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COUNTRY STRATEGY OUTLINE— SENEGAL

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Note to the Executive Board



This document is submitted for consideration to the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Executive Summary

Senegal is a Sahelian low-income, food-deficit country (LIFDC). It is not among the least developed countries (LDCs) but is classified in UNDP's 2000 Human Development Report as a weak human development country, ranking 155th out of 174 nations. Per capita income was estimated at US\$520 in 1998 and, according to the World Bank's 1997/98 Development Report, the population then was some nine million and was growing at an average of 2.7 percent a year. Between 1990 and 1999, urban centres grew at the rate of some 4 percent, while 50 percent of the country's population lived in towns.

Between 1995 and 1997, following the implementation of some major structural reforms, GDP grew at an average of five percent. As concerns food security, cereals production could not keep pace with growing demand and showed a deficit. Gross annual supply of cereals per capita over the past five years was some 105 kg compared with demand which official figures put at 185 kg. The country therefore had to import more than 40 percent of its cereals every year. According to a World Bank survey, poverty in Senegal affected some 30 percent of households and 75 percent of illiterate women, who constituted two thirds of the country's poor. Access to basic social services such as health, education and employment was very limited.

Intended to support the Government's fight against poverty, the future Country Programme (2002–2006) will concentrate mainly on the social sectors of health/nutrition and education/training. It will target marginalized rural areas characterized by high food insecurity and certain districts of the country's major cities where poverty and unemployment make access to food extremely difficult. Future activities will address priorities 1, 2 and 4 of the of the Enabling Development policy.

The future Country Programme's two social components will feature development activities, i.e. community nutrition centres and educational activities. A food reserve aimed at disaster prevention and mitigation will be created.

The present Country Strategy Outline (CSO) sets out the guidelines for the preparation of the 2002–2006 Country Programme for Senegal. In April 2000 an evaluation of WFP's first Country Programme for Senegal (1999–2001) was carried out and its strategic and operational recommendations have been incorporated in the present document, which was prepared in close collaboration with the Government and WFP's development partners. It conforms to the Government's general policy orientations and the United Nations Development Assistance Framework for Senegal (2002–2006).

Draft Decision

The Board endorses the Country Strategy Outline for Senegal (WFP/EB.1/2001/7/2) and authorizes the Secretariat to proceed with the formulation of a Country Programme, which should take into account the comments of the Board.



FOOD INSECURITY AND THE HUNGRY POOR

Economic and Social Context

1. Senegal is a low-income Sahelian country (the annual per capita income was US\$520 in 1998) and a food-deficit, low-income country (LIFDC). UNDP's 2000 Human Development Report classified it as a low human development country, placing it 155th out of 174 countries. The 1999 population was estimated at 9.2 million, growing at an average of 2.6 percent a year, but reaching a yearly increase of 4 percent in urban areas. After the introduction of structural reforms, Gross Domestic Product (GDP) grew an average 5 percent a year over the 1995–1997 period.
2. Following presidential elections in March 2000, a new Government has taken over and is studying many reforms, improvements, changes and projects. The Government's priorities, expressed in the Prime Minister's general policy statement of July 2000, are security both on the borders and inside the country, health, education and the productive sectors of agriculture, industry and services.
3. A major, sustained effort is still needed, however, to improve the growth of the Senegalese economy and to make a significant impact on unemployment and poverty.
4. The number of unemployed is increasing at the rate of 11 percent a year and joblessness particularly affects the urban young since 40 percent of those aged between 20 and 35 are out of work. However, according to a government survey on priorities there are significant differences from one region to another and between urban as opposed to rural areas. In Dakar for example, the unemployment rate is 25 percent (23 percent for men and 27 percent for women), whereas it is less than 10 percent in other regions.
5. According to a 1992 household survey by the World Bank, poverty in Senegal is concentrated in rural areas (75 percent of poor households are in rural areas), but large pockets of poverty exist in urban areas, where almost half of the country's population lives.
6. Agriculture is the main source of employment in rural areas and, although representing only 17 percent of GDP, provides more than 60 percent of the country's population with revenue. Agricultural production is dominated by groundnuts, which are also of major importance in the subsidiary production sectors. Oil milling represents the main activity in the secondary sector. Thirty percent of the raw materials used by industry in Senegal comes from the agricultural sector.
7. Regarding health, infant mortality has dropped eight percent over the last decade from 76 deaths per 1,000 to 70.1 per 1,000. However, the trend has varied over the period and there was an 18 percent increase between 1995 and 2000.¹ The official maternal mortality rate was around 560 per 100,000 live births between 1990 and 1998. Life expectancy at birth was 51 years for men and 53 years for women. More than 40 percent of the population lives far from the nearest health centre. There is one hospital for every 500,000 inhabitants, one health centre for every 150,300 inhabitants and one doctor for every 12,700 inhabitants.²

