*: medical attention, rate of illiteracy; crowding;
  - *variables in ethnic and gender inequity*: Gender Development Index, gap between Quechua and Spanish households in satisfaction of basic needs[47].

106. Urban targeting is in progress in line with EDP policy, but is a more complicated process. The VAM process of 2002 included a commitment of WFP, SINSAAT, PASA, and USACE (the Food Security Analysis unit of the European Commission) to adapt the VAM methodology to

[44] WFP, FAO, SINSAAT, MDSP, *Análisis y Cartografía de la Vulnerabilidad a la Inseguridad Alimentaría en Bolivia,* Feb 2002. p.115.
[45] WFP Bolivia Country Strategy Outline, June 2001 p.3.
[46] According to the participating families: it was not possible to verify with non-participating families. PASACH (Danish Cooperation) has been working in livestock production in the area.
[47] WFP, FAO, SINSAAT, MDSP, op cit. p.23.

urban and peri-urban areas, not yet completed[48]. Of urban and peri-urban populations now the majority in Bolivia, an estimated 26% are unable to meet basic needs[49].

107. Institutions with a national and regional scope are using the VAM. The Ministry of Peasant and Agricultural Affairs (MACA) has adopted VAM in its National Strategy for Rural Agricultural Development (ENDAR) and for determining, together with the FAO, the areas of attention for emergencies. The Ministry of Sustainable Development is using it as an instrument of strategic planning through the departmental planning units. In the framework of the Social Dialogue, it has been used by the National Institute of Statistics (INE) and UDAPE. Other programmes such as CARE, PASA and UN agencies are incorporating it as a planning instrument.

Key findings on relevance

- WFP's CP priorities are relevant to national policies of poverty reduction and rural and agricultural development, although the government lacks a clearly defined food security strategy.
- WFP's CP is consistent with the MDG goals and the UNDAF framework and priorities.
- The Development programme is the only regular WFP programme in Bolivia. It is well organized to deal with and prioritise the small-scale natural and man-made disasters that characterize vulnerability for Bolivia's poor. Structures in place for development efforts allow WFP to respond rapidly to all forms of emergency.
- The VAM system of targeting has been very useful in ensuring that assistance reaches the municipalities and the communities with significant vulnerability to food insecurity, and that the activities undertaken – especially through FFW – target some of the immediate causes of this vulnerability.
- Since vulnerability is also characterised by reduced access to food due to poverty, the role of WFP within the UNDAF framework of promoting development goals is also important to address long-term solutions.

3.2 WHAT ARE THE MECHANISMS, MEANS AND TOOLS INTRODUCED/STRENGTHENED AT COUNTRY LEVEL TO FACILITATE EDP/CP IMPLEMENTATION?

3.2.1 Progress (and changes) in partnership

108. WFP has been working with DRIPAD since it was formed in 1996[50] and more recently, with PAN, PAE and the Street Children's programme as primary implementing partners. DRIPAD is a national organization, consisting of 150 staff nationwide, with 8 at HQ in La Paz, and the rest at the departmental level[51]. DRIPAD was established to be WFP counterpart, responsible for the logistics of food distribution (food for work, PAE), and direct relationship with other counterparts (e.g. municipalities, NGOs). Various measures, such as the appointment of staff on the principle of merit rather than politics, have been taken to ensure

[48] WFP, et al, *Análisis y Cartografía… op cit* p.129.
[49] WFP, CSO p.5.
[50] DRIPAD was constituted as a program from a team existing since 1990 within the Ministry of Agriculture.
[51] In relation to the main implementing partner, DRIPAD, WFP staff is very small. Including the Director, Programme Officers, Logistics staff, support and drivers, there are only eight staff members at the national level and four regional monitors.

institutionalisation[52]. Table 7 illustrates the commitment in resources made by various levels of governments to the programmes supported by WFP.

109. *Program Pais* has been described as a virtual organization established to supervise WFP partners. It has no office or function other than to co-ordinate activities related to WFP, including DRIPAD (located in the Ministry of Agriculture) PAN (previously in the Presidency and recently to the VM responsible for Children) & PAE under the Ministry of Education, but implementation is the responsibility of municipalities.

110. With the phasing out of monetization, WFP became more reliant on partnership for training and non-local material components[53]. This has allowed each partner to concentrate on their strengths, to ensure that food aid is included only on an actual need basis and does not become the central axis of development efforts. On the negative side, it is sometimes difficult to find appropriate partners in some of the most distant and food insecure communities where WFP should be working, and the scope of WFP actions depends to some extent on the resources of the partner[54].

111. Under the process of decentralization and popular participation, and with the implementation of HIPCII, municipalities have become key partners in the programme. Municipalities have the resources to invest, but are looking for opportunities to use them to leverage additional resources and multiply their effectiveness. In the case of school and pre-school feeding which are resource intensive activities, WFP helps municipalities to fulfil their mandates. FFW programmes through DRIPAD help municipalities build productive infrastructures to meet priorities in the PDMs. However, even with the resources of HIPCII, municipalities in the poorest parts of the country are not able to adequately serve all of their far-flung communities, or all the vulnerable groups within them.

112. Given that demand exceeds WFP resources, the programme prioritises municipalities that have shown a real commitment to meeting the needs of their populations, thus ensuring that the investment has impact and a multiplier effect. The municipalities visited by the evaluation team exhibited high levels of commitment to the programme and to the priorities expressed in the communities. Indicators of commitment observed in the various municipalities included: assignment of resources to the programmes (PAN, PAE, transportation), development of other programmes for vulnerable populations (for instance, Integrated Legal Services -SLI- for women), working committees for decentralization and popular participation, support of the communities visited, etc.

113. The programme works with some NGOs with long-term commitment in communities; e.g. PROAGRO with 9 years in the community of Choromomo. In these cases, food complements but does not replace the technical, supportive and organizational role the NGO has developed with the community. The provision of food also allows the NGO and community to undertake larger projects such as the irrigation project that would not have been possible without food support.

114. While the programme benefits from the strengths of its partners, it also suffers from their weaknesses. PAN for instance has not managed to become fully institutional, located inexplicably in the Ministry of the Presidency, and according to the IDB whose funding is coming to a close, unable to resolve its institutional problems or properly spend its budget. While some steps have been taken, such as moving the programme to the Vice Ministry responsible for children, and

[52] The process of decentralization has concentrated at municipal level. Institutional reforms at the departmental level are incomplete.

[53] Food distribution is the priority for the WFP. Non-food items correspond to the ODOC budget (2% of tonnage received) – mainly training (workshops, seminars, study tours) some materials for works, tools, office supplies.

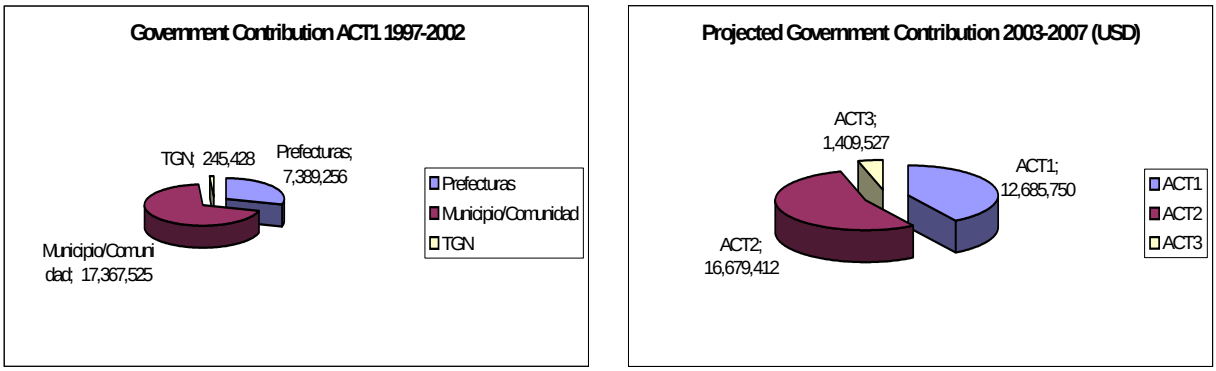
[54] In several of the visits, representatives came from further communities to ask for help from WFP because no one else was helping them. Even municipalities have a difficult time trying to reach – in some cases – over 100 communities.

reaffirming the government's commitment to some kind of follow up to PAN, its role and capacity as a counterpart after December is still unclear[55].

115. All WFP agreements are all "subject to availability of resources", due to the funding structure. While WFP has been able to meet all of its commitments, the funding limitations probably discourage longer term, stable partnerships.

116. Indirect implementation requires an effective system of checks and balances to guarantee transparency. In general, effective systems are in place through community committee monitoring, effective computerized monitoring and reporting systems, supervising visits of the CO programme/logistics staff based in La Paz, and WFP monitoring at the field level. In the case of the latter, the evaluation team found there were only three regional monitors, and a fourth recently appointed in La Paz who until recently have relied on DRIPAD logistical support. Even though DRIPAD is a highly effective counterpart, the role of the monitors is important and should be properly resourced.

Figure 1: Past and projected government participation in WFP programmes



2

3.2.2 Stakeholders' participation and ownership

117. Stakeholder's participation is closely linked to partnership. The principal implementing partners – DRIPAD, PAN, PAE and the Network of Street Children Organizations make significant contributions to the programmes in human and financial resources. Fig 1 above shows the absolute and relative counterpart contribution of the various levels of government (on the left) and the projected government spending by Activity. These contributions demonstrate the substantial commitment on the part of various levels of government.

118. At municipal level, projects financed through DRIPAD have already been developed and approved by the municipality in its Municipal Development plan (PDM) and prioritised in the annual operating plans (POA) through the established process of popular participation. Ownership at community level is assured by the community's capacity to get its project included in the POA, although even with increased resources at municipal level, municipalities admit that it is not possible to address all approved projects.

