

## **Protracted Relief and Recovery Operation**

### **Bolivia PRRO 10836.0**

#### ***Recovery of Food-Insecure Households Affected by Consecutive Natural Disasters***

Duration:	2 years (June 2009 – May 2011)
Number of beneficiaries:	200,000
WFP food tonnage:	10,947 mt
WFP food cost:	US\$8,768,944
Total cost to WFP:	US\$12,258,557

#### **EXECUTIVE SUMMARY**

Three consecutive years of major natural disasters, including floods, mudslides, landslides and droughts, have devastated the livelihoods of more than 700,000 people in Bolivia. The most critical impact has been on subsistence farmers and indigenous people, already food-insecure, whose crops were ravaged for two to three years in succession. In 2008, those already struggling to meet their daily food and nutrient needs had the additional shock of unprecedented food price increases.

This protracted relief and recovery operation (PRRO) has been designed with a participatory approach involving the affected families, the Government, United Nations agencies and cooperating partners. It responds to a specific government request to support recovery actions and is in line with relevant national social protection and recovery strategies, including the Plan to Eradicate the Extreme Poverty, the Zero Malnutrition National Programme and the National Rehabilitation and Reconstruction Plan 2008-2010.

In line with WFP's Strategic Objectives 2, 3 and 4, the operation's objectives are to:

- support the re-establishment of livelihoods and food and nutrition security, and to strengthen resilience to shocks and adaptation to climate change in the most food-insecure communities through safety nets and asset creation;
- support education and nutrition/health safety nets for vulnerable groups, with special attention to pregnant and lactating women, children under 7 and primary school children; and
- strengthen the Government's capacity to prepare for, assess and respond to emergencies.

The overall strategy includes a gradual hand-over to the Government's social development programmes. The findings from the emergency food security assessment conducted in January 2009 provided the basis for the project design and geographical targeting. Data collected through this assessment also constitutes the baseline against which outcomes will be

measured. The PRRO will be implemented in the Departments of Beni, Pando, Santa Cruz, Cochabamba and Chuquisaca.

The PRRO contributes to United Nations Millennium Development Goals 1, 2, 4, 5 and 7.

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## SITUATION ANALYSIS AND SCENARIO

### The overall context

1. Bolivia is one of the poorest countries in Latin America: 65 percent of the population of 9.5 million are below the poverty line, rising to 80 percent in rural areas. Though per capita Gross National Income (GNI) is US\$1,260,<sup>1</sup> the Gini coefficient of 0.6 ranks it as the second most inequitable country in Latin America in income distribution.
2. Bolivia is part of the area of influence of the El Niño and La Niña climatic phenomena that cyclically impact the western part of South America. Unusual changes in the water temperature of the Pacific Ocean modify the rainfall patterns, creating heavy rains and droughts. In recent years, the recurrence of El Niño/La Niña events has significantly increased; during 2006 to 2008, most of Bolivia has been affected by floods, drought and other events. In 2008, those already struggling to meet their daily food and nutrient needs had the additional shock of unprecedented food price increases.
3. In 2006 and in 2007, the El Niño phenomenon caused extreme flooding and droughts: heavy rainfall caused widespread flooding along major rivers of Desaguadero, Rio Grande, Maniqui and Beni. In 2008, most of Bolivia was hit again by floods, mudslides, landslides, and droughts, which were categorized as the worst in 50 years. Most of the country was affected, but heaviest damage was concentrated in the departments of Beni, Santa Cruz, Cochabamba, Pando, Chuquisaca and La Paz. According to the Ministry of Civil Defence and Support to the Integral Development (VIDECICODI), 45 municipalities were affected during three consecutive years. A WFP emergency food security assessment (EFSA) in January 2009 revealed that 40 percent of affected families were hit by floods for three consecutive years.
4. These consecutive natural disasters have devastated the livelihoods of more than 700,000 people, caused loss of life, injuries and population displacement, as well as massive damage to housing, infrastructure and agriculture. Approximately 25,000 people lost their houses and were sheltered in camps, mainly in Trinidad and San Julian. The damage and losses of the 2007 and 2008 events were estimated by the Economic Commission for Latin America and the Caribbean (ECLAC) at almost US\$1 billion,<sup>2</sup> mostly affecting the agricultural sector. At least 224,000 hectares of crops were lost in 2008.<sup>3</sup> The most critical impact was on small farmers and indigenous people, who depend on subsistence production and had crops ravaged for two to three successive years.

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<sup>1</sup> World Bank: “*Bolivia at a glance*”, 2008.

<sup>2</sup> Most of the sector impact data was gathered by the ECLAC assessments from different information sources.

<sup>3</sup> WFP, 2008 Emergency Food Security Assessment (EFSA).

**Table 1: Affected population and economic damage (2006-2008)**

Year	Economic damage (US\$)	Affected population					
		Children < 5	Children 5-18	Adults	TOTAL		
					Men	Women	TOTAL
2006	n/a	30 000	70 000	101 000	103 000	97 000	200 000
2007	443 270 000	105 000	247 000	357 000	366 000	343 000	709 000
2008	547 714 000	107 000	252 000	363 000	373 000	349 000	722 000
Total	990 984 000						

ECLAC, 2007-2008; WFP, 2006 (all numbers rounded)

- In addition, the political tension has significantly increased in recent years. Frequent demonstrations, road blockades and social clashes have often increased the United Nations security phase in certain regions. Bolivia is also highly vulnerable to global food price increases and the global financial crisis due to its dependency on gas exports and remittances.

### **The food security and nutrition situation**

- Bolivia already faced serious structural problems before the successive emergencies: 38 percent of its total population, and up to 62 percent of the rural population, had insufficient income to meet their basic food needs.<sup>4</sup> In the most food-insecure municipalities, 75 percent of households could not meet their basic food needs and 63 percent of households could not provide for the minimum caloric intake.<sup>5</sup> Over the past ten years, undernutrition has remained at alarming levels. Micronutrient deficiencies are another concern.
- The 2008 ESFA showed that three-quarters of affected households in disaster-hit areas had lost over half of their agricultural production. For most affected households, agriculture had been the primary or secondary source of income, and their main source of food. WFP monitoring missions in late-2008 showed that a large proportion of affected families in Santa Cruz, Cochabamba, Beni, Chuquisaca and Pando departments had not recovered their food security and livelihoods, and required continued assistance. WFP's EFSA of January 2009, carried out in collaboration with the United Nations Children' Fund (UNICEF), obtained detailed information on food security and identified vulnerable groups requiring support in the affected areas.<sup>6</sup>
- Comparing results from 2008 and 2009 EFSA shows an improvement in food security, with severely food-insecure households falling from 19 to 10 percent and moderately food-insecure households decreasing from 38 to 31 percent (in surveyed disaster-affected

<sup>4</sup> National Institute of Statistics, 2006.