¹ Second Multiple Indicator Cluster Survey (MICS II), UNICEF, October 2000.

² Directorate for Public Health and Hygiene, 1996.



8. Only one quarter of Senegalese households have access to drinking water, and only a third have sewage. The towns, starting with the capital of Dakar, have developed anarchically and exponentially and are collapsing under such problems as household refuse and overflowing sewers, while hygiene-related diseases like malaria, gastro-enteritis and amoebiasis are increasing.
9. Regarding education, Senegal is aiming to achieve universal education in 2008, with a minimum of 10 years' schooling for more than half of young Senegalese in 2015. Although trends in the sector indicate there has been progress, many problems remain to be solved. At national level, the gross enrolment rate in elementary education was 66.9 percent in 1998/99³, below the 75 percent average for sub-Saharan Africa. As in most developing countries, fewer girls went to school than boys—respectively 63.4 and 70.3 percent. There were also major differences between urban (86 percent) and rural (42 percent) areas. A UNICEF survey in 1996⁴ noted that the enrolment rate for children whose mothers had attended primary school was as high as 97 percent. However, some 75 percent of women were still illiterate.

Characteristics of Food Insecurity

10. Agriculture in Senegal is characterized by low and erratic rainfall, by environmental degradation and over-pressure on land and by structural and economic constraints. The cumulative effect has been a lowering of agricultural production over the last few years. Gross cereals production over 1995–1999 averaged 940,000 tons a year, supplying the equivalent of 105 kg per capita compared with demand officially calculated at 185 kg. Consequently, Senegal has to import more than 40 percent of the cereals it needs. An average of 500,000 tons of rice and of some 250,000 tons of wheat are imported every year.
11. Natural population growth and the fact that almost 50 percent of the population lives in towns make Senegal one of the most urbanized countries in Africa. This creates extra demand for cereals and consequently higher levels of commercial imports.
12. Civil strife in Casamance has exacerbated food insecurity there. Production of the principal crop, rice, has dropped 30 percent over the past 10 years. Seeking protection from armed bands and land mines, large numbers of people who lived in the countryside have fled to the towns, specially Ziguinchor and Kolda, or have sought refuge across the border in Gambia and Guinea-Bissau. The Government is currently making a major effort to restore peace in the region, which accounts for 11 percent of the population, 15 percent of cultivated land and 19 percent of agricultural production.
13. The volume of food aid going to Senegal has dropped noticeably over the past few years compared with the 1980–1986 period when the country was receiving large quantities of food aid because of a severe drought.

Malnutrition and Vulnerability

14. Senegal has a serious problem with malnutrition, and this has become a major public health concern. Scarce awareness among mothers of the nutritional requirements of their children, and lack of nutritional screening for children compound the problem. According

³ National report prepared by the Directorate for Education Planning and Reform for the World Forum on Education in Dakar in April, 2000.

⁴ Government of Senegal and UNICEF, Evaluation of Intermediary Objectives in Senegal, September 1996.



to a demographic and health survey (EDS II),⁵ 38 percent of deaths occurring before the age of 5 are linked to malnutrition.