119. The programme respects, incorporates and strengthens the traditional culture of organization at community level. Where appropriate organizations exist (e.g. irrigation committee in Choromomo), the project is built around that structure, providing technical support and organizational strengthening as needed. School committees are envisioned under the decentralization structures and PAE helps to establish and strengthen them at community level.

[55] This represents a significant institutional problem for the government. It is unlikely that the WFP could do much to influence government action here, given that the principal donor, IDB was unable to ensure appropriate institutionality of the programme. Representative of PAN expressed optimism that a solution would be found in the eight months remaining of the programme, but there was no evidence apparent to the evaluation team.

120. Once a project is approved, a food distribution committee is formed with a President, vice-president, treasurer, representative at large and secretary (2-3 members are women). The committees functions are: i) to assure completion of works; ii) to request food rations from the municipality and DRIPAD; iii) distribute food rations to community members according to number of daily wages; and iv) manage contributions for food transportation. Each beneficiary family contributes a small amount of cash for food transportation purposes, the Committee travels to the main provincial capital or distribution point to assure controls.

121. Commitment and ownership of the programme is partly demonstrated by the observed willingness of parents in the communities visited to donate time, food and cash resources on a regular basis to both the PAN and the PAE programmes. In the case of Activity 1 (DRIPAD) the mission observed that most projects involved a substantial voluntary contribution of work time beyond the days covered by FFW rations. This was attributed to a sense of ownership by the beneficiaries and a belief that the projects were of direct benefit to them and their communities.

122. The mission observed that community committees maintained and used the assets after the project interventions ended. In Potosí for instance, road maintenance was particularly notable; in Japo, the community continued to operate a trout production and marketing business based on the fishponds created under the FFW modality. In Kenko, the community has maintained and expanded its irrigation system with its own resources.

Key findings on partnership, participation and ownership

- WFP works well with a variety of partners including the government at all levels, with other agencies of the UN system, with other agencies of cooperation and with a variety of local and international NGOs.
- Partnership is particularly effective in Bolivia given the framework of Popular Participation and the resources to accompany it (HIPC II), as well as a highly developed level of civil society organization and a popular culture of community work, organization and solidarity.
- WFP programmes are only as strong, and as weak as their partners. Some WFP priority populations are not adequately attended due to the lack of partners with sufficient resources to reach them.
- WFP functions with municipal partners within the framework of the law of Popular Participation. Ownership is guaranteed by the fact that projects supported by WFP have already been included in PDMs (Municipal Development Plans) and prioritised through POAs (Annual Operating Plans).
- The process of Popular Participation to determine PDMs and POAs requires the participation of communities through their OTBs (territorial base organizations) and the monitoring of municipal government through Vigilance committees. Increased participation, in turn, has also led to a stronger sense of ownership among communities.
- WFP contributions are small and strategic inputs, which have little possibility of developing dependence, and rely on complementary efforts (training, materials, and technical support) of partners to have significant impact. For partners, WFP food provides incentive to attract and keep participants in large projects and/or medium term development process.
- Considering that the programme is indirectly implemented through partners, the role of WFP monitors in the field is important for program and food monitoring.
- The future of PAN needs to be clarified.

3.2.3 Progress in demonstrating results

123. The EDP requires WFP to demonstrate development results. This was already under consideration for the Country Programme prior to the EDP.

124. A review of the SPRs shows the commitment of WFP in Bolivia to incorporate changes to better demonstrate results, particularly at the level of qualitative outcomes:

- For the first time in reports prepared in 2002, outputs and outcomes with their respective indicators were introduced in spite of the fact that the CP 1997-2001 had not yet specified any outcomes. These indicators are qualitative, describing beneficiaries' perceptions of the results for their production, income and the knowledge and abilities acquired through training and literacy. The reports include a sustainability analysis and reflections on lessons learnt;
- A section is included to assess progress in the roles of women in management and decision-making, including comparative figures disaggregated by sex with regard to leadership positions and for the responsibility for food management;
- A draft document links the CP with the Bolivian Strategy for Poverty Reduction. The logical framework was prepared before the new system of assessment and monitoring, and CP indicators should be revised in the light of advances in the elaboration of the M&E system.

Consolidation of the Monitoring System

125. WFP is constructing a shared management tool that integrates the monitoring systems of the implementing counterparts and WFP. The elaboration of the M&E system was done in 10 workshops with DRIPAD, PAE, PAN and Street Children, with two premises: that it integrate all the levels of indicators in line with the policies and that it be easy to use. In 2002, all the counterparts with the support of the technical team in WFP had computerized systems to measure inputs and outputs. On this basis, indicators at the different levels of the system have been constructed and harmonized with special attention outcome indicators.

126. The Assessment and Monitoring System of Basic Activities (SIMEVDA), is computerized and has been applied since 1996 to the activity of DRIPAD[56]. This enabled the monitoring at the level of implementation with limitations – it did not include project profiles or outcome indicators, and its rigid structure restricted the emission of reports. The adjustment of DRIPAD to the monitoring system, in line with the EDP is complex and time consuming because the program has a wide range of interventions, including a menu of eleven different types of projects and sub-projects. The project profile documents, the technical file of physical monitoring and the technical report file are being modified to convert them into instruments of planning by results, in standardized formats and with appropriate indicators for every type of project. The system has been on line since September 2003, and came into force as of January 2004. It incorporates information at the level of project profiles and uses the VAM data. VAM integrates the official data of the 2001 census and the codification of the National Statistics Institute. The information includes data from all the communities in the country. Its scope at community level was put into operation at the end of 2003.

127. **Street Children:** The institutional network constructed its M&E system called SISMEV with the support of WFP technical personnel. The adjustments done were minor. They have already started up the system articulated to SIMEVDA and have qualified personnel.

128. The task of linking PAE and PAN with WFP's M& E system is under way: The **PAE** project compiles monitoring data provided by PAE monitors assigned to each municipality (Chuquisaca) and supervision area (Tupiza) by means of checklists which are later downloaded

[56] Constructed with FoxPro software.

into excel spreadsheets and a hard copy kept in each school file. This system is being upgraded with the help of WFP into an integrated Database.

129. **PAN** has a computerized system that is being revised and upgraded with WFP support. Semester reports are prepared based on monitoring the Vital Signs of the children in each centre. Monitoring of children attending pre-school centres is effective and has a high level of community participation.

130. **MOVALM** is the computerized system of stores control used by DRIPAD at a national level. It registers all movements by products and by donor sources, controls the receipt, administration, distribution and expiry date of foodstuffs by activities and by the type of food ration. It is an effective instrument for the management and decision-making regarding foodstuffs: it can provide immediate balance reports, facilitating the optimum use of resources (example: loans between projects).

131. Besides MOVALM, elements of control include:

- Monitoring by WFP official at the departmental level. Currently, there are four regional WFP monitors located in Sucre, Tarija, La Paz and Cochabamba, with the important role of monitoring food distribution on behalf of WFP;
- Prefects are held responsible for the food in departmental warehouses and are required to replace any stores that go missing;
- Vigilance at a community level by the beneficiaries: Representatives of the various committees that receive food verify the quantity and quality of food at the departmental warehouses and accompany it back to the community. In addition, public records of incoming and distributed foods are kept in each PAN and PAE storeroom, usually posted on the wall;
- Annual internal and external audits and external supervision of the quality and quantity by superintendents.

132. The possibilities of corruption in the Bolivian system are widespread, and acknowledged in the PRSP, which provides for a number of automatic transfer mechanisms for resources to ensure minimum opportunity for corruption and political opportunism. In this context, while food may provide less opportunity for corruption than money, the elaborate system of checks and balances for the WFP programme is both necessary and appropriate. However, it is beyond the scope of this evaluation to determine the extent of their effectiveness.

Key findings on demonstrating results

- A RBM system has been incorporated into the most recent CP, including the incorporation of a logical framework analysis with clearly defined outputs, outcomes and impact, along with appropriate indicators.
- A user-friendly monitoring and evaluation system of high technical quality, flexibility and compatible with official systems of data collection has been developed to integrate the monitoring system of WFP's partners, and is being implemented.
- Significant advances have been made in integrating M&E systems across the programmes, and with VAM analysis and baseline information.
- The system still requires adjustment with the indicators developed subsequently in the RBM process. The SPR still do not reflect the indicators incorporated in the logical framework analysis, which has been an obstacle to the assessment of results in this evaluation. The construction of indicators is a work in progress, and going according to plan.

3.2.4 Gender mainstreaming[57]

Gender analysis in CSO (Country Strategy Outline) and CP

133. CSO 2001 includes an analysis of the situation of women highlighting their greater vulnerability and providing guidelines for better targeting of female-headed, indigenous, and land deprived households with lower incomes than men. It analyses government policies concerning food insecurity and proposes actions to improve opportunities for women, strengthen their citizen participation, and protect their rights as women. It suggests emphasizing women's role in food security, and promotion of their access to health, education, and increased production and participation in the market.

134. The CP was elaborated within the RBM planning system including gender empowerment perspectives at all levels (mainstreaming). It also acts proactively, programming in favour of women headed households and municipal policies and programmes favouring women.

135. The programme portfolio reflects the commitment towards improving women's conditions and quality of life. Basic Activity 1 has mechanisms to ensure women's participation in direct benefits and access to assets and includes bilingual literacy training, meeting women's strategic interests for improvement of their social position and increased self-esteem. Basic Activity 2: PAN facilitators receive training in traditional activities related to childcare, but also in women and children's rights[58]. All the projects consider mechanisms to increase women's participation in decision-making and resource control.