<sup>5</sup> Consumption and Nutrition Survey. WFP, 2005.

<sup>6</sup> The 2009 EFSA findings are based on secondary data analysis, standardized surveys in a statistical sample of 1204 households in 57 communities; as well as interviews with community leaders and 19 focus groups.

departments). These households have limited food access since they depend on irregular sources of food and income, such as casual labour and food assistance. Their food consumption patterns vary: while severely food-insecure households mostly consume cereals and roots complemented with sugar and fat, moderately food-insecure households may have either a limited consumption pattern or an acceptable consumption pattern but are unable to build up food reserves.

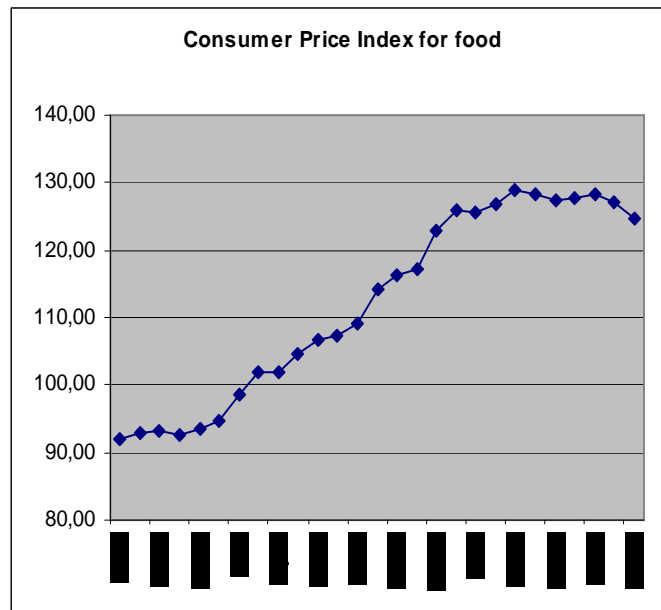
9. After flooding and consequent losses in 2008, the proportion of households relying on their own production as their main food source fell from 43 percent in 2006 to 22 percent in 2008 and then increased to 30 percent in 2009 (EFSA); however, casual labour - often related to agriculture - is still the main source of income. Since large farmers have also been affected by the recurrent natural disasters, their capacity to absorb labour has diminished, seriously reducing the casual labour opportunities for the vulnerable households.
10. Expenditure patterns have also changed due to the recurrent disasters. EFSA assessments showed the share of income used to purchase food increased from 36 percent in 2006 to 44 percent in 2008, reaching 68 percent in 2009. This is a result of the double shock that vulnerable households faced in 2008: the impact of floods and an unprecedented increase of food prices. Bolivia is the third most-vulnerable country to food price changes in the Latin America and Caribbean region.<sup>7</sup> Prices for rice, maize and yucca doubled between December 2007 and February 2008, while prices for vegetable oil, sugar and potatoes increased by 23 to 87 percent. Between January and December 2009, the price of basic food (rice, vegetable oil, sugar, eggs and vegetables) increased by 20 to 50 percent (data from EFSAs). A recent study<sup>8</sup> confirmed that households in vulnerable municipalities are highly dependent on the market for food because of poor diversification and low efficiency of agricultural production.
11. The consumer food price index increased sharply during 2008 and food prices have remained high, despite market fluctuations (figure 1). The 2009 assessment found that the majority of households (59 percent) reported the increase of food prices as the main issue affecting their capacity to cover food and other essential needs.

### **Figure 1: Increase in food prices 2007-2009**

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<sup>7</sup> WFP, "Towards a Food Price Vulnerability Index", 2008. The index was based on 12 indicators for 129 countries worldwide. Bolivia presents characteristics of vulnerability such as low gross domestic product (GDP) per capita, high exports of raw materials, and high levels of per capita cereal import.

<sup>8</sup> WFP, in coordination with the Bolivian Government and UNICEF, has concluded the study of the impact of the global crises on most vulnerable population (2009).



Source: National Institute of Statistics, 2009

12. A comparative analysis of the 2008 and 2009 EFSA revealed that the proportion of households whose lives are at risk from health and nutrition has decreased from 42 to 15 percent in the affected areas, while the households whose livelihoods are at risk increased from 36 percent to 64 percent.<sup>9</sup> This is because many food-insecure households use negative coping strategies that enable them to meet their immediate food needs but compromise their future livelihoods. The 2009 EFSA showed 20 percent of food-insecure households had to reduce the food quantity consumed and 16 percent reduced the frequency of meals. Furthermore, 65 percent of food-insecure families consumed their seeds, 65 percent had to sell more livestock than usual and many families had to leave their communities to find alternative sources of income and food. These trends indicate the need to shift from life-saving interventions to activities in support of livelihood recovery.
  
13. Over the past ten years, undernutrition has remained at high levels: 27 percent of children under 5 suffer from stunting nationally, and stunting affects more than 40 percent of children in the most food-insecure municipalities.<sup>10</sup> For the 2009 EFSA, in collaboration with UNICEF, height and weight were measured in 850 children under 5 in the most-affected municipalities of Santa Cruz, Cochabamba, Beni, Chuquisaca and Pando departments. The acute malnutrition prevalence among children under 5 reached 4.3 percent among children surveyed, double the average prevalence in rural areas, while chronic malnutrition was considered high by World Health Organization (WHO) and Pan-American Health Organization (PAHO) standards. Micronutrient deficiencies of calcium, iron, iodine and vitamin A are another concern. More than half of the children under 5 suffer from anaemia. The majority of households (80 percent) in food-insecure municipalities have vitamin A deficiency.