15. Anthropometric indicators of weight-for-age, height-for-age and weight-for-height which respectively measure insufficient weight, stunting and severe malnutrition in children under 5 are relatively high at 18.4 percent, 19 percent and 8.3 percent respectively. Although malnutrition is more pronounced in rural areas (26 percent of children are stunted), the indicator rose three percent between 1992 and 1996 in urban areas (from 14 to 17 percent). This type of malnutrition is due to a continued shortage of certain nutrients (principally proteins and vitamins) and to poor living conditions. The phenomenon indicates that living conditions in urban areas have deteriorated.
16. The situation as regards paediatric diseases is worrying and compounds the problems of malnutrition and infant mortality. Among the main causes of infant mortality are diarrheic diseases (24 percent), acute respiratory infections (23 percent), malaria (nine to 23 percent) and measles (7 percent).
17. Nutritional diseases due to a shortage of micronutrients are widespread. Iron deficiency is prevalent among two thirds of all children and among women of childbearing age. Within the group, one third is affected by the most acute form of iron deficiency, i.e., anaemia. Anaemia is calculated to be prevalent among 55 percent of expectant mothers. Vitamin A deficiency, which causes growth problems, lower resistance to infection and vision problems is also among the main causes of infant-juvenile mortality.
18. In urban areas, poverty and unemployment are among the chief causes of food insecurity. Being poor means not having regular or sufficient access to food.⁶ Food insecurity will never be resolved so long as urban populations—both men and women—are illiterate and lack any form of vocational training.⁷ Poverty and unemployment will have continuing repercussions on the health and nutritional status of children.
19. According to the results of a vulnerability analysis and mapping (VAM)⁸ survey undertaken by WFP in Senegal in 1997 and updated in April 2000, most of the areas often affected by droughts are not vulnerable in terms of food security. Populations in those areas have developed survival systems based on the diversification of sources of income. For some time now, people residing in marginal areas in the Groundnut Basin⁹ and Senegal River Valley areas derive their income from peddling, handicrafts and farm labour but above all from money sent in by emigrants abroad. Moreover, in some departments of the Groundnut Basin where the main activity is groundnut production (as a cash crop), there are no signs of food insecurity.

⁵ Demographic and health surveys, EDS II, 1992.

⁶ According to an urban vulnerability survey dated September 2000, in the two poorest areas of Dakar, i.e. Baraque and Médina Gounass, respectively 78 percent and 70 percent of households spent more than two thirds of their income on food. Ziguinchor also returned a figure of 70 percent.

⁷ The September 2000 urban vulnerability survey showed that the global illiteracy rate in Baraque and Médina Gounass was respectively 61 and 62 percent, with 66 and 70 percent for women. It was more than 50 percent in Saint-Louis and Kaolack.

⁸ Vulnerability to food insecurity is a concept linked to the degree of exposure to short-term or structural risks (meteorological, political, social or economic) and the capacity to cope with such risks (through regulatory or survival mechanisms).

⁹ M'Bake, Diourbel, Louga, Tivaouane.



