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## COUNTRY PROGRAMMES

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## COUNTRY PROGRAMME- SENEGAL (1999-2001)

### ABSTRACT

The proposed Country Programme, which amounts to 11.7 million dollars (direct operational costs), requires the Executive Board's approval for the period 1999-2001. Of the proposed sum, 2.9 million dollars has already been pledged. Programme resources are allocated as follows: 38 percent to the education sector, 34 percent to health and nutrition, and 28 percent to urban sanitation, community forestry and household food security.

Senegal is a low-income, food-deficit country (LIFDC). Although it is not classified as one of the world's least developed countries (LDCs), it is considered as such by UNDP's Executive Board. According to UNDP's Human Development Report, it ranks 160th out of the 175 countries classified. The Aggregate Household Food Security Index is 80.6 (FAO), while the infant mortality rate (0 to five years) is 115 per 1,000. The country has an estimated population of 7.8 million and a gross domestic product (GDP) per capita of 417 dollars. Poverty is principally a rural phenomenon. However, some 20 percent of the poor live in urban centres, chiefly in the shanty-towns around Dakar, where over-population and unemployment exacerbate the problems of sanitation and malnutrition.

Following a vulnerability analysis and mapping survey conducted in 1996-97, activities covered by the Country Programme have been targeted to what are clearly the country's poorest areas.

Special attention is paid to women, teenage girls and children, who will benefit from 75 percent of the Country Programme's resources. Nutrition and sanitation activities, which are being co-financed by the World Bank, have been tailored specifically to the needs of poor population groups living in urban centres, with a view to mitigating the social impact of successive structural adjustment programmes.

Implementation of the Country Programme will call for the continuing collaboration of interested ministries and close concertation with the Ministries of Finance, Economics and Planning. The WFP Country Programme is being coordinated with other United Nations programmes (UNDP, UNICEF and UNFPA) and its duration has been reduced to three years so as to synchronize the WFP planning cycle with those of other Programmes and Funds in the United Nations system.

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## NOTE TO THE EXECUTIVE BOARD

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

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

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

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## STRATEGIC FOCUS: FOOD INSECURITY AND THE HUNGRY POOR

1. The Country Strategy Outline (CSO) for Senegal (document WFP/EB.2/97/6/Add.1) was submitted to the Second Regular Session of the Executive Board in March 1997. Full account of the recommendations made by the Board was taken in preparing the Country Programme. Those recommendations included a sharper definition of concrete measures aimed at improving community participation, especially that of women, and the strengthening of synergy between WFP assistance and that provided by other multilateral and bilateral organizations.
2. In accordance with WFP's policies and mandate, interventions approved by the Committee on Food Aid Policies and Programmes (CFA) have been redefined to take full account of poverty and food insecurity criteria and to enhance aspects relating to sustainability and women's participation.
3. The WFP Country Programme will cover part of the period (1997-2001) of the Government's ninth Economic and Social Development Plan, and coincides with the Country Strategy Note (CSN) approved by the Government. It was formulated in close consultation with the Government and representatives of the principal donors. As Senegal is one of the pilot countries selected for formulation of the United Nations Development Assistance Framework (UNDAF), the period covered by the WFP Country Programme was reduced to three years so as to synchronize planning cycles of the principal United Nations Programmes and Funds operating in Senegal: UNDP, UNICEF, UNFPA and WFP.

## THE HUNGRY POOR: PRIORITIES IN ASSESSING THEIR NEEDS

### Food insecurity, poverty and vulnerability

4. Senegal is a low-income Sahelian country characterized by a structural food deficit. Although the country is not classified as one of the world's least developed countries (LDCs), UNDP's Executive Board regards it as such on the basis of its socio-economic indicators. Infant (from 0 to five years) mortality is 115 per 1,000 and the AHFSI is 80.6 percent. According to a 1992 World Bank survey on household priorities, 34 percent of Senegal's population lives below the poverty threshold. Women represent roughly two thirds of those defined as poor given their limited access to economic growth and their scarce level of education. Generally speaking, they are employed in the least remunerative sectors of the economy such as subsistence agriculture and small-trade. It is estimated that 18 percent of households are headed by women and affected by serious poverty.
5. Poverty is mainly concentrated in rural areas, where 80 percent of the population considered as poor lives. Poverty is widespread (between 44 and 57 percent of the population) in the southern regions, especially Kaolack, Fatick, Kolda, Ziguinchor and Tambacounda, and in the central-north area of Louga. Populations in the south of the country are particularly exposed to food insecurity during the lean season from June to September due to the absence of any reliable survival mechanisms in that part of the country.
6. Recent surveys in Senegal have shown that whereas droughts affect agriculture, they are not a principal cause of poverty. Aside from the Dakar region, the least-poor departments



are paradoxically Saint-Louis and Diourbel, which have a long history of drought. Local inhabitants have evolved a number of survival strategies such the *Confrerie Mouride* trading system (community transactions), cash transfers from emigrant workers, extra-agricultural income, etc.

7. Some 20 percent of the poor population lives in urban areas, chiefly in the shanty-towns around Dakar. The continuing flight from the countryside to the cities, and in particular to the greater Dakar region, is a major problem. The rural exodus exacerbates the already considerable problems of the cities. Environment problems, previously limited largely to soil impoverishment and desertification, now include the disastrous sanitary situation faced in urban areas. The effects of unemployment and lower incomes among city-dwellers have been aggravated by the recent devaluation of the CFA franc. Consequences include a drop in food consumption accompanied by a shift towards lower-quality foods, and an increase in malnutrition affecting children and expectant mothers.