<sup>9</sup> Households whose lives are at risk are characterized by a poor food consumption; households whose livelihoods are at risk may have a minimum food consumption and a poor or average access to food, or an acceptable food consumption but a poor access to food.

<sup>10</sup> Consumption and Nutrition Survey. WFP, 2005.

## Scenario

14. The protracted relief and recovery (PRRO) activities have been designed on the assumption that the security situation will remain stable and that Bolivian government policies and priorities will provide a conducive environment for recovery. Within this context, this operation will enable the recovery of livelihoods of affected communities, while providing an adequate response to new natural disasters of a small or medium scale. The number of food-insecure households could potentially increase as a result of new natural disasters and the impact of the global financial crisis, in which case WFP would adjust requirements of this PRRO with a budget revision.

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## POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

### Policies, capacities and actions of the government

15. The Government is formulating the Plan to Eradicate Extreme Poverty (PEEP),<sup>11</sup> which includes a food security and nutrition component utilizing food and cash transfer schemes. Other relevant Government policies related to social protection strategies include the Zero Malnutrition National Programme (ZMNP),<sup>12</sup> which aims at eradicating undernutrition of children under 5 and pregnant/lactating women. The Technical Committee of the ZMNP has been very active during emergencies and remains particularly concerned about the nutritional situation<sup>13</sup> of the most vulnerable populations after the setback in nutritional achievements caused by the series of natural disasters.
16. The Government has developed the National Rehabilitation and Reconstruction Plan 2008-2010 (NRRP)<sup>14</sup> to organize recovery efforts. The NRRP was partially funded with the Reconstruction, Food Security and Productive Support Fund. These resources are targeted mostly for the productive sector and main road infrastructure.
17. The Government is also developing the Strategy to Strengthen the National Preparedness and Response System,<sup>15</sup> which is supported by various United Nations agencies. Based on the recommendations of a United Nations Disaster Assessment and Coordination (UNDAC) mission,<sup>16</sup> the strategy has been formulated to ensure a more effective and timely response to recurrent disasters.

### Policies, capacities and actions of other major actors

18. United Nations agencies in Bolivia have included the development of the Government's capacity in risk reduction and emergency response as a key outcome within the United Nations Development Assistance Framework (UNDAF). WFP will continue to support the preparedness and response capacities through the joint development of national and departmental contingency plans and EFSA training. The United Nations Development

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<sup>11</sup> The PEEP was presented by the Government to the international community in December 2008 as one of the main strategies to reduce poverty in Bolivia. The final document is still under discussion.

<sup>12</sup> Zero Malnutrition National Programme, Ministry of Health – Food and Nutrition National Council, 2006.

<sup>13</sup> The Technical Committee of the ZMNP is composed by technical representatives of the Ministries members of the National Council of Food and Nutrition (CONAN). The Committee deals with all issues related to the implementation of the ZMNP.

<sup>14</sup> Ministry of Development Planning, 2008.

<sup>15</sup> Ministry of Defence – Vice-Ministry of Civil Defence & United Nations, 2009 (Draft document).

<sup>16</sup> UNDAF Assessment of the Bolivian Government's Response Capacity, 2007.

Programme (UNDP), the Food and Agriculture Organization of the United Nations (FAO) and UNICEF have implemented projects to recover livelihoods, prepare strategic documents and improve the Government's capacities.

19. Several non-governmental organizations (NGOs), such as Oxfam, Plan International, Cooperative for Assistance and Relief Everywhere (CARE), Save the Children Fund (SCF), Adventist Development Relief Agency (ADRA) and World Vision International (WVI), are also supporting the recovery of productive and social assets, as well as improving local capacities to be prepared for and respond to emergencies.

## **Coordination**

20. The United Nations Emergency Technical Team (UNETT) has assisted the Government in coordinating the efforts of various humanitarian actors during emergencies, including United Nations agencies, NGOs and donors. UNETT currently promotes and coordinates preparedness, risk reduction and recovery activities. At the regional level (departments), UNETT supports municipal and departmental governments in initiating and coordinating preparedness and emergency-related activities.

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## **OBJECTIVES OF WFP ASSISTANCE**

21. In line with WFP's Strategic Objectives (SO) 2, 3 and 4,<sup>17</sup> the objectives of the operation are to:
  - Support the recovery and re-establishment of livelihoods and food and nutrition security of the most food-insecure households (SO3).
  - Support and strengthen resilience to shocks of the most food-insecure communities through safety nets and asset creation (SO2).
  - Improve the nutritional and health status of targeted pregnant and lactating women, and children aged 2–6 (SO4).
  - Retain primary school children in schools (SO3).
  - Strengthen government capacity to prepare for, assess and respond to emergencies (SO2).
22. The PRRO contributes to United Nations Millennium Development Goals 1, 2, 4, 5 and 7.<sup>18</sup>

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<sup>17</sup> The main Strategic Objectives under this PRRO are: SO2 "prevent acute hunger and invest in disaster preparedness and mitigation measures"; SO3 "restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations"; and SO4 "reduce chronic hunger and undernutrition".

<sup>18</sup> MDG 1 "eradicate extreme poverty and hunger"; MDG2 "achieve universal primary education"; MDG4 "reduce child mortality"; MDG5 "improve maternal health" and MDG7 "ensure environmental sustainability".

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## WFP RESPONSE STRATEGY

### Nature and effectiveness of food-security related assistance to date

23. Since 2006, and in response to the natural disasters, WFP has implemented several emergency operations (EMOPs) in an attempt to stabilize the nutritional status of the affected households and support their livelihood recovery. Under the most recent operation (EMOP 10616.0), WFP assisted 245,000 beneficiaries. As families recovered their access to food, WFP has phased out of some communities and municipalities. The EMOP ended in May 2009 with 100,000 beneficiaries who require continued support under the proposed PRRO.