136. The 2003 SPR of CP2003-2007 provides information about the advances in the Enhanced commitments to women, including process gender indicators.

137. Training, carried out through partnership with other organizations, is oriented towards women's practical and strategic needs. Training meets women's practical needs through improving knowledge about childcare, food intake and nutrition, and acquisition of technical skills linked to productive projects. It meets their strategic interests through knowledge of women's rights, and providing the means to increase their social knowledge and self-esteem through functional literacy.

138. Base line survey forms contain some questions elaborated for only women, interviewed separately, and also identify female-headed and land deprived households. They include issues in the productive and community spheres (leadership, participation in organizations) but not in the reproductive field. Since June 2003, each regional office has evaluated work outlines with gender criteria.

139. DRIPAD has a gender officer in each regional office to put into practice the gender focus at a local level and promote appropriate partnerships with local specialized institutions, including gender units in each Prefecture, to create synergy in the projects. S/He participates in the elaboration process of project outlines encouraging consultation with women, and providing tools to apply the gender focus.

140. Some municipal counterparts have made an active commitment in the attention of women's problems. San Lucas, for instance, is outstanding because it has implemented Integral Legal Services[59] (Servicios Legales Integrales) in the majority of its communities, promoting women's organization with special attention training in women's rights. In these cases, there is clear synergy with WFP's gender equity efforts.

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[57] See Annex 4B for additional detail of the programme's enhanced commitment and its coherence with the EDP.

[58] Given the limited access to training, these opportunities have helped a number of women to move on to better employment. Where turnover of facilitators is high, it is usually because they have been able to find better employment based on their new capacities.

[59] The SLI are supposed to be established in each municipality, but compliance varies across the country, depending on resources and commitments.

141. The omission of reproductive activities from baseline information means that a large part of women's daily activity goes unregistered, reducing its capacity to be used as a planning tool and to measure broader social impact. The EDP is explicit in stating that "activities should be designed in light of other demands on women's time, to ensure that women may participate without being overburdened"[60]. It was observed[61], for instance, that women often extended their workdays by many hours to complete their normal domestic activities in addition to full days of literacy training. Women also report they often bring their younger children with them to training, where they inevitably become a distraction to their concentration.

142. Based on the above analysis, it is important to include reproductive activities in the base line, planning and monitoring aspects of the programme to provide a more integrated approach to gender equality. Elements such as childcare or greater attention to encouraging men's participation in domestic roles, for instance, may be mechanisms that can be used more extensively to support women's participation and empowerment in other spheres. Paradoxically, PAN should work to free up time for training, but observed literacy programmes were all held on weekends when PAN does not operate. While weekends provide greater possibilities for husbands to take on more domestic work, this was not generally observed.

143. The Gender mechanism at the Bolivian State level is particularly weak at this time, with few resources and limit potential for joint interventions[62]. Gender offices at departmental level in the Prefecture lack technical resources and materials, which hinders their operation. Instability of the technical staff within Prefectures strongly limits capacity.

Key findings on gender

- The CP has been developed and implemented within the guidelines of the EDP and in line with the Enhanced Commitments to Women.
- Although food aid and the context of extreme poverty tend to direct activities towards meeting practical needs, the programme has incorporated strategies and activities that address women's strategic interests, such as leadership roles in committees, and literacy training (FFT) directed principally at women.
- Gender commitment and approaches are shared with counterparts and often create synergies.
- Gender is mainstreamed in planning and monitoring systems through the desegregation of data by sex, the development of gender indicators and through efforts to address gender in all the base line data.
- Gender analysis should incorporate greater attention to women's workload and reproductive role in order to better plan and monitor impact. In part, this can be done by encouraging men's greater participation in domestic roles to support women's participation in other activities such as training.

[60] WFP *Enabling Development, Policy Issue Agenda Item 4*, Rome 17-20 May 1999, p.15.
[61] A verbal adaptation of the "time use" exercise was used in community meetings: women and men were asked how they spent each hour of the day, and how this changed when the FFT literacy program was introduced. There were some cases where men helped out on domestic tasks, but more commonly, women got up earlier in the morning, and stayed up later at night to complete domestic tasks displaced by the training program. Typically, women would get the older children to take care of the animals, and bring the younger ones with them.
[62] The weakness of the gender mechanism is outside the scope of this evaluation although it should be noted that it has received much attention and many resources from international cooperation over the years.

SOME WAYS TO MAINSTREAM GENDER

- Women's equal participation is required in all committees formed by the programme. There is a greater tendency to accept women in the food distribution committees rather than the work ones, so WFP has begun to adopt a strategy of amalgamating them to ensure women's participation in asset creation.
- Bilingual literacy activities are complementary to this strategy, since a key obstacle to women is their low level of literacy and numeracy. Literacy activities meet women's strategic interests for the improvement of their social position and increase their confidence and self-esteem.
- PAN frees up some of women's time in order to undertake additional productive or training activities, and the percentage of women doing this is included as an indicator in the LFA.
- PAE and the Street Children's programme include special attention to retaining girls in school and to the higher risk faced by girls in the street.
- All agreements with counterparts are framed within WFP's commitments towards women.
- WFP, along with UNFPA, chairs the Gender Committee established through UNDAF, and expanded to include other bilateral and multilateral agencies. It has contributed to the incorporation of gender in UNDAF policies.
- WFP's strategy includes making gender cross curricular in internal training programmes, training counterpart teams and providing them with ongoing technical support. Since 1999, training has been provided to WFP's team two or three times a year to apply and improve the enhanced commitments towards women.

3.2.5 HIV/AIDS mainstreaming

144. In relation to MDG objective 6, HIV/AIDS has not been identified as a significant public health problem in Bolivia. Only 916 cases were identified between 1984 and 2002, out of a population of 8.3 million, although the MDG report stressed the importance of prevention and detection of STDs[63]. According to the WHO/PAHO there were 998 cases at the end of 2002. However, with an estimated 86% under reporting, the real figure may be as high as 4,600[64].

145. One of the four thematic working groups in UNDAF in which WFP participates is on HIV/AIDS, chaired by UNICEF. It is a mixed group with participation of other bilateral and multilateral agencies. Its interest is primarily prevention and detection in the influence of government policy and programmes. WFP incorporates HIV/AIDS awareness in its work with street children. HIV/AIDS has not appeared as a significant health or livelihood issues in any of the areas targeted as vulnerable by VAM.

3.2.6 Resourcing

146. As a low-income food deficit county (LIFDC) according to FAO categorization, Bolivia received 6% and 3% of DOC respectively for Direct Support Costs (DSC) and Other Direct Operational Costs (ODOC). With the change in Bolivian status due to the increase in soya bean exports (see section 2) the programme should receive only 4% for DSC and 2% for ODOC[65]. (see Table 7 below).

147. The WFP programme in Bolivia is financed almost exclusively as a development programme. In contrast to the case of Ethiopia, the development programme provides the infrastructure and resources that allow WFP to respond to major (e.g. El Nino) and minor emergencies, as well as to contribute to reducing vulnerability to emergencies among the most at-risk populations.

148. Three priority areas within WFP's budget are Gender, Monitoring and Evaluation and Security, none of which have a budget line of their own. Gender expenses are to be covered under ODOC (e.g. training workshops for counterparts, consultants, supplies, equipment); or DSC (support costs for projects aimed at women, training for WFP staff) M&E, and Security are to be covered under DSC. Monitoring food distributions is budgeted separately (under LTSH)

[63] Progreso Objectivos Desarrollo Milenio, p.28.
[64] WFP/UNICEF Project proposal presented to ONUSIDA *Prevention of STD-HIV/AIDS in Street Children and adolescents who live and work in the Street* La Paz, Aug. 2003, p.2.
[65] WFP Project Budget Planning Guide, p.22.

but RBM monitoring and elements of VAM designed specifically to generate baseline and monitoring data are to be included in the DSC[66].

149. Gender and M&E expenditures in particular can be expected not to vary significantly with the volume of food distributed, and are likely to increase with the expectations placed on the programme in the context of the EDP. At the same time however, the resources available will probably decline given the funding formula and donor perceptions of the needs in Bolivia associated with its new status. The nature of the funding formula and the lack of a specific budget line for these items, especially gender, make them vulnerable to cutbacks.

150. UNDAF and advocacy are additional activities that take staff time, unrelated to the amount of food received. These are important contributions to EDP implementation. Fluctuating and reduced food donations, along with the new funding status may jeopardize WFP capacity to meet these challenges.

151. Significant swings in the commitment of food donated may have an impact on ability of the CO to form stable partnerships, especially medium to long term. Operating on an annual basis, and prioritising DRIPAD projects according to where emergencies have occurred has to date provided significant flexibility in the allocation of resources, and WFP has been able to meet its commitments. However, partners and beneficiaries are seeking longer-term commitments in activities such as training and in particular, literacy programmes. School and pre-school feeding programmes also call for medium term commitments.

152. Operational funding structures have changed since last year, representing principally a shift in the transfer formula. Until 2003 a fixed formula was applied: 1,2,3 + $55,000 US$ (1 director, 2 national officials and 3 support staff). As of 2004, the Director is paid directly by the headquarters, and a fixed operational amount is assigned to be distributed according to his/her discretion.