20. However, much of the population in urban centres is vulnerable to food insecurity. Similarly, in the Kaffrine, Tambacounda and Kedougou areas in the central-eastern region, which has undoubted agricultural potential, local inhabitants have not evolved a survival system guaranteeing them food security.
21. The departments of the Casamance region have a high risk of vulnerability and a very limited capacity to cope with natural, economic or social traumas. The region is geographically isolated and has very little transport infrastructure. This places a handicap not only on the food supply but also on the development of local agricultural production and the distribution of produce, fruit and vegetables in particular. Civil strife over the past 15 years has made matters worse. Many farmers have had to abandon their activities and are affected by food insecurity since alternative income-generating activities are scarce.
22. Although poverty indicators differ for rural and urban areas, the two kinds of poverty are rapidly becoming similar, with short-term rural poverty turning into structural urban poverty. Rural poverty often involves low cash revenues, a low level of personal consumption and lack of credit and basic social services. The poverty spiral in the countryside stems from the fact that cash revenue is almost exclusively derived from agriculture and is therefore dependent on the vagaries of the weather. Rural populations are thus often obliged to grow substitute products, leading to a poorer diet and consequent health problems which in turn cause a drop in production capacities. In urban areas, the most revealing poverty indicators are linked to access to urban services, to property ownership and to whether the most vulnerable segments benefit from any kind of social solidarity (the social exclusion noted in urban areas is one of the main factors exacerbating poverty).
23. In rural areas, demographic pressure, low agricultural yields and difficulty in undertaking income-generating activities are all combining to drive a growing number of people to the towns in search of jobs. Most of these people totally lack either qualifications or professional training and crowd into the shantytowns on the edges of the cities, particularly Dakar. They have difficulty integrating into the urban economy and so become unemployed. The fact of their being marginalized then excludes them from social solidarity and bars them from social services.
24. Dakar alone, which accounts for 54 percent of the country's urban population, has 50 percent of the country's urban poor. It is where most of those migrating from rural areas head for, but it also features large numbers of other marginalized individuals such as the handicapped and homeless children who try and eke out a living by begging on the streets. The clearest evidence of increasing urban poverty is child malnutrition together with the exclusion of vulnerable social groups, the degradation of sanitary conditions and banditism.

The Target Population

25. Targeting of beneficiaries will be linked to their place or residence (rural or urban), sex, age, type of poverty, level of solidarity an individual can expect to obtain, and situation *vis-à-vis* vulnerability (exposure to risks and ability to cope with them).
26. **Women** represent nearly 53 percent of the country's population and 53 percent of the rural population.¹⁰ Only 24.5 percent of members of poor households headed by women are fit to work or of working age, and only 10.7 percent of the active female population have some professional qualification compared with 45.6 percent of the active male

¹⁰ Senegalese household survey (ESAM)—DPS, 1997.



population. That explains why 57.8 percent of women in urban areas work as peddlers, which is the only form of unskilled employment available to them.¹¹ More women are unemployed in the towns.

27. **Children** from poor households who live on the streets are almost wholly marginalized and survive in complete squalor, Juvenile delinquency is widespread, and children represent a particularly vulnerable group.
28. **Rural households in the central-eastern region** of Senegal (Kaffrine, Tambacounda and Kédougou), which account for some nine percent of the country's population, are characterized by a high degree of vulnerability. A high incidence of poverty—affecting more than 50 percent of households in some instances—plus widespread illiteracy are factors slowing socio-economic development and contributing to low school enrolment.
29. Much of the **population of Casamance** is very vulnerable. The two most at-risk groups are: i) rural households which have had to abandon production of rice, formerly their only source of food;¹² ii) school-age children who, because of insecurity, have to walk a long way to school and usually drop out.

GOVERNMENT'S PRIORITIES AND POLICIES ADDRESSING POVERTY AND FOOD INSECURITY

30. The new Government formed in April 2000 has said it will follow the main sectorial policy options of the previous administration. Regarding **education**, the overall objective of the 10-year programme is to achieve universal education by the year 2008. The new Government also intends to encourage more girls to go to school and to improve the quality of education at all levels. Regarding illiteracy, the aim of the 10-year plan for basic education is to eradicate illiteracy by 2008 while giving priority to teaching women to read and to reducing disparities between rural and urban areas. A ten-year programme for education and training is at present being financed.
31. On **health**, the Ten-Year Health and Social Development Programme (1998–2007) adopted in May 1997 aims to offer quality health care to vulnerable groups. This is also part of the overall policies adopted by the new Government.
32. On **nutrition**, the Government of Senegal has set several targets in its National Action Plan on Nutrition aimed at improving the nutritional status of the population and of vulnerable groups in particular (children aged below five, nursing and expectant mothers). Two principal strategies will be adopted: i) preventing malnutrition; ii) treating those already in contact with health services, and identifying and screening malnourished children. Several programmes, including the Community Nutrition Project (CNP) set up to help achieve the plan's objectives are currently being executed with the support of donors.
33. Poverty alleviation is one of the new Government's priorities. In December 1997 a national poverty alleviation programme based on the participatory approach was adopted.