### **Government strategies for food security, poverty eradication and disaster mitigation**

8. The Senegalese Government's Plan for Economic and Social Development attaches high priority to the agricultural sector, and proposes a series of measures aimed at achieving self-sufficiency in local cereals such as millet, sorghum and rice. Millet and sorghum production manages to cover virtually the whole of demand in years of sufficient rainfall, but domestic rice production only accounts for 19 percent of requirements. The Government plans to increase rice production by extending irrigated areas and will in particular promote the establishment of small-scale irrigation schemes at the village level. They are comparatively cheap to set up and require the large-scale participation of village groups.
9. However, the Government is conscious of the fact that food security also depends on purchasing power at the household level. Its long-term policy on food security therefore centres on satisfying internal demand by encouraging local production and liberalizing imports on the one hand, and increasing household purchasing power through sustained economic growth on the other.
10. The Government's global objective is to promote sustainable economic development through three broad strategic avenues: accelerated economic growth, development of human resources and poverty alleviation. The Government is pressing ahead with its policy of liberalizing the economy and promoting the private sector, whose potential is still far from being fully exploited. The human resources development programme gives top priority to women, considering the crucial role they play in the economic life of the country. Education for girls and access by women to primary health care and family planning services are now among the Government's priorities. Lastly, a poverty alleviation programme has been adopted by the Government to ensure that the benefits of economic growth are distributed more evenly.
11. Senegal is struck by a moderate-intensity drought on average every seven years. The vagaries of the climate also cause marked variations in agricultural production from one year to the next. Assisted by a number of donors, the government has therefore set up a data collection and analysis system to provide a clear picture of the distribution of food insecurity. WFP is contributing to this effort with a vulnerability analysis and mapping (VAM) unit set up in its Dakar office. The unit ensures close coordination and liaison with the government bodies and aid agencies involved, i.e., the Ecology Monitoring Centre, which is undertaking similar research on behalf of the Agricultural Sector Investment



Project (PISA) financed by the World Bank; FAO's Global Information and Early Warning System (GIEWS), which has been reactivated; and the Agency for Execution of Public Works (AGETIP), which was until now responsible for vulnerability analysis among urban populations. Such initiatives should soon help improve disaster-mitigation and early warning systems and thus reduce the impact of crises.

### **Government food aid policies**

12. In the past, the Government's food aid policies were mostly formulated in the framework of the Government/donor Food Aid Common Counterpart Fund (FCCAA) by the Ministry of Agriculture and the Commissariat for Food Security (CSA). The FCCAA's joint Government/donors' committee, which included representatives of several ministries and local representatives of the principal food aid donors, coordinated programme food aid and generated funds in order to finance activities conforming to the Government's cereal policies and strategies. But FCCAA is currently running in low gear and commission members meet only occasionally to decide on the allocation of outstanding funds.
13. Senegal is still seeking project aid in support of food-for-work activities and of school and vulnerable group feeding projects in both rural and urban target areas. The Government feels this type of aid is increasingly needed in support of its national development and poverty-alleviation programmes. However, given Senegal's continuing structural food deficit, the Government would also like to see programme food aid resumed, especially since one of the main conditions for doing so has now been fulfilled with the implementation of PISA.

### **Relationship with the Country Strategy Note (CSN) process**

14. In the first quarter of 1997, the Government approved the CSN embodying the United Nations system's aid strategy towards Senegal. On the basis of the Government's declared strategy on the one hand, and of the mandates and areas of competence of the respective United Nations agencies on the other, five priority areas of intervention were identified for concerted support by the United Nations system. These are:
  - a) development of human resources and the promotion of family planning;
  - b) conservation of the environment and improvement of living conditions;
  - c) reduction of regional imbalances through the creation of basic infrastructures;
  - d) strengthening of the productive system; and
  - e) reinforcement of institutional capacities.
15. Activities selected under the Country Programme are in full harmony with the CSN and correspond to WFP's mandate. The WFP planning cycle will begin after that of the CSN and is based on the latter's policy guidelines. United Nations Funds and Programmes are currently engaged in preparing the United Nations Development Aid Framework (UNDAF) for Senegal, which will complement CSN. This exercise will boost the effect of the United Nations programmes and increase their synergy, thus adding to their impact on the country's development.

### **Collaboration with other United Nations institutions, donors and NGOs**

16. Most of the organizations providing external assistance to Senegal include poverty alleviation in their programmes' objectives. A Poverty Alleviation Plan was adopted by the Government in 1977, in consultation with the leading donors. A number of bilateral and



multilateral organizations and several NGOs thus support the activities planned by WFP to help alleviate hunger and poverty.

17. The World Bank is a leading donor in Senegal, especially in the fields of community nutrition and household food security, in which the German development agency KfW is also prominent. UNICEF is very active in the fields of basic education, nutrition and the environment. UNDP is involved in natural resource management while UNFPA is the lead agency in an infant and maternal mortality reduction programme in the Tambacounda region, together with WFP, UNDP and UNICEF. FAO and the European Union are cooperating with WFP in early warning systems and food security. School feeding is supported by CARITAS, while Catholic Relief Service (CRS) and AFRICARE are participating in a community agro-forestry programme. ENDA-Third World is taking part in a community nutrition programme and several NGOs are contributing to well-sinking activities under the agro-forestry programme.

## ASSESSMENT OF WFP'S PAST AND ONGOING ACTIVITIES

18. From 1964, when WFP assistance to the country began, to December 1996, total WFP aid to Senegal amounted to 124 million dollars.<sup>1</sup> Thanks to WFP's activities, the Government has come to appreciate the strategic role food aid plays not only in combating the effects of drought, but also in promoting household food security, stimulating the effective participation of populations in community works and, generally, fostering economic and social development. The current programme includes four ongoing development projects: Senegal 2344.03—Assistance to a school canteens programme; Senegal 4386—Community forestry and environmental protection; Senegal 3867.01—Community public works and sanitation programme; and Senegal 5655—Community nutrition, i.e., a total commitment of 26.2 million dollars, of which 23.3 million dollars has been spent. The residual 2.9 million dollars in direct support costs will be used in the present programme.