Table 7: Operating budget for WFP (US$)

	2003	2004
PSA	413,768.96	262,000.00
DSC	605,782.97 *	217,500.00 **
ODOC	424,922.56 *	
Total	1,446,477.49	481,504.00

* CP 10002.0/10159.0
** CP 10159.0

Key findings on resourcing

- The redefinition by FAO of Bolivia from a LIFDC to "other country" status will reduce the ODOC and DSC resources per MT of food. However, given the greater commitments to UNDAF, developing partnerships, gender and M&E inherent in the EDP, the CO is likely to require more fixed resources rather than less. The funding structure of WFP has not been modified to reflect these demands of the EDP.
- Resources provide to operate the development programme provide the infrastructure for WFP to respond to emergencies of all kinds.
- The flexibility and short-term nature of asset creation interventions (DRIPAD) have allowed WFP to meet all obligations towards counterparts in spite of fluctuating and uncertainty of voluntary donations. However, the lack of secure resources may be an obstacle in exploring more stable, long-term commitments to partnership.

[66] Ibid, pp. 23-25.

3.3 THE MAIN RESULTS OF THE EDP AT THE LOCAL/COUNTRY LEVEL

3.3.1 Introduction

153. **Purpose of Country Programme:** To increase food and livelihood security of 554,000 beneficiaries per year in the targeted zones, while establishing gender equality.

3.3.2 Basic Activity 1 - Support to food and Livelihood Security

154. **Purpose:** To enable food-insecure households to create and preserve natural, physical and social assets, to achieve sustainable livelihoods, with a focus on gender equity.

Beneficiaries

155. Beneficiaries include small farmers owning less than 2 ha of land, landless peasants, especially women, victims of natural disasters, households headed by women and illiterate women[67]. This activity supports Food for Work beneficiaries who participate in mainly asset creation projects and Food for Training beneficiaries who participate in literacy and training programmes. There is a general tendency within communities that food distribution should be of the same quantity to all members[68]. Women's participation in FFW programme in 2003 is 41.3% of the total (PRS 10159.0).

156. Targets in terms of numbers are general. The selection of specific projects depends to a large extent on prioritising communities that have suffered some local disaster. Therefore, exact numbers are flexible to accommodate the needs. As the table below shows, only the year 2001 is greatly off the estimates, due to the emergencies generated by El Nino that year.

Table 8: Support to Food and Livelihood Security Total Beneficiaries[69]

Year	Planned		Actual	
	Participants	Beneficiaries	Participants	Beneficiaries
1999	75,000	375,000	82,037	410,185
2000	137,573	687,865	125,249	626,245
2001	75,000	375,000	143,762	718,810
2002	142,019	710,099	137032	685,164
2003	30,000(1)	150,000(1)	57,273	283,925

(1) The planned figures correspond to CP 10159.0 only.

Main Outputs

157. Major outputs are: Asset creation for agricultural production, to protect natural resources, to mitigate natural disasters and for emergency response.

Table 9: Food for Work – DRIPAD Regular Operations for 2003

Outputs	Measure	Planned	Actual	% Achieved
1. Road construction and improvement	Km.	2,576	2,484	96.4
2. Bridge construction	m^3	7,455	7,455	100.0
3. Agricultural land protection	m^3	76,068	75,388	99.1
4 Drinking water systems	Units	471	462	98.1
5. Small Irrigation Systems	Units	299	297	99.3
6. Agricultural production support	Hectares	3,970	3,948	99.4
7. Small Hydraulic works	Units	7	7	100.0
8. Cement Dikes	m^3	1,421	1,917	134.9
9. Greenhouses	Units	89	95	106.7
10. Livestock production support	Units	2,550	2,548	99.9
11. Pasture rehabilitation	Hectares	15	49	326.7
12. Social and Economic infrastructure	Units	6,435	6,228	96.8
13. Plant Nursery construction	Units	35	39	111.4
14. Forestation	Hectares	500	471	94.2

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[67] WFP, *Country Programme-Bolivia 2003-2007,* p.10.
[68] See section 3.1.4 paragraph 99 for further discussion on distribution within communities.
[69] The term beneficiaries refers to the estimated number of people consuming the food rations distributed to the participating community members in FFW and FFT projects, assuming that only one member participates and that an average family is composed of five members.

158. The range of asset-creation activities is based on community priorities, as well as the availability of partners and their capacity to provide technical and non-food inputs. While DRIPAD is the lead governmental partner, WFP also co-ordinates activities with FAO, GTZ, DFID, EU, USAID FIH, CARE and others. Programme interventions respond to communities' needs and WFP priorities and are specific and short terms, while maintenance is the community's responsibility. These factors help to ensure that FFW does not create dependency. Specific examples observed in the field include the water reservoirs, road construction, and small irrigation systems.

159. Food delivered to beneficiaries consists of canned fish, iodised salt, rice, vegetable oil and wheat flour. Payment of a ration per day worked represents almost 75% of the minimum salary and is provided to participants on a work conclusion basis.

160. Beneficiaries showed preference to receive food to cash for different reasons that were explained as follows: i) markets are sometimes far away and to bring commodities to their homes means extra costs; ii) there is no road infrastructure and transportation is a problem; and iii) mothers are more conscious of the importance to feed their children, and when "husbands receive the money, it seems that sometimes it doesn't get home complete". In some cases, usually where communities were well linked to local markets, beneficiaries reported that cash or food was the same to them: they would use the money to purchase food locally.

161. During field visits, it was observed that these assets are generally of good quality and well maintained by the community members. For instance, in Río San Pablo, it was observed that roads constructed by the communities are in better condition than the prefecture roads due to continuous maintenance works. Observed asset creation and maintenance included: trout production in Japo, increased agriculture in irrigated lands, i.e.: multiple crops per year, new land under cultivation, a jam production programme (with FFT from WFP) in Choromomo, roads, school gardens, and others.

Main outcomes

162. **Intended outcome indicators** include: greater participation of women in community decision making, improved local emergency response capacities; additional assets gained and retained by men and particularly by women; and; increased agricultural production per household.

163. Training in asset use and maintenance is part of the asset creation programme. An external evaluation survey in 2002 found that 65% of community members felt training is useful. However, the sample surveyed included beneficiaries and non-beneficiaries, probably under estimating the value of training. Nevertheless, DRIPAD responded with two measures: registering all beneficiaries of assets created for training, and introducing FFT. At the same time, 85% of beneficiaries thought that community organization had improved[70].

164. In spite of its prominence in the programme, there are no specific output or outcome indicators of literacy. Women's participation in community decision-making is apparent in committee structures, where usually two or three out of five members are women. Within the committees, a rotating system of responsibility ensures that women play an active role in decision-making and operational aspects. It was also observed that literacy programmes contribute to developing women's leadership capacity both through the provision of concrete skills and through the increased confidence gained by women[71].

[70] In SPR 2003.

[71] This was the subjective opinion of women and men in community meetings. Women said they used to be ashamed to speak in public, or that they couldn't participate in committees before because they didn't know how to read or write or count.

165. Emergency response capacity is strengthened at municipal and community levels, through training and creation of disaster-mitigation structures, including stockpiling of food in schools for PAE programs. During emergencies, response is rapid and FFW modality is applied when appropriate, according to the magnitude and type of the crisis.

166. Men tend to think that their new literacy skills will help them participate in committees and other communal organizations at higher levels, while women think that they are now able to help and support their children's education and better communicate with them. Women also feel that they can explain better their views better and are more likely to be heard and respected.

Projected impacts[72]

167. Beneficiaries perceive that their options have been expanded and their vulnerability reduced by the assets created. During the visit to the community of El Kenko, it was observed that, rehabilitation of lands and irrigation system construction has increased cultivable land to 6,000 square meters for each family. The irrigation volume during critical seasons covers at least 50% of the smallholdings. Maize production has generated an important process of accumulation that allowed community members to improve their organization and support other activities such as children's education. The sale of vegetables and garlic has increased cash income. As a result, the vulnerability level improved to level 3 from level 4.

Unintended Impact[73]

168. In some communities, it was observed that asset creation contributed to lower migration to Argentina, Cochabamba or Santa Cruz, by covering basic consumption needs. In the case of El Kenko in which production activities require time and efforts, it is attractive to stay. In Choromomo, the hope of benefiting from new asset creation was an incentive especially for the young to stay in the community and participate. However, migration remains an important option in family survival, particularly for young women and men. Migration still continues to Argentina in spite of the fact that its economic crisis results in decreased earning potential for migrants.

169. School gardens in many communities help students to incorporate different vegetables and fruits into their diet, play an important role in nutritional training for the whole community and are replicated in family plots. This should have long-term impact on family health and nutrition.

170. The community of Japo initiated a water reservoir project for animal consumption and ended with a trout-raising project. This new productive programme permits diversification of products, allows new, fairly profitable income generation and additional protein intake[74].

171. In the community of Choromomo a group of women interested in developing income generating activities started a jam production business with technical support and fruit tree production from Proagra, and food for training from WFP. This not only provides income-earning opportunities for women, who work mainly while their children are attended by PAN, but provides a local produce that the municipality purchases for all of the PAN centres in the municipality.

172. As already mentioned in the section on gender, literacy training was very important to women but it implied a considerable extension to their workdays. Measures should be considered that would compensate for this exceptional effort.

[72] It is fairly early to observe impact under the new EDP.
[73] Unintended results are those not identified as "expected results".
[74] Trout reportedly sells for 20 bs a kilo in San Luca, and 22 in Sucre.

Key findings on Activity # 1

- In general, beneficiaries prefer food to cash because it complements family consumption especially in emergencies, it meets women's interests in providing for their children, and it saves them the trouble of going to distant markets. Only in a few cases, in communities well integrated into local markets, did beneficiaries indicate that food or money to buy food would be of equal value.
- Assets created are of good quality, in line with community priorities as expressed in POAs, and generally well maintained by the community.
- Asset creation and FFW programmes benefit the whole community, while FFT is directed particularly towards the empowerment of women.
- Interventions are well planned to reduce vulnerability through improving access to and management of water resources, diversifying sources of incomes (e.g.: trout farming, jam production), and improving access to markets, based on the VAM assessment of risk.
- Interventions are short term and project based, and do not appear to create dependence. Training, which is integral to all aspects of the Activity, helps to ensure the proper benefits and maintenance of the assets.