**Table 2: WFP assistance to emergencies (2006-2008)**

Year	Operation	Beneficiaries	Total value (US\$)
2006	IR-EMOP* 10511.0	85 000	477 564
	EMOP 10517.0	58 000	1 911 179
2007	IR-EMOP 10587.0	74 000	456 216
	EMOP 10616.0	111 000	2 919 000
2008	EMOP 10616.0 (extension)	245 000	6 768 769
<b>Total</b>			<b>12 532 728</b>

\*IR-EMOP = immediate response – emergency operation

24. WFP country programmes 10159.0 (2003-2007) and 10596.0 (2008-2012) were key support platforms for the implementation of the EMOPs. Their existing human resources, systems, equipment and institutional setting allowed WFP to respond rapidly to the emergencies. Furthermore, the current country programme 10596.0, which covers different areas than the proposed PRRO, will continue to support the capacity development of the Government in emergency preparedness and response.

### Strategy outline

25. Adopting a participatory approach, WFP, in collaboration with the Government and other key stakeholders, carried out workshops to identify the main recovery priorities, the objectives, the intervention strategy and different components of the operation. The operation design also benefited from the results of a lessons learned workshop in August 2008.
26. The PRRO strategy was aligned with national plans and programmes, specifically the NRRP, the ZMNP, and the Strategy to Strengthen the National Preparedness and Response System.



27. WFP proposes four types of interventions:

**(i) Livelihoods recovery and protection**

28. Food-for-work (FFW) and food-for-training (FFT) activities will be implemented to support the restoration of livelihoods and strengthen resilience to shocks and adaptation to climate change in the disaster-affected areas.
29. Recovery of agricultural production will be promoted through land rehabilitation, reconstruction of roads, small-scale irrigation and drainage systems and other productive infrastructure. Activities supporting mitigation and adaptation to climate change include the construction and reinforcement of river dikes, reforestation, and construction of water reservoirs. FFW will also support productive activities in schools to encourage the production of vegetables and raising small animals to complement school feeding, with direct involvement of the community. FFT will focus on productive techniques and nutritional education, for both men and women. Women's participation in FFW/FFT activities will be encouraged to strengthen their resilience.
30. WFP will explore the feasibility of implementing conditional cash transfers<sup>19</sup> under the livelihood recovery and protection component, as well as the MCHN component. Should the study conclude that conditional cash transfers are feasible and effective, and funding is available, WFP will initiate a pilot cash transfer project to complement other food assistance modalities.
31. The activities will be identified in consultation with the affected communities with a focus on vulnerability to hunger and risk reduction. They will be implemented in collaboration with local governments, prefectures, NGOs and other United Nations agencies, in particular FAO.

**(ii) Education and basic nutrition and health**

32. To improve the nutritional and health status of targeted pregnant and lactating women and children, a mother-and-child health and nutrition (MCHN) component has been included in this PRRO. This will be complemented by school feeding in disaster-affected areas.

**(ii a) Mother-and-child health and nutrition**

33. MCHN will be implemented in collaboration with the National Health System in the most affected municipalities to address consumption shortfalls and improve the nutritional status of children aged 2-6 years and pregnant/lactating women. MCHN acts as a safety net and prevents life-long consequences of malnutrition.
34. The MCHN component will complement the Government's ZMNP under which a fortified complementary food (Nutribebe) is provided to children aged 6-24 months. WFP will provide take-home rations to children 24-72 months attending health centres within the targeted areas. The age group 5-6 years is included to ensure adequate nutrition of all children until they enter into the primary school.<sup>20</sup>

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<sup>19</sup> The Swiss Development Cooperation has confirmed its support to this PRRO with an expert on conditional cash transfers, to assess the feasibility and availability of resources to incorporate (at a pilot level) this type of activity within a recovery context.

<sup>20</sup> Primary school in Bolivia is from the first to the 8<sup>th</sup> grade, normally from ages 7 to 14.

35. The provision of food through MCHN will also encourage mothers to take their children to the health centres for growth monitoring and other basic health services, and promote checks for pre-natal and post-natal mothers. Training in childcare, nutrition, hygiene and health will be provided by counterparts and partners.
36. WFP will explore the production of locally processed ready-to-use foods (RTUF) using locally-grown commodities such as the Brazilian nut or Andean cereals on a pilot basis.

#### **(ii b) School Feeding**

37. School-age children were also affected by the natural disasters. Interruption of classes, the need to help their parents on income-generation activities, as well as temporary migration for casual labour opportunities have often interrupted children's education. School feeding acts as a safety net that confers an income transfer to those households with children enrolled in school. It reduces the risk of children being taken out of school, thereby maintaining or increasing enrolment and attendance (especially of girls). School meals may also free up resources within the household for other essentials, such as food and health care. The provision of adequate meals at school also alleviates short-term hunger and improves students' capacity to learn.

#### **(iii) Capacity development for emergency preparedness and response**

38. WFP will support the Government in improving its emergency preparedness and response capacity in order to ensure timely and effective responses to shocks. WFP will provide technical assistance on the formulation of contingency plans, vulnerability analysis and mapping, management of emergency stocks, monitoring and evaluation, emergency needs assessment and response in municipalities most affected by recurrent disasters. The development of local risk reduction plans and awareness campaigns will further support the disaster-affected communities.
39. Aligned to the National Strategy to Strengthen the Emergency Preparedness and Response System, this component will be coordinated by VIDEICODI and implemented through the relevant units at the departmental and municipal levels.

#### **(iv) Relief response to victims of new shocks**

40. This component aims to ensure a timely and effective response at the onset of an emergency to provide food and nutrition assistance to the affected population. Bolivia experiences multiple small to medium sized natural disasters every year that often overwhelm the response capacities of the Government, particularly at the local level. WFP plans to provide an emergency family ration for an average of two months to households requiring relief assistance due to new shocks, including natural disasters or social conflict. WFP will preposition stocks to facilitate rapid response in case of an emergency.

#### **Handover strategy**

41. This PRRO is intended to support the affected families during a transitional period of two years. As targeted communities' food security gradually recovers, WFP will phase down

its activities. Ongoing monitoring activities will track the food and nutrition situation of the beneficiaries. A gradual downsizing of the FFW/FFT beneficiaries is planned to encourage families to recover their own food sources. A gradual handover of the four components to government initiatives such as the PEEP and the ZMNP is envisioned during implementation of this PRRO. The MCHN and the school feeding components will be gradually handed-over to the departmental and local governments, respectively, according to their capacity to take over the management and financing of food assistance. WFP support is conditional upon the Government's agreement to continue the food assistance activities after WFP's current interventions. Under the country programme, WFP has succeeded in handing-over activities, either partially or totally, to local/departmental governments.