### Senegal 2344.03—Assistance to a school canteens programme

19. The programme was launched by the Government and WFP in 1970 in support of the country's education policy. It was subsequently adapted to conform to the Government's revised policy on education. The project at present has two components, respectively implemented by the Ministry of Education's Directorate for Scholarships and by CARITAS. It covers all of the country's 30 departments, with a very wide spread of operational sites. Although WFP assistance in this field is much appreciated and always justified, some fundamental questions still need to be settled, such as rationalizing the project's geographical coverage, effectively promoting girls' education and arranging for the gradual takeover of canteens by the Government and by parents' associations. All these questions are currently under review, and WFP's future assistance will depend on whether the above conditions are met.

### Senegal 4386—Community forestry and environmental protection

20. WFP assistance to the forestry sector dates back to 1975 and, until 1996, was provided almost exclusively in support of government projects. Following a change in government

<sup>1</sup> All monetary values are expressed in United States dollars.



policy, however, the project was redesigned so that assistance could be given directly to rural communities. Revision of the project was accompanied by a rationalization of intervention sites and the introduction of a more efficient monitoring and evaluation system. A new national management team was announced for the project in 1996 and activities began in the 1997 season.

### **Senegal 3867.01—Community public works and sanitation and Senegal 5655—Community nutrition**

21. These two comparatively recent programmes are well designed and targeted and address the problem of poverty in urban areas. They are in full harmony with the Government's plans to offer a food security and social safety net to the poorest groups of the population. The two projects are implemented by AGETIP and call for community participation in planning and executing its activities. A progress report on the urban sanitation programme submitted to the Executive Board in February 1997 underlined the project's positive results. These include the creation of jobs for the unemployed young, the involvement of young people's groups and associations, and the high rate of participation on the part of women.

## **STRATEGIC FOCUS OF THE COUNTRY PROGRAMME**

22. The objectives of the Country Programme fully coincide with WFP's mandate and with the goals of the Government's ninth Economic and Social Development Plan. WFP's development projects focus on two broad areas in which food aid is of crucial importance to the poor and to victims of food insecurity, and which have been given top priority by the Government and donors. They are:
- a) the development of human resources through the reinforcement of the education system and through improved access by mothers and children to health and nutritional services;
  - b) environmental conservation, and improvement of living conditions and food security.
23. WFP food aid will be integrated along with other key inputs so as to make the best possible contribution to the country's Economic and Social Development Plan and mobilize the widest possible participation of beneficiaries and local communities.
24. The WFP office in Senegal, with its VAM unit, has drawn up a poverty map showing how poverty is distributed inside Senegal's 30 departments. Country Programme activities will concentrate on areas or urban districts where poverty is highest. Projects previously approved by the CFA have been retargeted to the most vulnerable areas and groups. The school feeding and forestry projects, which covered the whole country, are now concentrated on one third of the poorest departments, where food insecurity is highest. The greater part of the Country Programme's resources will be devoted to basic education and to the improvement of mother-and-child access to health and nutrition services.
25. Objectives of the proposed Country Programme are as follows:
- a) to provide an incentive for parents to send their children, especially girls, to school;
  - b) to encourage mothers to participate in the health and nutrition programme;



- c) in urban areas, to motivate unemployed workers to participate in the improvement of their living conditions and, in rural areas, to encourage village groups to protect their environment and to set up small-scale productive infrastructures.
26. *In rural areas*, school feeding activities will principally target pupils from poor families, with priority given to girls. Community nutrition activities will also be provided in favour of mothers and children suffering from malnutrition. Food-for-work activities will be implemented in the framework of community management of natural resources and environmental protection, as well as under the Special Food Security Programme for Senegal. Village groups due to benefit from the activities live in areas where poverty and food insecurity are widespread. It is calculated that 60 percent of programme resources will be devoted to beneficiaries living in rural areas.
27. *In urban areas*, WFP aid will support community nutrition and sanitation works projects. The former are targeted to malnourished children and expectant or nursing mothers in poor districts, while the latter focus on unemployed residents of poor districts who belong to youth associations. WFP assistance in urban areas is comparatively recent and is provided in the framework of the Government's poverty and unemployment alleviation programme.

## COUNTRY PROGRAMME ACTIVITIES

### Resources and Country Programme preparation process

28. The CSN provided for a budget cover of 35 million dollars for a five-year period. In view of the comments made by the Executive Board, of the general level of development resources available to WFP, and of the priority attached to LDCs, the proposed programme has been downsized to 11.7 million dollars (direct operational costs) over a three-year period. The sum includes 2.9 million dollars already committed under current projects. Some 19,727 tons of food will be required.
29. By the end of the Country Programme, the share of resources allocated to women and children will total 75 percent. WFP plans to devote 38 percent of resources to the basic education and human resources development sector, 34 percent to community nutrition activities and 28 percent to environmental protection, living conditions improvement and food security.
30. The Country Programme includes projects covering school feeding and forestries which have benefited from WFP assistance for years and been assessed on numerous occasions. A survey was conducted by a local consultant with a view to improving geographical targeting of the school feeding programme and to analysing selection criteria based on the incidence of poverty, degree of food insecurity and priority given to the education of girls. The consultant proposed setting up a monitoring and evaluation system to measure the project's achievements in the light of its objectives: enrolment, daily attendance, academic achievements, etc.. The forestry project was entirely revised in response to a new government policy emphasizing community forestry and its geographical coverage was rationalized. A seminar grouping representatives of WFP, the Government, NGOs and the communities concerned resulted in July 1997 in the adoption of a monitoring and evaluation system providing detailed data to track progress of project implementation and other key aspects. The urban sanitation project is relatively new, while community nutrition, also being implemented in urban areas, only began in 1997. A participatory





approach has been adopted in all these projects with a view to achieving greater sustainability.