3.3.3 Basic Activity 2 - Support to Human Capital Development

173. **Purpose**: to support the human capital development of boys and girls. The specific goals of each activity are:

- Support integrated services of education, health and nutrition for boys and girls under 6 years, with emphasis on children 6 to 24 months (PAN project);
- Support regular attendance of primary schools in targeted zones (PAE project);
- Support integrated services of education, health and nutrition for street children (Street Children Project).

Beneficiaries[75]

174. Beneficiaries of this activity are three different groups: pre-school children under 6 years, primary-school children of 6 to 12 and street children under 18.

175. **PAN**: In 2003, 23,316 boys and male teachers, and 21,595 girls and women teachers received school meals under this project[76].

176. **PAE**: Food operates as an incentive for parents to keep their children in school, and helps to improve children's performance. Figures for 2003 indicate 20,972 boys and male teachers and 21,623 girls and female teachers participated, or 95.3% and 94% of the planned number[77].

177. **Street Children**: Food operates as an attraction to street children in order to entice them into integrated programmes. For 2003, 3,766 boys and 3,007 girls, or 107.6% and 85.9% of planned numbers of children were supported[78] in the urban programmes in El Alto, La Paz and Cochabamba.

[75] The reports to date have not provided results that can be compared over the years. This has recently been improved and it should be possible to observe trends in the future.
[76] WFP SPR 100032.03. All children and teachers participate in the food programme.
[77] Ibid.
[78] Ibid.

Main Outputs

178. Food deliveries to PAN, PAE and Street children programmes take place in a timely manner according to schedules: PAE every six months, PAN every three months and Street Children every six months. Food requests are based on the number of children regularly attending the different centres and the amount of food stockpiled. According to SPRs for 2001 to 2003, the following chart shows the amount of food distributed to cover activity 2. The mechanism is distribution of two light meals per day, breakfast and lunch, including fortified wheat flour, rice, canned fish, vegetable oil and api[79].

Table 10: Activity 2 Yearly Food Distribution

YEAR	MT Distributed
2000	2,441.20
2001	3,602.73
2002	3,726.00
2003	5,196.00

Source: SPRs.

179. PAN's main expected output at the end of CP is increased and regular pre-school centre attendance. Output indicators include: number of children receiving 220 days rations, number of days attended, percentage of children vaccinated, contributions by parents, and number of women in productive activities. Food delivered consists of canned fish, iodised salt, rice, vegetable oil, and maize and wheat flour representing 50% of daily needs. PAN also receives food from the Italian government (noodles, quinoa, coffee, salt and yeast) and through the municipalities. PAN centres co-ordinate with health centres to vaccinate children and with the National Social Security that gives access to basic health insurance.

Table 11: PAN Outputs

OUTPUTS*	YEAR		
	2001	2002	2003
% Children vaccinated	70	68	82
% Children with access to national health insurance	64	75	82
% Children with daily updated health monitoring	100	79	
% Children with birth certificate[80]	72	75	
No. Parents trained		24,251	35,000
No. Teachers trained	7,559	3,440	1,970
No. Pre-school assisted	2,821	2,002	2,002

Source: WFP SPR.
** Percentages refer to the total number of children, expressed in table 10*

180. It was also noted that in dispersed communities, such as Japo, or San Juan de Orcas, many children under six do not have access to PAN centres on a half day basis, due to the distance between their homes and the centre. In addition, PAN is supposed to attend to children from six months to six years of age, but in practice, most children observed were between two and six years of age.

181. Factors limiting participation include:

- Depending on municipal resources, PAN programmes may operate for four hours or for eight. Many children attend PAN accompanied to the centre by school-aged siblings. If the program is only four hours, many parents prefer not to send them, as they will be unsupervised until the older children have finished school;

[79] Andean beverage made of purple maize.
[80] Without birth certificates, children cannot be registered for the National Health Insurance plan, As it is difficult for isolated rural families to register their children, they tend not to, especially with daughters.

- In more dispersed communities, distance may limit a small child's capacity to participate. In San Juan de Orcas, for instance, there were only 16 children, from eight families all around the four centrally located (out of seven) in the community. In Japo parts of the community were too far away to attend, and community leaders wanted to establish a second centre to serve them;
- Enrolment of the priority target group (6-24 months) is low[81] for a series of interconnected reasons: the most important is that municipalities are unable to pay for more specialized and intensive staffing or deal with infant needs; Also food suitable to this age group was not provided. For these reasons mothers were reluctant to leave their babies. PAN has not been as effective in reaching this group as it has to the 2-6 year age group.

182. All communities visited during the field visits have parents' committees to manage food donations, parental contributions (cash and food) and food preparation. Involvement of parents includes monthly meetings to follow up on nutritional status of children. Committees serve as a valuable training ground for parents, especially women in organizational and administrative roles.

183. **PAE**: School Feeding output indicators include: percentage of children receiving rations for 200 days, number of schools attended, number of beneficiaries (boys and girls), quantity and quality of parent contributions, number of members and number of meetings of parents organizations and number of parents in training.

Table 12: PAE Outputs

OUTPUTS	YEAR		
	2001	2002	2003
% of Parents associations trained	72	90	77
No. Primary schools assisted	420	520	660
No. Rations distributed		7,200,600	8,982,200

Source: SPRs.

184. In most communities visited, the parents' School Associations have at least 5 members, 3 of which are women. Like the PAN committees, they provide valuable organizational training and also serve to get parents more involved in their children's education. The committee's role is to monitor, manage and control the food, and to collect and manage food and cash (5-10 lbs) contributions of parents. Teachers and parents receive training in gender, health practices and food handling and preparation. Leadership training for women is a priority activity.

185. Rations for PAE programme were changed in 2004, since the amounts of rice and flour were considered excessive and were beginning to accumulate. The chart below shows the change in contribution to daily needs. Changes in rations are: rice from 120g to 60g; wheat flour from 120g to 80g; vegetable oil from 20g to 15g; api from 9g to 12g; salt from 4g to 6g. This new ration distribution will help to expand PAE to new food insecure municipalities and benefit more than 20,000 students in rural schools.

Table 13: WFP Contribution to Daily Needs

	Energy (Kcal.)	%	Proteins (grams)	%	Fats (Grams)	%
Daily Need	**600 – 900**	**30 - 45**	**16 – 24**	**40 - 60**	**7 - 11**	**10%**
2003 WFP contribution	1,122	55	27.4	54	27.5	40
1st semester 2004 WFP contribution	732	36	18.9	37	21.7	32
2nd semester 2004 WFP contribution	713	35	16.6	33	18.5	27

Source: own elaboration based on WFP documentation.

[81] In the project visits, only the (urban) centre in Tupiza, had children under two (6 cribs) serving working women. In Tarija – Yunchará they also had cribs for the infants of mothers on training and literacy courses. Otherwise, centres observed attended only those over two years of age. Some suggested there was little demand because under two is too young to separate infants from mothers. In other cases, there was an expressed interest in attention to the under two aged children particularly for the nutritional aspect.

186. **STREET CHILDREN:** The main expected output is to increase attendance in integral centres. Indicators include percentage of boys and girls who regularly attend educational programmes, percentage of working children and of those who live in the streets who receive rations for 200 and 365 days respectively, and percentage who access health services and participation in productive activities.

187. During the visit to Mink'a Centre in the City of El Alto, the mission was introduced to 8 different types of centres, each one with its own structure. Centres were identified according to main objectives: reception, rehabilitation and schooling. At national level (La Paz, Cochabamba and El Alto) there are: 1,635 children participating in reception type of shelters; 1,440 in rehabilitation programmes; and 3,698 children in schooling programmes.

Table 14: Institutions, Centres and Daily Food Rations

Shelter	Institutions	Centres	Daily Rations
Reception	12	18	1,343
Schooling	22	35	3,707
Rehabilitation	18	38	1,645
Technical Skills	11	11	

Source: Report, Street Children's Project, 2003.

188. During 2003, 3766 boys and 3,007 girls received a daily food ration, with WFP covering between 40 and 45 % of the total feeding costs. Within shelters there are different activities for street children: enrolment, psychological stabilization, education, training workshops and development of different activities. Some 3,698 children (92.5% of total planned) during 2003 attended regular school programmes. There are currently 11 units regularly working of 13 previously planned and 310 children were trained in productive projects (100% of planned).

189. The Mink'a Centre has a physician, a nurse and a dentist part time to assist children of different centres; they keep individual records of children including times visited and medicine provided. Shelters co-ordinate with health centres and hospitals, schools and universities, productive social units, and others in order to achieve the main objective - to provide integral services of education, health and nutrition to street children. During 2003 96% of children participating in the programme received Mebendazol deworming tablets and doses of Vitamin A.

Table 15: Street Children Outputs

OUTPUTS	YEAR		
	2001	2002	2003
Daily Food rations		6,836	6,773
% Children received mebendazol	97	95	96
% Children receiving Vitamin A	95	95	96
No. children regularly in schooling	3,025	3,716	3,698
Productive units working	12	13	11
No. children trained in productive activities	120	194	310

Source: SPRs.

Main outcomes

190. **PAN:** Main anticipated outcomes for pre-school programme beneficiaries are improved nutritional status and cognitive and psychomotor development by gender and age. All PAN centres have a Nutritional and Vital Signs information system through which promoters follow up on children's general health condition. Most of the children in the centres visited were at good nutritional levels, with only a few presenting slight conditions of malnutrition. This information system is monitored by promoters and facilitators on a case-by-case basis; the information is posted on the centre's walls, and parents are kept informed on children's development. It should be mentioned that in some cases children lose weight from Friday to Monday when they do not have the PAN food.