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## **BENEFICIARIES AND TARGETING**

42. This PRRO will address the needs of rural households who have become increasingly food-insecure as a result of at least two consecutive years of natural disasters and who have been unable to recover their livelihoods. The operation will target mostly indigenous populations as follows:
  - Native indigenous groups living in the rural areas of Beni, Pando and Cochabamba who depend mainly on subsistence agriculture, hunting and wild fruit gathering. Consecutive floods not only destroyed their limited crops, but also prevented them moving within their territories to hunt and gather fruit.
  - Affected small farmers, mostly of indigenous origin who migrated from western areas to resettle in the lowlands of Santa Cruz and Beni or live in the mountains of Cochabamba and Chuquisaca, and who depend on agriculture for their survival.
  - Landless agricultural labourers, seasonally employed by larger farmers, who have their labour opportunities reduced as a result of flooding.
43. *Livelihoods recovery and protection:* The EFSA 2009 identified approximately 20,000 food-insecure households (some 100,000 people) requiring recovery support within the most affected areas. Food insecurity was determined by the household food consumption (frequency and dietary diversity) and the household food access capacity, which was calculated based on the family's income and food sources as well as food stocks. Table 4 below shows the estimated number of participants and beneficiaries to be targeted through FFW and FFT activities by department.
44. *Mother-and-child health and nutrition:* Within the 44 worst-affected municipalities in the departments of Beni, Pando, Santa Cruz, Cochabamba and Chuquisaca, WFP will support 14,500 children aged 2-6 and 7,000 pregnant/lactating women through a MCHN component. All children aged 2-6 and pregnant/lactating women attending health centres will be targeted. For planning purposes, the number of children 2-6 and lactating/pregnant women is based on the estimated proportion of these groups among the populations in the worst-affected municipalities.
45. *School feeding:* Although the municipal governments are expected to fund and implement the provision of a school breakfast, not all municipalities have been able to establish such a programme. WFP will conduct a survey in the worst-affected municipalities to map out

the existing municipal school feeding programmes. Where such programme has been established (in about 70 percent of the targeted municipalities), WFP will complement the municipal efforts by providing technical assistance. Where no municipal school feeding programme has been set up (in about 30 percent of the targeted municipalities), WFP will establish school feeding, targeting 23,000 primary students, with the aim of handing it over to the municipalities within two years.

46. *Relief response to victims of new shocks*: Based on the average number of beneficiaries that WFP assisted between 2004 and 2007 (i.e. excluding 2008 as it was an exceptional year), this PRRO plans to support 100,000 beneficiaries during the two-year duration, who will be identified through rapid EFSAs conducted jointly with government authorities and partners.

**Table 3: Beneficiaries by activity type**

Component	Beneficiaries		
	Male	Female	Total
Livelihoods recovery and protection (FFW/FFT)	52 000	48 000	100 000
Mother-and-child health and nutrition	7 500	14 000	21 500
School feeding	12 000	11 000	23 000
Relief response to victims of new shocks	52 000	48 000	100 000
<b>Total</b>	<b>103 000</b>	<b>97 000</b>	<b>200 000</b>

\* Participants in MCHN and school feeding may also receive FFW/FFT family rations when the families are involved in FFW/FFT activities (approximately 120 days/year). Thus 44 percent of the total beneficiaries will receive food from two components at the same time.

**Table 4: FFW/FFT Beneficiaries by Location**

Department	Municipalities	Families	Beneficiaries		
			Men	Women	Total
Santa Cruz	12	4 250	10 900	10 200	21 100
Cochabamba	10	2 708	7 000	6 500	13 500
Chuquisaca	4	1 210	3 100	2 900	6 000
Beni	15	10 572	27 100	25 400	52 500
Pando	3	1 386	3 600	3 300	6 900
<b>Total</b>	<b>44</b>	<b>20 126</b>	<b>51 800</b>	<b>48 300</b>	<b>100 000</b>

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## NUTRITIONAL CONSIDERATIONS AND RATIIONS

47. The EFSA and monitoring reports revealed that beneficiaries cover approximately 30 percent of their daily food requirements through their own sources of food and incomes. Therefore, the planned rations have been calculated to cover the remaining part of the daily intake requirements. The food rations also take into account local food habits and commodity preferences. Fortified wheat flour will supply energy, protein and micronutrients. Vegetable oil is fortified with vitamin A, and salt with iodine and fluoride. In addition, the fortified corn-soya blend (CSB) will provide a micronutrient-rich food for vulnerable groups.

**Table 5: Daily food rations by activity type (g/person/day)**

Commodity	FFW/FFT**	MCHN Child 2-6	MCHN Pregnant	MCHN Lactating	School Feeding	Relief
Rice	100					200
Vegetable Oil	25	30	30	30	10	25
Wheat Flour	100				80	100
Beans	50					50
Salt	7					7
Blended Food		100	150	150	30	
<b>Total</b>	<b>281</b>	<b>130</b>	<b>180</b>	<b>180</b>	<b>120</b>	<b>382</b>
Energy (Kcal)*	1 454	772	1 025	1 025	658	1 847
Recommended daily intake (RDA)	2 100	1 575	2 385	2 600	1 900	2 100
% RDA	69%	49%	43%	39%	35%	88%
Protein (g)	29	18	27	27	15	36
Fat (g)	27	36	39	39	13	28

\* Includes energy from fat and protein.

\*\* The FFW/FFT ration content in the table has been calculated for one person but a five-person family ration will be distributed.

48. FFW/FFT family rations will be distributed for an average of 120 days per year. MCHN rations will be provided during the periods of pregnancy and breastfeeding of mothers and during the total duration of the operation to children 2-6 years.