31. The proposed Country Programme includes most of the projects currently being executed: school feeding, community forestry, urban sanitation and community nutrition in urban areas. The community nutrition project will be extended on a pilot basis to rural areas during the period covered by the programme. Budget requirements will be modest and may be covered by the present phase of the community nutrition project in urban areas. WFP's planned activities in support of food security are being appraised by FAO, the Government and WFP. Project preparation may be completed during the first semester of 1998. The quantity of food aid required is relatively small. It is proposed that this component be included in the programme's basic activities.

### SUMMARY OF COUNTRY PROGRAMME ACTIVITIES

Programme activities	Direct operational costs (million dollars)	Tons	Annual number of beneficiaries			
			Rural areas	Urban areas	Total	Percentage of women, girls and children < 3 years
1. School feeding	4.5	7 135	56 000	–	56 000	50
2. Community nutrition	4.2	5 760	35 000	75 000	110 000	100
3. Urban sanitation	1.6	3 708	–	2 000	2 000	40
4. Community forestry	0.8	1 854	3 000	–	3 000	40
5. Food security	0.6	1 270	2 000	–	2 000	60
<b>Total</b>	<b>11.7</b>	<b>19 727</b>	<b>96 000</b>	<b>77 000</b>	<b>173 000</b>	<b>75</b>

#### Basic activity 1: School feeding

32. The education sector has run into serious problems due to budgetary limitations and the rapid population growth. In the primary sector, gross enrolment has dropped from 58.5 percent in 1988 to 54.3 percent in 1993. The rate for girls is around 46 percent. The gap between girls and boys grows even wider in the secondary sector. The Government is planning to build more classrooms and redeploy teaching staff so as to increase reception capacity in the primary school sector from 950,000 pupils in 1997 to an estimated 1,600,000 in 2003. It thus hopes to boost the gross enrolment rate to 80 percent in 2003 (82.5 percent boys and 79.3 percent girls). Education is vital if women are to play a larger role in economic and social development, which would do much to help reduce poverty.
33. The school feeding programme, which has been running for several years in Senegal, conforms to the Government's policy on education and provides a response to the global need for development of the country's human resources. Despite its duration, WFP intervention in this sector continues to be justified by the limited number of schools present in rural areas and by the fact that most pupils there live far away from schools. WFP assistance is given to mixed primary schools and to hostels accommodating secondary-school girls. The hostels, set up by NGOs and reserved for girls, represent their only chance of continuing their studies. Secondary colleges, all located in the chief towns of the country's departments, lack any adequate boarding facilities. Parents would thus never consider allowing their daughters to study in the cities. WFP assistance to the reception



centres is justified as part of its commitment to women's education, in the same way as school feeding in boys' and girls' primary schools.

34. WFP assistance to school feeding should last for the entire duration of the Country Programme, thus helping the Government carry out its reforms and achieve its objective, i.e., increasing school enrolment and attendance rates and reducing the gap between boys and girls.
35. Decisions will be taken shortly on how to implement the following strategies:
  - a) narrowing the project's geographical coverage to a maximum of 12 departments. Priority will be given to food-deficit rural areas characterized by low enrolment of girls;
  - b) providing WFP assistance to mixed primary schools and to secondary school hostels with accommodation for girls;
  - c) creating a mechanism encouraging the progressively greater participation of local communities and of the Government in running the canteens; and
  - d) reducing the WFP food basket from six to two or three items in the course of the programme.
36. During the period covered by the programme, WFP will continue to provide assistance to pilot canteens operated by the Ministry of Education and to mission schools run by CARITAS. The experimental nature of the Education Ministry's canteens lies in the fact that the only communities which qualify for the project are those demonstrating that they can finance the canteens in the future from income-generating or other activities. In primary education, a management committee will select boy beneficiaries from the poorest families or those living far away from school. Girls will have access to the canteens irrespective of their home background. In the secondary sector, WFP assistance will solely benefit hostels offering accommodation for girls. The share of resources allocated to school feeding and benefiting girls will therefore be at least 50 percent.
37. The number of beneficiaries is estimated at 56,000 a year. The total amount of food products to be supplied by WFP to the school feeding programme is estimated at 7,135 tons and direct operational costs at some 4.5 million dollars.

### **Basic activity 2: Community nutrition**

38. In the framework of its efforts to mitigate the effects of successive structural adjustment programmes and the devaluation of the CFA franc, the Government has given priority to the poorest groups of the population and is assisting them through a community nutrition programme.
39. The programme aims to provide a nutritional supplement to malnourished children from six to 36 months of age and to expectant or nursing mothers in poor urban areas. WFP food aid will provide an income transfer to beneficiary populations residing in the poorest urban districts. WFP assistance will encourage beneficiaries to attend their local community nutrition centres and will promote nutritional education aimed at teaching mothers how to prepare improved weaning foods. WFP assistance to community nutrition in poor urban areas is part of a wider, multi-sector government programme including nutrition, water-supply improvement, social mobilization and training. The World Bank, one of the leading donors to this programme, is currently looking into the possibility of extending it to rural areas. The Government has identified the districts with the highest incidence of poverty and malnutrition, and community nutrition centres will be set up there. WFP



assistance has been requested in order to extend community nutrition activities to rural areas.

40. During the period covered by the programme, between 100,000 and 110,000 women and children will benefit from community nutrition activities every year. A total of 5,760 tons of food will be distributed at a direct operational cost to WFP of some 4.2 million dollars. The current practice of purchasing supplementary feeding products on the local market will be encouraged as long as enough funds are available for the purpose and the food can be purchased locally more cheaply than through imports.