Table 16: Nutritional Indicators for children 6 years and younger attending PAN

Nutritional Indicators	2nd Semester 2002				1st Semester 2003			
	Total Children	Children Evaluated	Normal Nutrition	Mal-nutrition	Total Children	Children Evaluated	Normal Nutrition	Mal-nutrition
Weight/Age	58,096	50,178	80.4	19.6	61,390	31,330	81.7	18.3
Height/Age	58,096	52,875	54.0	46.0	61,390	31,330	57.3	42.7
Weight/Height[82]	58,096	49,763	91.7	8.3	61,390	31,330	94.7	5.3

Source: PAN reports.

191. The above table shows the nutritional status of children under 6 years of age per nutritional indicators; a weight/age indicator shows a decrease from 19.6% to 18.3%. Immediate actions were taken during the 2nd semester 2003, a strict follow up on children with malnutrition or children that lose weight during a week. In the Tupiza Colmena centre as well as in Tarija – Yunchará it was observed that the menu for the week included extra meals for children that needed to recuperate weight. In Tupiza, the mission observed that beef was given to children with low weight and was informed that mothers are given feeding recommendations for home and weekends.

192. **PAE**'s main expected outcome is regular attendance of boys and girls in primary schools of the targeted areas. Indicators are: (disaggregated by sex) number of children attending school on a three-month basis, percentage of students promoted to the next grade and the drop out rate.

193. According to information from teachers and parents, enrolment of children has increased as a result of school feeding. In 2003 the primary dropout rate for girls was 18% and for boys was 2% (SPR 2003). During the field visits, mission was informed that there were almost no dropouts in these communities. Municipalities are taking an active role of promoting school attendance based on a child's right to education. In the case of El Kenko, the increase in the primary school population was over 100%, requiring the construction of several new classrooms and new cooking facilities by the community. In Choromomo, teachers reported a 22% increase in enrolment.

194. **STREET CHILDREN:** The main expected outcome for the Street Children programme is to retain children (mainly girls) in the shelters, by giving them food, a place to sleep or live, training, education and abilities to perform different productive activities. Programme results show that at least 70% of girls and boys remain in centres for more than a year. Nutritional status of children is evaluated periodically and when malnutrition is detected, weekly follow-up is carried out. The improvement of nutritional status has contributed to better school performance and progress, with 70% of children demonstrating good academic response[83]. The situation of these children is very heterogeneous. There are three main reasons for children to live/work in the streets: violence (including physical and sexual abuse); infant/child labour; and family poverty. Shelters seek to integrate children into their families and into the society taking in account their physical and psychological conditions.

Projected impacts

195. **PAN:** Parents notice that children are more communicative, have more reasoning capacities and are more open to learn, both in the centres and at home. Pre-school children benefit from a better diet and from improved health, education and sanitary conditions.

196. PAN mothers have more free time for other activities. During this 'child free' time they may develop better income-generation activities, such as the jam project in Choromomo, or improve their capacity through training courses (e.g. on breastfeeding, nutrition, reproductive health and other related topics, given in PAN centres) The use of this time varies significantly from community to community. Some other recreation activities are developed by parents to

[82] The weight for height indicator measures the immediate effect of less food intake or presence of illness (mainly ADE or ARI).
[83] Country Programme Bolivia 2003-2007, WFP PP presentation.

share time with other families, teachers and students. In Querquewisi mothers organize picnics. In PAN Colmena mothers organize fundraising events to cover centre expenses.

197. **PAE:** In communities visited, teachers have noticed increased school attendance, improved punctuality and improved learning capacities. Information for 2003 indicated that the primary schools promotion rate for girls and boys was 97% (2003 SPR reports).

198. Through school committees, parents including fathers – are more involved with their children's education. In some communities, for instance, responsibilities such as bread baking are assigned on a weekly basis not to the committee, but to a couple. Parents also provide food and cash contributions.

STREET CHILDREN improve their technical skills through their training workshops, education and development of different activities, the "Luz de Esperanza" centre has developed vegetables, cooking, carpentry and bakery workshops, where children, boys and girls, develop their skills. Efforts to become self-sustainable are being developed. The children who presented the programme in the Mink'a house, demonstrated a high degree of ownership and commitment to the project. For example: i) some children in the programme with green houses had no training on green house watering, but learned by themselves, found somebody to teach them, and installed a rudimentary drip water irrigation system; ii) children are in charge of management and administration of the technical units; iii) within the technical units, children are trained in different sustainable skills.

199. The organizational structure for the Street Children programme includes approximately 35 implementing institutions, NGOs, Municipalities and Church, whose institutional capacity was improved through training in nutritional follow-up, food handling and beneficiary registration. The programme has also strengthened the functioning of the network.

Unintended impact

200. It was noted that participation of women in PAN/PAE activities involves additional responsibilities on top of their existing roles. This becomes critical when men migrate and mothers are overburdened. In some communities where school is up to 6th grade, we were informed that children are now continuing their education in nearby towns. Information for 2003 indicated that the primary schools promotion rate for girls and boys was 97%[84].

201. The community of San Juan de Orcas the community has developed an internship system for children from far ayllus[85] to allow all children in the community to attend school. This "house" is supported with parent's contributions. The establishment of such a home was not expected as a result.

202. Strong support has been developed in co-ordination with the National Identity System for children registration. ID cards and birth certificates are given to children when possible.

203. Supplementary Activity: micronutrients. This supplementary activity in co-ordination with the Ministry of Health benefits pre-school children in PAN centres, primary school children (PAE) and street children, providing vitamin A and ferrous sulphate and deworming with bemendazol tablets distribution. Pregnant and nursing mothers also benefit from distribution of ferrous sulphate, and the programme supports vitamin A – fortified food for mass consumption.

[84] Standardized Project Report, 2003.
[85] Traditional indigenous community government, still prevalent in many rural areas, and recognized as OTBs (territorial base organizations)

Key findings on Activity # 2

- School feeding has improved the enrolment, attendance and academic performance of boys and girls in primary school.
- Parents are highly involved and committed to both PAN and PAE, demonstrated by significant contributions of time, food and cash to the programmes. Positive trends have been observed in women's participation and leadership in parents committees.
- Individual monitoring and follow up for children in PAN and the programme for Street Children provides much needed support to a highly vulnerable population.
- PAN is not very effective at reaching its primary target group (6-24 months) because of a combination of interrelated factors: the high cost for partners of attending infants of this age; the lack of appropriate food for them, and the reluctance of mothers to leave their really young children in centres that are not of high quality.
- Food serves as an incentive to children and parents to become involved, but once participating, they find other important benefits, such as access to training, time for additional activities, and organizational capacity that may lead to the development of additional projects.

3.3.4 Efficient use of resources at project level

Composition and Efficiency of Donated Food

204. In the case of donations of wheat and flour, there are various options for shipping depending on the location of distribution within the country[86]. Given that the western part of the country contains most of the communities with food insecurity, food is imported via the Pacific, and recently, due to cost structures, through Peruvian ports (WPP 2003).

Table 17: Transportation costs of wheat

Ports used by WFP	Arica (Chile)	Antofagasta (Chile)	Matarani (Peru)
Import cost of wheat- port tariff ($US/TM)	6.95	10.34	4.21
Transportation to La Paz ($US/TM)	32.15	32.00	27.50
Transportation to Oruro ($US/TM)	35.00	32.00	35.00
Transportation to Cochabamba ($US/TM)	47.00	46.67	45.50
Transportation to Potosí ($US/TM)	52.00	47.50	51.50

205. The sale of wheat in the local market has very little influence on prices, and less on the milling industry that has an installed capacity of 2,950 MT/per day (1,390 MT/daily in the western part of the country where most food donations are distributed) WFP is responsible on average for about 9.45% of wheat imports. The acquisition of food by WFP in 2002 reached 5,023 MT with a value of $US 1,897,610. Of the total, 1,480 MT, for a value of $US 969,019, was monetized for the purchase of local products. There has been some controversy over incidence of food aid in the Bolivian market. However, several studies carried out by the government, international cooperation and private institutions show that food aid (essentially wheat and wheat flour) does not influence price formation. The high cost of wheat flour is essentially explained by the concentrated industry that determines prices in the market according to international prices, transportation costs and expected profits of the industry. Therefore, the main problem in the market is not the volume of food aid. It is the inefficient industry structure.

206. In recent years through the sale of wheat, WFP has acquired important quantities of food in the domestic market, including vegetable oil, margarine, rice, iodised salt, api, quinoa-cocoa,

[86] Pacific ports include Matarani and Ilo in Peru, or Antofagasta and Arica in Chile by rail or road. Possible Atlantic ports include Rosario (Argentina) or river from Paraguay.

Wheat and fish are brought in from outside of the country. Prices of lentils and pasta in the Bolivian market are higher than the international market. However, given the low quantity demanded for food aid there is no incentive to import both commodities. The mission did not observe much purchase of products on the strictly local level[87].

Table 18: Incidence and Efficiency of food purchase in the local market (*)[88]

Product	*Purchase in MT (2002)*	*Import price ($US/MT)*	*Local Price ($US/MT)*	*Comparison factor (α)*
National ProductsPurchased				
Vegetable oil	302	910	776	0.85
Rice	602	355	336	0.94
Iodised salt	85	185	97	0.41
Api (maíz)	147	-	630	
Quinoa-Cocoa	114	-	1,840	
Quinoa leaves	82	764	739	0.96
Lentils	32	777	900	1.15
Pasta	110	378	387	1.02
Wheat flour	1,059	315	311	0.98
Imported products				
Wheat flour	3,543	262	338	0.77
Canned fish	94	900		

(*) Prices and volumes are rounded off.
Source: WFP, La Paz – Bolivia, June 2003.