**Table 6: Total food requirements by component (mt)**

Commodity	FFW/FFT	MCHN	School feeding	TOTAL
Rice	1 920		1 200	3 120
Vegetable Oil	472	538	148	1 157
Wheat Flour	1 920	736	600	3 256
Beans	960		300	1 260
Salt	131		41	171
Blended Food		1 982		1 982
<b>TOTAL</b>	<b>5 403</b>	<b>3 255</b>	<b>2 288</b>	<b>10 946</b>

## IMPLEMENTATION ARRANGEMENTS

49. The operation will be coordinated at the national level with VIDEICODI. The Government will coordinate and supervise the operation's commodity management, as is the case for the WFP country programme.
50. Specialized implementing units in the prefectures of each department will manage and distribute food, including the relief component. Local governments and NGOs will also provide non-food items, such as seeds, construction materials and transportation, as well as technical assistance to promote asset protection and reconstruction. WFP will coordinate activities with indigenous and municipal authorities regarding implementation and monitoring of the project.
51. The MCHN component will be implemented through local governments and the Departmental Health Services (SEDES) which will provide the health and nutritional support to mothers and children and will distribute the fortified complementary food in coordination with UNICEF, the World Health Organization/Pan-American Health Organization (WHO/PAHO) and the United Nations Population Fund (UNFPA). The school feeding component will be implemented through local governments, which are responsible for providing the school breakfast. WFP will ensure quality by integrating important lessons learned from previous experience in implementing school feeding programmes.
52. National and regional Emergency Operation Centres (COEs) and UNETT will coordinate the activities of the inter-agency thematic commissions; the commission for food will continue to be in charge of food assistance-related activities. UNICEF, FAO and WHO/PAHO will continue to participate in joint assessments, and WFP will collaborate with FAO to restore agriculture-based livelihoods.
53. The PRRO will promote gender sensitivity and equality. Women-specific needs, vulnerabilities and strengths will be adequately addressed and reflected in the implementation of the activities. In line with WFP's gender policy,<sup>21</sup> WFP will ensure that women benefit from, have control over, and have access to food assistance. WFP will promote the active participation of women in planning, implementation and evaluation. Women will make up at least 50 percent of distribution committees and school boards. At least half of the leadership positions in MCHN groups will be filled by women. FFW activities will also aim at reducing women's burden caused by the daily tasks of water, food and firewood collection.
54. As capacity development is a key component of the project, technical assistance, particularly through national consultants, is built into the other direct operational costs (ODOC) budget. Information management materials and equipment have also been budgeted to complement institutional development.
55. The Government strongly encourages local purchases to promote national production. As Bolivia is landlocked, local purchases can also shorten the lead time for food deliveries. WFP will consider purchasing food commodities locally provided that prices are competitive.

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<sup>21</sup> WFP Gender Policy: "Promoting Gender Equality and the Empowerment of Women in Addressing Food and Nutrition Challenges" (WFP/EB.1/2009/5-A/Rev.1).

56. Logistics is particularly challenging in the Departments of Beni and Pando where the road network is very poor and mostly impassable during the rainy season. River transportation is through small private-owned boats, increasing costs and requiring ad-hoc solutions to deliver food to isolated communities.
57. Transport costs will be partly paid by WFP and partly by the government counterparts, in particular the prefectures and municipal governments. The share will depend on location, counterpart presence and facilities. WFP will support counterparts in Beni and Santa Cruz, providing them with training, technical staff and equipment to strengthen their capacity in conducting needs assessments, food distribution and monitoring.

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## **PERFORMANCE MONITORING**

58. Outcome and output information will be managed by government counterparts through the existing Food Distribution Monitoring and Evaluation System (SIMEVDA). WFP will track all commodity movements with the Commodity Movement Processing and Analysis System (COMPAS). Government counterparts will also track food and produce the relevant documentation through the warehouse movement system (MOVALM). WFP will cross-check its information with MOVALM.
59. The 2009 EFSA will be used as a baseline against which results will be measured. Mid-term and final evaluations will assess the operation's performance. They will be complemented by the Government's nutritional surveillance system.
60. Field monitors will be hired to support the programme and logistics staff of the country office in La Paz and the sub-offices. They will ensure that food distributions are managed efficiently and that beneficiaries receive their full entitlement.

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## **RISK ASSESSMENT AND CONTINGENCY PLANNING**

61. Bolivia is going through a transition phase as the new constitution has been recently approved and involves structural changes including new national, departmental and municipal elections within the next year. The prevailing political tension has significantly increased. Government staff turnover has been considerably higher in recent years and the WFP counterpart "Insumos Bolivia" is relatively new in its logistics role. As the operation relies heavily on government performance, these factors could cause distribution delays and disruptions, which would affect the food and nutrition security of beneficiaries.
62. WFP and the United Nations agencies are considered neutral and impartial, which has been an important asset to continue working and assisting the most vulnerable people, even under high political tension. WFP will take special care to maintain these standards and to create awareness about the humanitarian principles among the government entities.

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## **SECURITY CONSIDERATIONS**

63. Bolivia is currently under the United Nations security phase 1.<sup>22</sup> However, in 2008, social conflicts resulted in clashes and road blockades, causing a temporary change to security phase 2. WFP offices are fully compliant with Minimum Operating Security Standards (MOSS), relevant security plans have been developed and staff have been trained by the United Nations Department of Safety and Security (UNDSS).
64. Road conditions are a key security concern. In most of the areas of implementation, the road conditions have worsened considerably with the heavy rains. Monitors will be provided with 4x4 pick-up trucks equipped with high frequency (HF) and very high frequency (VHF) radios.

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**APPROVAL**

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Date: .....

Josette Sheeran  
Executive Director  
United Nations World Food Programme

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<sup>22</sup> United Nations security phases are: 1 “precautionary”, 2 “restricted movement”, 3 “relocation”, 4 “programme suspension” and 5 “evacuation”.



## ANNEX IA

<b>WFP PROJECT COST BREAKDOWN</b>			
	<b>Quantity (mt)</b>	<b>Average cost (US\$) per mt</b>	<b>Value (US \$)</b>
<b>COSTS</b>			
<b>A. Direct operational costs</b>			
Cereals <sup>23</sup>	6,376	724	4,616,224
Vegetable Oil	1,158	1,340	1,551,720
Pulses	1,260	910	1,146,600
Salt	171	160	27,360
Blended Food	1,982	720	1,427,040
...			
<b>Total commodities</b>	<b>10,947</b>		<b>8,768,944</b>
<b>External transport</b>			<b>250,026</b>
<b>Landside transport</b>			<b>266,778</b>
<b>ITSH</b>			<b>460,321</b>
<b>Total LTSH</b>			<b>727,043</b>
<b>Other direct operational costs</b>			<b>453,200</b>
<b>Total direct operational costs</b>			<b>10,199,213</b>
<b>B. Direct support costs (see table below for details)</b>			<b>1,257,385</b>
<b>C. Indirect support costs (7 percent of total direct costs)</b>			<b>801,962</b>
<b>TOTAL WFP COSTS</b>			<b>12,258,557</b>

<sup>23</sup> This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.