### **Basic activity 3: Urban sanitation**

41. The increasingly alarming hygienic situation in Senegal's cities underlines the need for improved disposal urban refuse and, more broadly speaking, for improving urban sanitary conditions as a whole. Rapid urbanization has seen entire city districts go up without either community infrastructures or the most elementary social services. Proliferation of household refuse and difficulties in disposing of sewage are at the root of a series of serious environmental problems. The situation is a source of pollution and health hazards and makes the living conditions of city-dwellers increasingly precarious.
42. Urban sanitation activities are intended to support the Government's public works and sanitation plan, which is aimed at rehabilitating municipal services in the departmental capitals concerned while at the same time creating jobs for low-income inhabitants. Under the Government's current decentralization and privatization policy, the new municipal development strategy delegates the management of public services and urban infrastructures to regional and municipal authorities as well as to local groups and associations.
43. WFP assistance will help municipal authorities in the country's largest cities to improve local sanitary and hygiene conditions. Labour required to organize refuse-collection and to rehabilitate the cities' sewage systems will be recruited among unemployed workers in the 10 target cities. WFP food aid will provide them with an income transfer. They will be grouped into economic-interest associations and carry out sanitation works in their own home districts.
44. During the three-year programme, WFP assistance will generate a total of 1.44 million workdays. A total of 3,708 tons of food products is required to implement this activity at a direct operational cost of 1.6 million dollars.

### **Basic activity 4: Community forestry**

45. WFP assistance to this sector is in line with Senegal's new policy orientation in the forestry sector, which emphasize environmental protection activities carried out with the active participation of local populations and promote the integrated development of communal village lands. The new approach gives priority to activities identified by village communities themselves.
46. WFP-assisted community forestry activities will enable target rural populations to promote their own development through the following activities: well-sinking, nursery planting, rehabilitation of fields by planting multi-purpose trees, hedging gardens and orchards, planting village woods and planting trees in public squares and alongside roads.
47. WFP assistance will motivate beneficiary populations to participate in forestry and environmental protection works. Activities selected under this component will contribute



to controlling erosion, to increasing the water-supply and to restoring a balance between supply and demand for forestry products. On the strength of vulnerability analysis data, 50 villages in 11 of the country's departments have been selected. This targeting will be refined during execution of the Country Programme.

48. During the period covered by the Country Programme, community forestry activities will require 720,000 workdays. A total of 1,854 tons of food products will be needed, at a direct operational cost of 800,000 dollars.

### **Basic activity 5: Special food security programme**

49. The Government's strategy is to develop irrigation in order to improve food self-sufficiency. A pilot food security programme has been launched by the Government with the support of FAO. It aims to implement 60 low-cost, environmentally-compatible micro-projects identified by the rural populations concerned in 30 target communities. The projects will be executed by groups of rural producers.
50. The Government considers the projects are suitable for food aid interventions and will help conserve and increase irrigated crops, increase cultivation of rainfed cereals and establish a real partnership between small-scale producers and the Government's research/extension services with a view to introducing improved technologies. WFP will supply food rations through food-for-work activities implemented during the lean season to encourage the creation of small-scale community production infrastructures.
51. These activities will generate 492,000 workdays; a total of 1,270 tons of food will be supplied at a direct operational cost of 600,000 dollars.

### **Key problems and risks**

52. A new drought or major disaster could affect the execution of the Country Programme and cause increased vulnerability requiring an emergency operation. WFP will participate actively in the work of government-donor coordination groups set up to identify vulnerable populations requiring assistance in the event of a major food shortage. WFP will contribute to collecting, analysing and disseminating information concerning the food resources of the populations involved and their survival strategies, and to evaluating potential needs and distribution routes. Depending on how grave the crisis is, WFP would advise the Government and the donors' community to rely on existing programmes, or to extend them to disaster areas before resorting to large-scale emergency operations requiring massive imports of food aid. WFP will also look into the possibility of preparing an emergency plan for the Sahel region as a whole in order to complement the resources included under the future Country Programmes of all the nations in the area. WFP's ability to supply the assistance planned under the present programme will depend directly on the amount of development funds at its disposal.

## **PROGRAMME MANAGEMENT PROCESS**

### **Appraisal**

53. The proposed Country Programme will cover the period from 1 January 1999 to 31 December 2001. Resources approved by the CFA for the community nutrition programme will cover five semesters. For the urban sanitation project, available resources



should cover needs for the first year of the Country Programme. The projects will be extended to the end of the programme, although some adjustments will be required given the programme's new policy focus. Total resources committed under the two projects are calculated at 2.9 million dollars (direct operational costs). The school feeding and community forestry projects will end as the Country Programme begins. Their extension will depend on their results and on the Government's new policies.

54. Suitable institutional mechanisms are already in place to enable WFP to appraise the Government's requests for food aid in the traditional sectors of school feeding and community forestry. Evaluation of the community nutrition and urban sanitation activities will help decide on future assistance to those projects during the programme. Activities planned under the present programme will be approved by the WFP Country Director in Senegal after they have been examined by experts recruited either locally or by WFP headquarters. The experts will be drawn from specialist United Nations organizations such as FAO, UNESCO and WHO. Project documentation will be examined by a local inter-organization committee to be set up by the Country Director in Senegal with the possible support of the United Nations Resident Coordinator. Individual project budgets will be approved by WFP headquarters, which will confirm that the required resources are available.

## PROGRAMME IMPLEMENTATION

### Capacity-building

55. WFP and the Government, through the projects' national directorates, AGETIP, CSA and various grass-roots organizations, have enough personnel available to execute the Country Programme. The limited resources which WFP can allocate to capacity-building will be complemented by funds made available locally by bilateral and multilateral donors and NGOs. The funds will help reinforce the institutional capacity of local associations in identifying and appraising needs.
56. In order to reinforce management capacity, WFP will continue to support training national staff in the following areas: data analysis, awareness-heightening vis-à-vis gender disparity, management and accounting, and monitoring and reporting. Special attention will be paid to the following:
- a) making project authorities aware of beneficiaries' needs, particularly those of women, through participatory evaluation techniques in rural areas;
  - b) assisting executing bodies in improving project management and in further refining monitoring and reporting from the field up to the central level; and
  - c) setting up systems allowing beneficiaries, and women in particular, to participate in project planning and management.