207. Although food aid in Bolivia is generally reduced, wheat and wheat flour donations made up 10.7% of the total supply of the cereal in recent years, and 9.78% in 2003. The reasons for wheat imports in Bolivia are explained by consumption habits (urban as well as rural) that include a high demand for wheat in the diet, along with declining prices of wheat and wheat flour in the international market and the not so competitive productive structure in the Bolivia.

208. As part of its process, WFP undertakes a series of market studies to establish if the conditions in which it buys domestic products might distort the market. However, in the past three years, no product has had negative repercussions, because they generally represent less than 1% of the market. The quantities are interesting for small producers and processors who have formed an association to meet the volumes and nutritional quality required. Demand from WFP has generated this opportunity for small producers.

209. All WFP resources are matched at different levels. The national, departmental and municipal governments fund personnel in DRIPAD, PAN, and PAE. Municipalities, NGOs and other organizations of cooperation provide non-local materials and technical support to DRIPAD projects while local communities provide additional free labour and local materials. For school and pre-school feeding activities, municipalities provide complementary foods, while parents provide volunteer time, cash and food contributions. In this way, WFP is able to demonstrate significant results with modest investments.

210. During the field visits, the majority of the women and men in the focal groups established their preference for food aid instead of cash contributions or paid activities. The principal argument was that the food is scarce and markets are too far from the communities. Transportation services are hard to encounter and therefore expensive.

[87] Most "locally " purchased food came from Santa Cruz, particularly oil, sugar and rice.

[88] Comparing local prices with imported ones, produces an efficiency factor (α): a result less than one (<1) means the purchase has been efficient for WFP, while a factor α greater than one (>1) implies that acquisition is more expensive. Sometimes the criteria for purchase cannot be subject to comparison because of the volumes required or because there are no comparable products in the international market.

3.3.5 Consistency of the results with EDP principles

211. A document from the WFP EB session of May 1999, when the EDP was approved, specifies EDP principles. The document is summarized on the left below (although in slightly edited form) and compared with the mission's comments to the right.

WFP EDP Objectives	**Mission findings**
1. WFP should provide food assistance only when and where food consumption is inadequate.	WFP concentrates its activities in regions of Bolivia where food deficits are frequent and cyclical food for work projects are only undertaken in areas where emergencies have reduced access to food.
2. Assistance with food consumption should be used to encourage investment and leave behind a lasting asset – a physical asset or human capital.	FFW/FFT leave behind productive infrastructure (irrigation projects, school vegetable gardens, improved roads etc) and increased productive capacity through training and literacy. School feeding contributes to improved learning.
3. The lasting assets should benefit poor, food-insecure households.	Only the poorest communities (level 4 & 5 according to VAM) and within this, communities tend to prioritise poor and landless members.
4. WFP will limit its objectives to the five focal areas of the EDP.	The Bolivia programme addressed two of the areas principally, and two additional areas. Programmes that did not fall under any were phased out.
5. Geographic targeting should be used to concentrate resources on food-insecure areas.	VAM ensures that only the poorest (levels 4 & 5) are selected for projects. Only in the case of school feeding programmes (PAE) established before EDP, are there still a small number of beneficiaries in "moderately" vulnerable communities (level 3). Urban poor addressed are street children, among the most vulnerable.
6. Further targeting will be undertaken to identify intended beneficiaries within these areas.	Targeting is done to the level of the communities within the municipality. Beyond this, targeting is left to the communities as long as they have effective and equitable distribution mechanisms. Further targeting in the more complicated urban environment, where there is growing poverty, is underway.
7. Anthropometric and other indicators will be used as appropriate; in other situations household surveys, group-based targeting or self-selection will be used.	Group-based targeting and self-selection are fairly effective in the Bolivian context, given strong traditions of sharing, group work projects, and effective community organization.
8. Timeliness will be treated as an aspect of targeting, providing assistance at the right time and phasing out when food aid is no longer needed.	FFW projects are very timely, arriving in time to mitigate the effects of a local disaster (usually crop failure) and terminating with the end of the project undertaken. Only school feeding programmes present a challenge to phasing out, which has not been systematically addressed.
9. WFP will intervene early, before food insecure households have sold their assets; seasonality will be taken into account during the design of all interventions.	Interventions have been reasonably rapid and have generally allowed communities and households to maintain their assets. Shortages are generally not seasonal, but cyclical, and work is geared as much as possible to not interfere with other productive activities.
10. WFP will make greater efforts to understand participants' problems and needs, to use objective indicators to signal when help is needed and when it is time to phase out.	The Bolivian programme has invested considerable efforts in collecting baseline indicators and constructing useful indicators. This process is still underway.
11. Participatory approaches will normally be used to understand beneficiaries' needs and to involve them in the design of activities supported by the EDP.	The programme takes advantage of the participatory planning process at the municipal and community level in Bolivia, prioritising projects already selected by communities, respecting existing organizations, and supporting new ones as necessary for project implementation.
12. WFP should be proactive in seeking out partnerships. The CO needs to be more proactive in seeking out partnerships.	WFP has developed effective partnerships on different levels; first with government programmes, secondly with municipalities and thirdly with other multilateral, bilateral or national organizations.

WFP EDP Objectives	Mission findings
13. In all its activities WFP will emphasize cost effectiveness. There will be a focus on results in line with EDP objectives, monitoring and reporting will be more results oriented.	The process of developing results based management systems and effective monitoring systems is underway.
14. New approaches will be tried and monitored and the results integrated into wider programming more systematically and promptly.	The programme has not changed dramatically as the CP already had strong EDP elements. Changes in approach include greater emphasis on partnership, especially with other UN agencies, greater attention to training, including literacy.
15. The emphasis on innovation will be accompanied by more rigour in design to raise the quality of WFP assisted projects.	Achievements in this area can be found primarily in the strategic planning process, and improved baseline data collection. Technical support is also available to partners to assist in planning.

3.4 SUSTAINABILITY OF RESULTS

212. WFP identifies various criteria of sustainability:

- For Activity 1, these include: Participation of beneficiaries in the entire process from identification to follow up of projects; incorporation of activities in municipal Plans of Action; generation of local planning capacity through training and project implementation; and contributions from local, municipal, departmental and national counterparts;
- For Activity 2, these include: training and participation in programming and management of food, support of municipal counterparts in covering local operating costs (PAE); NGO support (Street Children); involvement and support of parents committees and communities; training and sensitising to issues of nutrition, hygiene and health;
- The mission, as already described in various parts of this report, observed all these criteria.

213. The mission also noted different levels of sustainability:

- Individual: nutrition, education, literacy, skills development and empowerment are individual benefits that will continue to improve the lives of beneficiaries regardless of the continued existence of the programme. Given the emphasis on human capital development (Activity 2) and on training and literacy in Activity 1, these sustainable benefits need to be emphasized. It is recognized, however that nutrition levels are fragile and can decline for school children even over weekends and holidays. For this reason, nutritional awareness and activities such as school gardens that help to change consumption patterns are important elements of sustainability;
- Organizationally, the mission was able to observe continued functioning of committees to maintain and use assets following the termination of WFP interventions. While the communities have long traditions of organization, interventions have helped to strengthen planning capacity, orientation towards economic projects, and community involvement in education. Also promoting sustainability is the increase in women's participation and the development of more broadly based leadership capacity.

214. Economic Sustainability was observed in the continuation of economic projects such as the trout production in Japo, maintenance of roads in Potosí and the development and growth of the women's jam production project in Choromomo. In Kenko, economic gains made it possible for the community to invest surplus in unplanned school infrastructure expansion. It was also noted that literacy gave women and men more confidence to undertake new activities including travel and business outside of the community, without fear of being swindled.

215. Institutionally, partnership with other agencies and NGOs creates conditions of sustainability for WFP projects, which, especially through DRIPAD, are essentially, short term and highly focused. This was particularly well illustrated in the case of Choromomo, which has a long relationship with PROAGRO that has permitted them to take full advantage of WFP food opportunities within a framework of ongoing technical support. Sustainability at municipal level has also been strengthened by support to PDMs and POAs. Institutional sustainability is also evident through capacity of the government to maintain programmes, such as the continuation of the Chagas programme through the Ministry of Housing.

216. Institutional sustainability is still questionable with PAN, for reasons external to WFP (see partnership section).

Key findings on sustainability

- Partnership and participation are key to sustainability, where WFP interventions provide short term, intensive support to an otherwise longer process of community and municipal development.
- Strengthening community organization and broad leadership skills increases capacity to maintain, use and further develop assets created by programme interventions.
- School and pre-school programmes are sustainable to the extent that parents are able to increase their commitment, although they are resource intensive and difficult to sustain without a broad range of institutional commitments. Feeding takes place within the education (sustainable) and the early education system, which may not be sustainable, given the uncertain future of PAN.

4 CONCLUSIONS AND ISSUES FOR CONSIDERATION

4.1 CONCLUSIONS

217. The programme in Bolivia is **consistent** with EDP principles and has generally **achieved the results** envisaged by EDP, allowing vulnerable populations to participate in development efforts. Participants in the programme are vulnerable populations whose subsistence efforts in times of moderate setbacks (drought, frost, flood, hail) may otherwise seriously reduce their capacity to undertake medium to long-term endeavours that could change their situation. Food aid provides the margin that allows them to leave their children in school, in some cases to stay and work instead of migrating, and to dedicate days that would otherwise be spent searching for food to working on the production of assets, or acquiring productive skills or literacy.