## ANNEX IB

<b>DIRECT SUPPORT REQUIREMENTS (dollars)</b>	
<b>Staff</b>	
International professional staff	0
National professional officers	79,995
National general service staff	214,630
Temporary assistance (+National Consultants + UNVs)	346,762
Overtime	0
Staff duty travel	334,768
Staff training and development	24,000
<b>Subtotal</b>	<b>1,000,155</b>
<b>Office expenses and other recurrent costs</b>	
Rental of facility	14,400
Utilities (general)	2,880
Office supplies	18,000
Communication and IT services	36,000
Insurance	10,000
Equipment repair and maintenance	3,000
Vehicle maintenance and running cost	48,000
Other office expenses	79,200
United Nations Organizations Services	0
<b>Subtotal</b>	<b>211,480</b>
<b>Equipment and other fixed costs</b>	
Furniture, tools and equipment	14,500
TC/IT equipment	31,250
<b>Subtotal</b>	<b>45,750</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>1,257,385</b>

## ANNEX II - Logical Framework Summary Bolivia PRRO 10836.0

### “Recovery of Food-Insecure Households affected by Consecutive Natural Disasters”

Results-Chain (Logic Model)	Performance Indicators	Baseline value	Risks, Assumptions
<b>STRATEGIC OBJECTIVE 2: PREVENT ACUTE HUNGER AND INVEST IN DISASTER PREPAREDNESS AND MITIGATION MEASURES</b>			
<b>Outcome 2.1:</b> Early-warning systems; contingency plans; <sup>24</sup> food security monitoring systems in place and enhanced with WFP capacity development support.	* Disaster preparedness index.	n/a	No relevant changes in the Bolivian policies and priorities and the Government maintains its recovery and social protection policies at high priority. The political context allows the provision of food assistance under humanitarian principles.
<b>Output 2.1:</b> Built or restored disaster mitigation assets by targeted communities.	* Risk-reduction and disaster-mitigation assets created or restored, by type and unit of measure (area protected/improved hectares; number of trees planted; dams constructed, etc.).	n/a	No other major natural event or social upheaval occurs No major food pipeline break occurs. Partner support – particularly for non-food assistance - is available. Strong partner and government distribution support continues available. No major epidemic outbreak occurs.
<b>STRATEGIC OBJECTIVE 3: RESTORE AND REBUILD LIVES AND LIVELIHOODS IN POST-CONFLICT, POST-DISASTER OR TRANSITION SITUATIONS</b>			
<b>Outcome 3.1:</b> Adequate food consumption over assistance period for targeted households.	* Household food consumption score. * Average number of meals a day. * Proportion of beneficiary household expenditures devoted to food.	<ul style="list-style-type: none"> <li>➤ 18% households with inadequate food consumption.</li> <li>➤ 3 meals per day.</li> <li>➤ 68%</li> </ul>	

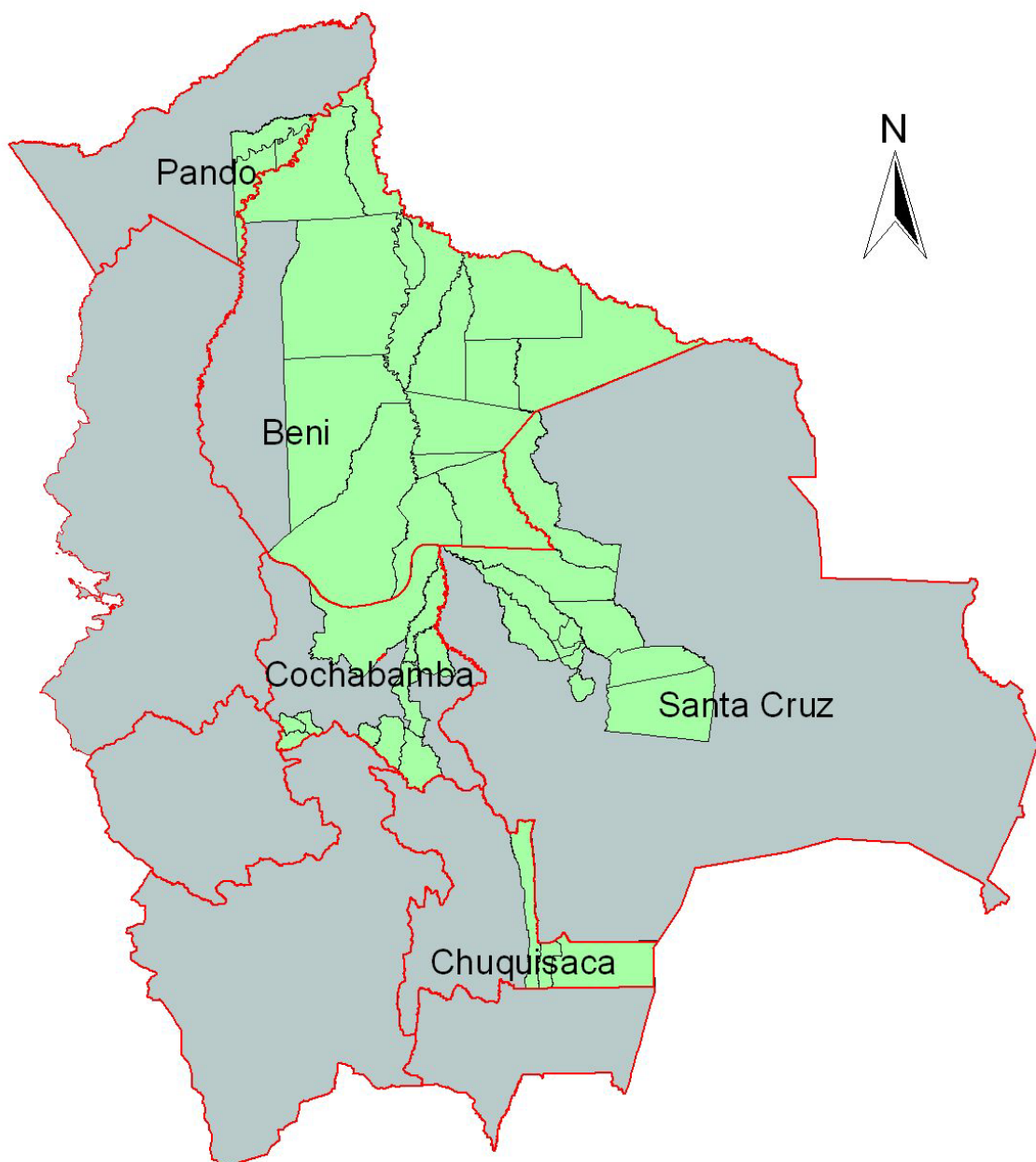
<sup>24</sup> Refers to government or inter-agency contingency plans