### Food logistics

57. A simple, cheap and efficient logistics strategy is currently being implemented successfully regarding all commodities imported by WFP. WFP delivers the food to extended delivery points at CSA's regional warehouses. CSA is responsible for storing and managing the products and looks after final distribution to beneficiaries. Its warehouses have a storage capacity of 84,000 tons and cover the whole country. CSA also stores and



distributes the whole of food aid supplied to the government by bilateral and multilateral donors. This strategy will continue during the period of the Country Programme.

58. Part of the food products required for the WFP projects, particularly cereals, may be purchased locally. Local purchasing is much appreciated by the Government as it stimulates the production and sale of local cereals. WFP will resort to this practice every time it sees fit. The composite flour distributed under the community nutrition component was first made up in Senegal and is prepared with local products. WFP, resources permitting, will continue to encourage local manufacture of this product.
59. The subsidy covering 50 percent of internal transport, storage and handling (ITSH) costs approved for the current projects will, exceptionally, be maintained for the entire length of the programme. The subsidy is essential to the implementation of WFP's activities in view of the country's continuing exceptional financial difficulties.

### **Coordination, implementation and reporting**

60. A Country Programme Coordination Committee has been set up within the Government to examine general policy questions and implement the programme at the national level. Basically, its task is to approve annual works targets and allocate resources. The Committee is chaired by the Director of Economic and Financial Cooperation at the Ministry of Economics, Financing and Planning. It includes representatives of key counterpart ministries and of the technical services taking part in executing WFP's activities. Also represented are WFP's principal NGO partners and leading donors. The coordination committee took part in preparation of the Country Programme and plans to meet every six months.
61. Technical coordination is provided by the national directorates of the ministries responsible for WFP activities. Its purpose is to examine questions concerning the planning, programming, execution, management and financing of activities. Technical coordination is also responsible for collecting data at all levels and preparing regular reports on the resources and achievements of individual activities.
62. A local committee will be set up to approve projects common to all United Nations Funds and Programmes. Its job will be to examine the activities proposed under the Country Programmes authorized by the Executive Boards of individual agencies.
63. In order to reinforce the reporting system, detailed monitoring and auditing methods will be defined and progressively refined during execution of the Country Programme. Presentation of monitoring reports will be simplified so that the information contained can be incorporated directly into the quarterly project reports on resources and the half-yearly reports on programme execution. Project personnel will be given the necessary training to prepare them.

### **Programme adjustments and supplementation of country activities**

64. The WFP office in Senegal will keep a close check on the achievements of all activities under the Country Programme. It will accordingly analyse project reports sent in by the Government and mission reports from WFP personnel, and will maintain contacts with other development partners. Field visits will help identify the strong and weak points of project execution. The country office will summarize the conclusions of the evaluation reports in its own half-yearly project reports. The reports will be prepared in collaboration with national directorates, development partners and the Food Aid Coordination Committee.



65. The Coordination Committee will examine the achievements of individual activities on the basis of the country office's project reports. Where activities require improvements, the Committee will analyze the root causes of the problem, and advise on corrective measures. In certain cases, it may recommend the withdrawal or interruption of assistance, or again advise that this be increased. In addition, it may call for the initiation of new pilot activities within the limits of the resources available to the present programme.

### **Participation of beneficiaries in planning activities and gender equality**

66. The Country Programme supported by WFP requires the communities, associations and district groups involved to be able to take decisions and show initiative. The communities must first of all define their needs and their priorities as these will be considered in drawing up the work plans of individual activities. Parents' associations will be required to participate in the management of the school canteens and gradually take over their running. Beneficiaries of the community nutrition programme will be selected by local committees and works supervisors from the urban districts and villages involved. The same goes for sanitation activities. Village cooperatives and associations will play a leading role in the selection and implementation of the community forestry and food security programmes. Community members will be trained in food aid management techniques and will be made familiar with WFP's work methods.
67. Targeting under the Country Programme will be refined so as to bring the proportion of women and children directly benefiting from WFP assistance up to 75 percent. The school feeding project will monitor the number of girls benefiting from WFP assistance; the community nutrition project will assist women and children exclusively; the community nutrition, forestry and sanitation projects will give priority to women's associations and to groups led by women. In line with overall policy aiming at the greatest possible participation of women in the programme, women will be given special training enabling them to take part in community decisions. WFP assistance will complement activities financed by bilateral and multilateral sources and NGOs in support of the Senegalese Women's National Action Plan adopted for the period 1997-2001.
68. In its Country Programme, WFP will support the following specific activities:
- a) management training for women, enabling them to supervise the distribution of food products to school canteens and to village groups;
  - b) adult literacy courses and technical training for women as required under programme activities; and
  - c) technical training concerning processing of local food products as possible substitutes for WFP commodities.
69. Training for women should provide for awareness-raising campaigns to overcome obstacles such as the limited access of women to land and other means of production. An annual budget will be set aside for this component, in consultation with other interested parties. WFP's contribution will be drawn from resources earmarked for the programme's basic activities and will be complemented by special allocations as part of WFP's Commitments to Women.