218. WFP's CP in Bolivia is principally a development programme that has incorporated important elements of emergency response. This is appropriate and effective given that most emergencies are of a relatively small and localized nature and can be mitigated through the development approach. The structure in place is flexible enough to respond to any kind of emergency that arises, allowing for quick response as well as the development of large EMOP proposals when required.

219. A number of **factors for success** have been identified that could be used to formulate **lessons** for overall improvement of WFP programming at global level. These include:

- Partnership has proved to be a key element of WFP's effectiveness in Bolivia. Of particular importance at the operational level is DRIPAD, while at the programme level, municipalities have played a significant role through the process of decentralization and participatory planning. A number of NGOs and UN partners ensure flexible and appropriate complementary interventions;
- Participation and ownership of the programme, and particularly of the assets produced in FFW projects ensure use, maintenance and management of the assets. The sense of ownership comes from three factors: the projects are identified by the community through a participatory planning process; the community usually provides additional unpaid labour and raw materials – or in the case of school and pre-school feeding projects, supplementary food and cash; and the community has been organized around and involved in the project from the start;
- Ownership and partnership are key elements guaranteeing sustainability. Asset creation projects are also time-limited actions within overall plans developed by Municipalities or other organizations with a long-term development objective. Projects are not undertaken in isolation;
- Synergies have been created, such as school vegetable gardens complementing school feeding programmes, and training programmes to be attended by women while their toddlers are cared for in PAN centres;
- Targeting ensures that those who really need the food support and have high levels of motivation are included;
- Empowerment strategies with their strong emphasis on training, literacy, participation and effective community organization ensure that receiving food is not a recipe for passiveness. The programme is designed to promote the capacity of participants to seek solutions and to lobby on their own behalf;
- An effective gender strategy ensures that women's empowerment and participation is included, in spite of greater obstacles they may face. Support (such as leadership development and literacy training) is provided to increase women's participation in the decision-making process related to project structures and activities. Efforts are made to

ensure that the baseline studies adequately define and analyse the impact of gender inequalities on the target populations.

4.2 ISSUES FOR CONSIDERATION AND RELATED RECOMMENDATIONS

220. The basic purpose of the Bolivia Study was to contribute evidence-based elements to the overall evaluation process through assessment of EDP-related principles, activities and results in a specific country context. The elaboration of specific recommendations to improve WFP development programming in Bolivia was therefore not considered a priority when preparing the study methodology. However, the mission has identified a few recommendations and issues for consideration for WFP management and WFP donors that could provide avenues for improvement in WFP programming in Bolivia.

221. While **partnership** is generally one of the strong points of the programme, it also has some drawbacks: besides taking advantage of the strengths of partners, it is vulnerable to their weaknesses. The mission identified three main issues in this regard:

- WFP is not able to reach some isolated and highly vulnerable communities and populations within those communities targeted by VAM because there are no reliable implementing partners. In the case of PAN, for instance, attention is limited because in many cases, municipal resources may be available to operate only 4 hours a day; and/or they are located only in the centres of dispersed communities and not accessible to the majority of the children who need them. In addition, a higher staff ratio is required to address the needs of WFP priority groups (age 6 – 24 months) and they are therefore often not attended at all;
- Secondly, there are no solid plans (currently) as to how and with what resources PAN will continue to function, following the IDB's withdrawal at the end of this year. Its objectives for the time being are simply to maintain what is already in place;
- The WFP profile in the field and its capacity to monitor and co-ordinate is limited. WFP should increase its presence and capacity for independence (from DRIPAD) for monitoring of logistics and programmes in the areas of implementation.

Recommendation: As there is no easy way to reach the most vulnerable children in remote areas, WFP should consider the possibility of promoting the needs of this population through an advocacy approach with other multilateral and bilateral agencies (UNICEF, Save the Children, etc) that raises the profile of this population for decision-makers and the general public. At the same time, WFP should proactively seek partnerships that will strengthen municipal capacity to deliver services to the most vulnerable, especially the most forgotten municipalities where there are few donors.

Recommendation: WFP should ensure that each region has a monitor, equipped with the means for independent monitoring, who will ensure a presence for the WFP, transparency of all interactions, and identify synergies and opportunities for greater collaboration with various partners at the local level.

222. While **targeting** has generally been a factor for success, two issues remain to be addressed. Progress is being made in applying **VAM** at the urban level, although this process is incomplete and much more complex. While it is generally recognised that poverty is increasing in urban areas, it is not clear in what circumstances food aid is an appropriate solution, given that food is generally and abundantly available in cities. While the team found it an effective incentive for highly vulnerable groups that "fall through the cracks" (street children), it seems that projects like school feeding programmes, even in the poorest neighbourhoods, should be within the resource capacity of the main urban centres, and should not be a priority of WFP. In addition, the case of La Paz shows that there are local businesses capable of providing efficient, cost effective services to the municipality.

Recommendation: In municipalities with significant wealth but high levels of inequality, WFP should not provide food assistance to schools and pre-schools except in emergencies. Instead, it should engage only in advocacy activities on behalf of disadvantaged children, and offer professional and/or logistical support in organizing, training, and operating school feeding programmes, where appropriate.

223. Excellent **gender equality** initiatives have been undertaken, with significant results. One of the challenges remaining is to better integrate the analysis of women's reproductive activities into planning and monitoring in order to ensure that programming takes into consideration the extensive workload and the complexity of women's lives.

Recommendation: WFP should fine-tune its gender strategy to better integrate an analysis of reproductive roles into the overall gender analysis and strategy.

224. **Resource strategies** for development programmes should be reviewed. In WFP's budget structure, cash resources to implement complementary development-realted activities (DSC and ODOC) are defined as percentages of food donated, meaning that they do not relate to fixed costs (such as staff), and that they vary depending on the level of donations. In addition, Bolivia's recent change in status to the category of "other", means that cash support for ODOC and DSC will decrease to 2% and 4% from the respective 3% and 6% previously available as an LIFDC (Low Income Food Deficit Country). At the same time, the EDP requirements especially in terms of partnership, gender equality, targeting and M&E call for high levels of permanent, professional staff and resources that need to be funded through DSC and ODOC. There is an apparent contradiction between the direction of the EDP and the funding structure for development projects, which needs to be addressed at the level of WFP HQ.

Recommendation: The WFP should re-consider the formulas for determining ODOC and DSC. These should not be related to food volume, but to a well-defined country strategy that includes advocacy, improving impact and monitoring results.

225. Because WFP works in partnership, it is sometimes difficult to **demonstrate results** attributable to WFP interventions. It is important to remember that while the programme provides food as an incentive or catalyst for participation in other activities (asset creation, literacy, education) it is the other activities that have the most significant developmental impact. The mission did not have the opportunity to compare, for instance, results of WFP literacy programmes to those operated by UNICEF without food aid.

Recommendation: WFP should undertake a further in-depth study to pinpoint the value-added of food as a direct tool for other objectives and the conditions under which this applies. The example of FFT for literacy in comparison with the UNICEF programme for literacy would provide a good case study.

226. School feeding programmes and PAN are nationwide priorities that are being increasingly delegated to municipalities. Wealthy municipalities such as La Paz are able to maintain an effective school feeding programme, contracting it out to service providers at an annual cost of US$ 8 million. In the poorer municipalities where WFP works, this option is less likely. In spite of HIPCII, money for development is limited and any money spent on food programmes will come from other important municipal expenditures. **Exit strategies** from school feeding programmes when communities no longer fall under the most vulnerable categories identified through VAM may appear as a disincentive. Ways to gradually reduce food aid commitment may be appropriate, leaving the school committees and municipalities to pick up a slightly larger share.

Recommendation: WFP should develop reduction/exit strategies from school feeding programmes that would include and be based on indicators of appropriate conditions for the municipality and/or community to maintain it.

227. Finally, food insecurity in Bolivia cannot be addressed solely through food aid programmes, although these help the vulnerable in times of crisis. Vulnerability results from poverty and marginality, which must also be addressed through overall government policies and strategies, designed to increase equitable access to resources, improve institutionality and reduce corruption and waste. Although the government of Bolivia is unstable and constantly changing, there are significant multilateral efforts to improve governability and transparency that should encourage more stable and responsive governance in the long run.

Recommendation: In cooperation with other donors, particularly the UN system, WFP should continue to develop and increase its **advocacy role** for the fulfilment of the MDGs, and the PRSP. Capacity to do this should increase with more reliable information on results that will be replaced as the baseline research and the RBM process are further refined, and should be further sustained through the provision of additional qualified human resources.

A few key points to conclude

Key factors for success identified by the mission:

- Extensive, effective, flexible and varied partnership at all levels.
- Government participation in infrastructure, human and financial resources.
- Strong participation and ownership by beneficiaries, empowerment.
- Highly effective targeting.
- Good gender analysis to promote equity at family and community levels.

Key problems identified by mission that deserve attention by WFP and donors:

- Resourcing strategy has not been adjusted in order to take into account the fact that that the cost of carrying out an effective development strategy is not related to the volume of food distributed.
- Field monitoring and identification of opportunities for greater co-ordination and synergy could be improved through the provision of more and better resourced field monitors.
- Partnership imposes limits on the ability of WFP to meet all of the vulnerable populations it has identified.

Issues for further consideration:

- Poverty is the main cause of food insecurity in Bolivia and WFP should consider increasing its advocacy role, building on its extensive experience in vulnerable areas and its increasing capacity for baseline research, monitoring and demonstrating results.
- Bolivia provides effective mechanisms for the above-mentioned advocacy activities that should continue to be used and developed, including well-organized donor co-ordination as well as the UNDAF framework, and government commitments to the MDGs and PRSP.
- In some programmes, food may be a useful but not necessary instrument and WFP's tools could be further refined to pinpoint the value-added of food and the conditions under which food is (or is not) a necessary element for success.