<p>Output 3.1: Food and non-food items distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions.</p>	<ul style="list-style-type: none"> <li>* Number of women, men, girls and boys receiving food and non-food items, by category and as % of planned figures.</li> <li>* Tonnage of food distributed, by type, as % of planned distribution.</li> <li>* Quantity of fortified foods, by type, as % of planned distribution.</li> <li>* Quantity of fortified foods, by type, as % of actual distribution.</li> </ul>	<p>n/a</p>	
<p><b>Outcome 3.2:</b> Targeted communities have increased access to assets in fragile, transition situations.</p>	<ul style="list-style-type: none"> <li>* Community asset score.</li> </ul>	<p>n/a</p>	
<p><b>Output 3.2:</b> Developed, built or restored livelihood assets by targeted communities and individuals.</p>	<ul style="list-style-type: none"> <li>* Number of community assets created or restored by targeted communities and individuals.</li> <li>* Number of women and men trained in livelihood-support thematic areas.</li> <li>* Proportion of households depending on agriculture as a main source of income.</li> </ul>	<p>n/a</p>	
<p><b>Outcome 3.3:</b> Enrolment of girls and boys, including IDP and refugees, in assisted schools stabilized at pre-crisis levels.</p>	<ul style="list-style-type: none"> <li>* Retention rate.</li> </ul>	<p>Retention rate met for 80 percent of sampled schools.</p>	
<p><b>Output 3.3:</b> School feeding coverage aligned with programme of work.</p>	<ul style="list-style-type: none"> <li>* Number of schools assisted by WFP.</li> </ul>		

<b>STRATEGIC OBJECTIVE 4: REDUCE CHRONIC HUNGER AND UNDERNUTRITION</b>			
<p><b>Outcome 4.1:</b> Improved nutritional status of targeted girls and boys and pregnant and lactating women.</p>	<ul style="list-style-type: none"> <li>* Prevalence of stunting among targeted children under 5 (height for age as %).</li> <li>* Prevalence of underweight among targeted children under 5 (weight for-age as %).</li> <li>* Proportion of children under 5 attending their growth and health monitoring session in the previous month.</li> <li>*Prevalence of malnutrition among targeted non-pregnant women, assessed using body mass index (BMI).</li> </ul>	<ul style="list-style-type: none"> <li>➤ 36.2%</li> <li>➤ 9.2%</li> </ul>	<p>Other immediate and underlying causes of undernutrition are jointly addressed by partners and Government (i.e. water and sanitation, health, training, etc.).</p>
<p><b>Output 4.1:</b> Food and non-food items distributed in sufficient quantity and quality to targeted women, men, girls and boys</p>	<ul style="list-style-type: none"> <li>* Number of women, men, girls and boys receiving food and non-food items, by category and as % of planned figures.</li> <li>* Tonnage of food distributed, by type, as % of planned distribution.<sup>25</sup></li> <li>*Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as % of planned distribution.</li> <li>*Quantity of non-food items distributed, by type, as % of planned distribution.</li> </ul>		

<sup>25</sup> Planned distribution includes quantity, quality and timeliness.

## Bolivia: PRRO municipalities



 PRRO municipalities



#### ANNEX IV - List of Acronyms

ADRA	Adventist Development Relief Agency
CARE	Cooperative for Assistance and Relief Everywhere
COE	Regional Emergency Operation Centre
COMPAS	Commodity Movement Processing and Analysis System
COSUDE	Swiss Cooperation for Development
DIPECHO	European Commission Disaster Preparedness Humanitarian Aid Department
ECLAC	Economic Commission for Latin America and the Caribbean
ECW	Enhanced Commitments to Women
EDP	extended delivery points
EFSA	Emergency Food Security Assessment
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FFT	food for training
FFW	food for work
GDP	Gross Domestic Product
GNI	Gross National Income
GTZ	German Technical Cooperation
TC/IT	Telecommunications/Information Technology
IB	Insumos Bolivia
IR-EMOP	immediate response emergency operation
ITSH	Internal transport, storage and handling
LTSH	Land transport, storage and handling
MCHN	mother-and-child health and nutrition
MOVALM	Warehouse Movement System
mt	metric ton
NFI	non-food items
NRRP	National Rehabilitation and Reconstruction Plan
ODOC	other direct operational costs

PEEP	Plan to Eradicate Extreme Poverty
PAHO	Pan-American Health Organization
PRRO	protracted relief recovery operation
RTUF	ready-to-use food
SCF	Save the Children Fund
SEDES	Departmental Health Services
SIMEVDA	Food Distribution Monitoring and Evaluation System
SO	Strategic Objective
VAM	Vulnerability Analysis and Mapping
VIECICODI	Ministry of Civil Defence and Integral Development
UNDAC	United Nations Disaster Assessment and Coordination (UNDAC)
UNDAF	United Nations Development Framework
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNETT	United Nations Emergency Technical Team
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNV	United Nations Volunteer
WHO	World Health Organization
WVI	World Vision International
ZMNP	Zero Malnutrition National Programme