## EVALUATION

70. Activities will be evaluated by government authorities, donors, United Nations bodies, participating NGOs and the beneficiaries themselves. Workshops should be organized at the departmental and national levels to bring the programme's strategy and contents continuously up to date. The main lessons drawn from the evaluation process will be used in formulating the second Country Programme (2002-2006). Evaluation of the present programme should be conducted during the second semester of 2000.
71. Monitoring, evaluation and reporting on the school feeding and forestry activities will need to be improved. As regards the first type of project, a mechanism for the systematic collection of data should be set up so the project's impact can be measured on enrolment, attendance and dropout rates, specially among girls. Schools will collect and transmit the data to be examined at the national level. The community forestry project's monitoring and evaluation system was improved during a seminar in June 1997, which grouped all parties involved in the project. Simpler, more appropriate procedures based on the existing system were identified. Funds will be allocated to set up improved monitoring and evaluation systems both for school feeding and forestry.
72. As regards urban sanitation and community nutrition, the Government has already set up an efficient M&E system (through AGETIP). Indicators on community nutrition were selected during a WFP/World Bank mission in 1995. The system works very well and will be further strengthened to reflect WFP's commitment in favour of women and vulnerable groups in Senegal.
73. WFP, in collaboration with FAO and the agricultural policy unit at the Ministry of Agriculture, will design a series of indicators to measure the impact of food aid on the capacity of beneficiaries to increase their degree of food security. The indicators will be readjusted in the course of the programme.





## ANNEX I

<b>POVERTY RATE OF THE POPULATION BY DEPARTMENT</b>
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Region	Department	Poverty rate (percent)
CAP-VERT	Dakar	9.8
	Pikine	23.7
	Rufisque	30.2
DIOURBEL	Bambey	36.9
	Diourbel	27.3
	Mbacké	8.7
FATICK	Fatick	52.1
	Foundougne	54.8
	Gossas	46.6
	Kafrine	54.8
KAOLACK	Kaolack	35.1
	Nioro du Rip	43.8
KOLDA	Kolda	57.3
	Sédhiou	62.1
	Vélingara	47.5
LOUGA	Kébémér	41.3
	Linguère	60.6
	Louga	43
SAINT-LOUIS	Dagana	12.4
	Matam	26.2
	Podor	11.6
TAMBACOUNDA	Bakel	30.6
	Kédougou	86.8
	Tambacounda	44
THIÈS	Mbour	26.4
	Thiès	19.9
	Tivaoune	25
ZIGUINCHOR	Bignona	53.2
	Oussouye	74.3
	Ziguinchor	26.6



## ANNEX II



## PROGRAMME SUMMARY INFORMATION SHEET

Programme activity/component	Objectives	Target groups	Executing agency	Other principal donors
1. School canteens	<ul style="list-style-type: none"> <li>• Maintain and increase enrolment and attendance rates, especially for girls</li> <li>• Improve pupils' capacity to learn</li> <li>• Improve pupils' diets and nutritional status</li> </ul>	<ul style="list-style-type: none"> <li>• Primary pupils in rural areas of 12 target departments</li> <li>• Girl pupils in hostels in rural areas</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of Education</li> <li>• Scholarships Directorate</li> <li>• CARITAS</li> <li>• Parents' associations and communities</li> </ul>	<ul style="list-style-type: none"> <li>• UNESCO</li> <li>• UNICEF</li> <li>• World Bank</li> <li>• UNDP</li> </ul>
2. Community nutrition	<ul style="list-style-type: none"> <li>• Improve the nutritional status of children aged under three and that of expectant and nursing mothers</li> <li>• Increase attendance at nutritional centres and MCH centres</li> <li>• Promote different weaning foods</li> </ul>	<ul style="list-style-type: none"> <li>• Malnourished children, expectant or nursing mothers in poor districts and areas</li> </ul>	<ul style="list-style-type: none"> <li>• Presidential Commission</li> <li>• AGETIP</li> <li>• NGOs</li> </ul>	<ul style="list-style-type: none"> <li>• World Bank</li> <li>• KfW</li> <li>• UNICEF and other JCGP agencies</li> <li>• EU</li> </ul>
3. Environmental protection and improvement of living conditions				
Urban sanitation	<ul style="list-style-type: none"> <li>• Improve living conditions among populations of target cities</li> <li>• Improve sanitary and hygiene conditions in selected districts</li> </ul>	<ul style="list-style-type: none"> <li>• Poor unemployed citizens</li> <li>• Young people's associations</li> <li>• Women's associations</li> </ul>	<ul style="list-style-type: none"> <li>• AGETIP</li> <li>• Municipal services</li> </ul>	<ul style="list-style-type: none"> <li>• EU</li> <li>• UNICEF</li> <li>• Municipalities</li> </ul>
Community forestry	<ul style="list-style-type: none"> <li>• Environmental protection and improvement of living conditions in rural areas</li> <li>• Development of agro-forestry activities in rural areas</li> </ul>	<ul style="list-style-type: none"> <li>• Village groups and associations in poverty-afflicted departments</li> <li>• Women's associations</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of Environment</li> <li>• Rural associations</li> <li>• CRS</li> <li>• World Vision</li> </ul>	<ul style="list-style-type: none"> <li>• EU</li> <li>• FAO</li> <li>• UNICEF</li> </ul>
4. Special food security programme	<ul style="list-style-type: none"> <li>• Increase income and food security in beneficiary village</li> </ul>	<ul style="list-style-type: none"> <li>• Village groups and associations in food-insecure areas</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of Agriculture</li> <li>• Rural bodies</li> <li>• Women's groups</li> <li>• NGOs and rural associations</li> </ul>	<ul style="list-style-type: none"> <li>• FAO</li> <li>• EU</li> </ul>



## ANNEX III

## BREAKDOWN OF PROGRAMME ACTIVITIES

## ACTIVITY 1: SCHOOL CANTEENS

	Year		
	1999	2000	2001
<b>1. Number of beneficiaries</b>			
Public primary schools including Koranic schools	40 000	40 000	40 000
Primary mission schools	10 000	10 000	10 000
Girls' boarding-schools	6 000	6 000	6 000
<b>2. Duration of assistance/year (days)</b>			
Primary schools	180		
Girls' boarding schools	270		
<b>3. Rations (grams)</b>			<b>4. Total quantity (tons)</b>
Rice	150	300	5 508
Oil	15	15	478
Fish/Meat	30	30	384
Beans/Niebé	40	40	765

## ACTIVITY 2: COMMUNITY NUTRITION

	Year		
	1999	2000	2001
<b>1. Number of beneficiaries</b>			
Women and children in nutritional centres	100 000	110 000	110 000
<b>2. Duration of assistance/year (days)</b>	180		
<b>3. Rations (grams)</b>			<b>4. Total quantity (tons)</b>
Composite flour	100		5 760

## ACTIVITY 3: URBAN SANITATION

	Year		
	1999	2000	2001
<b>1. Number of beneficiaries</b>			
	2 000	2 000	2 000
<b>2. Duration of assistance/year (days)</b>	240		
<b>3. Rations (grams)</b>			<b>4. Total quantity (tons)</b>
Rice	2 500		3 600
Oil	75		108

## ACTIVITY 4: COMMUNITY FORESTRY

	Year		
	1999	2000	2001
<b>1. Number of beneficiaries</b>			
	3 000	3 000	3 000
<b>2. Duration of assistance/year (days)</b>		80	
<b>3. Rations (grams)</b>			<b>4. Total quantity (tons)</b>
Rice/Millet	2 500		1 800
Oil	75		54

## ACTIVITY 5: SPECIAL FOOD SECURITY PROGRAMME

	Year		
	1999	2000	2001
<b>1. Number of beneficiaries</b>			
	1 500	2 000	2 000
<b>2. Duration of assistance/year (days)</b>		90	
<b>3. Rations (grams)</b>			<b>4. Total quantity (tons)</b>
Rice	2 500		1 232
Oil	75		38



## ANNEX IV

<b>PROGRAMME BUDGET (Direct operational costs)(dollars)</b>
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**Activity 1: School canteens**

FOB cost of food products	3 329 250
External transport	717 651
ITSH	442 370
<b>Subtotal direct operational costs to WFP</b>	<b>4 489 271</b>
<b>Cost to Government</b>	<b>1 275 000</b>

**Activity 2: Community nutrition**

FOB cost of food products	4 032 000
External transport	0
ITSH	172 800
<b>Subtotal direct operational costs to WFP</b>	<b>4 204 800</b>
<b>Cost to Government</b>	<b>11 746 300</b>

**Activity 3: Urban sanitation**

FOB cost of food products	1 039 200
External transport	384 636
ITSH	229 896
<b>Subtotal direct operational costs to WFP</b>	<b>1 653 732</b>
<b>Cost to Government</b>	<b>1 250 000</b>

**Activity 4: Community forestry**

FOB cost of food products	519 600
External transport	192 318
ITSH	114 948
<b>Subtotal direct operational costs to WFP</b>	<b>826 866</b>
<b>Cost to Government</b>	<b>1 200 000</b>

**Activity 5 : Special food security programme**

FOB cost of food products	356 650
External transport	131 756
ITSH	78 740
<b>Subtotal direct operational costs to WFP</b>	<b>567 146</b>
<b>Cost to Government</b>	<b>4 000 000</b>

<b>Total cost to WFP</b>	<b>11 741 815</b>
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<b>Total cost to Government</b>	<b>19 471 300</b>
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**ANNEX IV B**



**SENEGAL - COUNTRY PROGRAMME (1999–2001)**

Activity	Product	Amount (tons)	Value (dollars)	Maritime transport (dollars)	Overland transport (dollars)	ITSH (dollars)	Total costs (dollars)
<b>1. School canteens</b>	Rice	5 508	1 652 400	578 340	176 256	165 240	
	Vegetable oil	478	430 200	55 926	15 296	14 340	
	Meat	192	441 600	12 480	6 144	5 760	
	Fish	192	460 800	36 480	6 144	5 760	
	Leguminous	765	344 250	34 425	24 480	22 950	
<b>Subtotal</b>		<b>7 135</b>	<b>3 329 250</b>	<b>717 651</b>	<b>228 320</b>	<b>214 050</b>	<b>4 489 271</b>
<b>2. Community nutrition</b>	Composite flour	5 760	4 032 000	Local purchase	Local purchase	172 800	
<b>Subtotal</b>		<b>5 760</b>	<b>4 032 000</b>	–	–	<b>172 800</b>	<b>4 204 800</b>
<b>3. Urban sanitation</b>	Rice	2 400	720 000	252 000	76 800	72 000	
	Sorghum	1 200	222 000	120 000	38 400	36 000	
	Vegetable oil	108	97 200	12 636	3 456	3 240	
<b>Subtotal</b>		<b>3 708</b>	<b>1 039 200</b>	<b>384 636</b>	<b>118 656</b>	<b>111 240</b>	<b>1 653 732</b>
<b>4. Community forestry</b>	Rice	1 200	360 000	126 000	38 400	36 000	
	Sorghum	600	111 000	60 000	19 200	18 000	
	Vegetable oil	54	48 600	6 318	1 728	1 620	
<b>Subtotal</b>		<b>1 854</b>	<b>519 600</b>	<b>192 318</b>	<b>59 328</b>	<b>55 620</b>	<b>826 866</b>
<b>5. Special food security programme</b>	Rice	822	246 600	86 310	26 304	24 660	
	Sorghum	410	75 850	41 000	13 120	12 300	
	Vegetable oil	38	34 200	4 446	1 216	1 140	
<b>Subtotal</b>		<b>1 270</b>	<b>356 650</b>	<b>131 756</b>	<b>40 640</b>	<b>38 100</b>	<b>567 146</b>
<b>Total</b>		<b>19 727</b>	<b>9 276 700</b>	<b>1 426 361</b>	<b>446 944</b>	<b>591 810</b>	<b>11 741 815</b>





## ANNEX V

PERIOD OF EXECUTION OF PROGRAMME ACTIVITIES			
Programme activities	1999	2000	2001
1. School canteens			
2. Community nutrition			
3. Community forestry			
4. Urban sanitation			
5. Special food security programme			

New programme

Plans of operation being executed