¹¹ WFP/VAM survey on urban vulnerability—September 2000.

¹² The September 2000 urban vulnerability survey underlined the special gravity of the situation in Ziguinchor. Only one person out of four there was fit to work or of working age while only one of those had a job. Seventy percent of households devoted more than two thirds of their income to food, while households averaged 11 members. Although the illiteracy rate (both overall and women's) were below the national average, the level of professional qualification of household heads was particularly low. Some 85 percent of the active population lacked any kind of qualification.



The programme features cross-cutting activities which complete the sectorial investment programmes aimed at: i) the establishment of income and employment-generating activities within a development programme for micro and small-scale enterprises supported by improved financial instruments; ii) improvement of access to basic social services; iii) improved monitoring of household living conditions; iv) setting up a system to identify and assist vulnerable groups; and v) economic promotion of poor women to improve their organizing and management skills.

34. In order to address the enormous difficulties confronting women, the Government of Senegal has, in collaboration with its development partners, adopted an Action Plan for Women for the 1997–2001 period. The plan has been endorsed by the new Government and will be extended beyond 2001. Its main points are: economic promotion of women and poverty alleviation; ii) improvement of women's education and of school enrolment rates for girls; iii) improvement of women's health; iv) improvement of women's and girls' legal rights and greater role for women in decision-making; v) improvement of institutional mechanisms for promoting and financing women.

Food Aid Policy

35. Given the food insecurity in the country and the World Food Summit's commitment to halving the numbers of hungry people by the year 2015, the Government of Senegal in 1998 set up a National Council on Food Security charged with coordinating food security policies and programmes. The aim is to satisfy the population's food needs by increasing domestic production and through better management of imports.
36. Only medium and long-term development measures can help achieve food security. Such measures are aimed at reinforcing people's ability to cater for their own food needs on a permanent basis, but also include environment protection, desertification control, and improved water and irrigation management. Interventions include the Special Food Security Programme, aimed at increasing the growth of food production, the Expanded Poverty Alleviation Programme and the Social Investment Fund.
37. Food aid projects such as school feeding and the CNP, while relieving short-term economic insecurity, contribute, through human development, to reducing the problems of structural insecurity facing households.
38. In urban areas, the Government will pay particular attention to the economic promotion of the population segments most affected by exclusion from production activities. The accent will be on the promotion and mastery of income-generating activities. The specific objective is to cover 70 percent of the population in urban areas by: i) increasing the creation and consolidation of employment opportunities, specially for women and young people; ii) reinforcing the intervention capacity of the informal sector through training and access to credit and technology; iii) reinforcing women's and young people's associations in their capacity to identify and manage income-generating activities.

ASSESSMENT OF WFP'S PERFORMANCE TO DATE

39. Between 1964 and 1998 WFP provided food assistance to Senegal worth a total of US\$150.2 million. WFP interventions during the period focused, through the project approach, both on development activities and emergency aid. Under emergency operations, the total quantity of food products delivered between 1985 and 1994 amounted to 89,120 tons and, since 1968, was worth US\$41.4 million. WFP currently provides support to the



victims of Senegal river floods in the north of the country under an emergency operation (EMOP 6041.00) supplying 7,270 tons of food worth US\$3.85 million.

40. Regarding development, WFP's first Country Programme (1999–2001) for Senegal was approved by the Executive Board in March 1998. The programme agreement was signed in February 1999 with a total budget of US\$11.7 million aimed at financing five basic activities. This is currently being executed.

The Current Country Programme and Its Components

41. The two main priority areas under the current Country Programme are:
- Development of human resources through an improved educational system and through improved access to health and nutrition services for mothers and children;
 - Preservation of the environment, and improvement of living conditions and food security.
42. Specific objectives of the Country Programme are:
- To offer incentives for parents to send their children, particularly their daughters, to school;
 - To encourage women to take part in health and nutrition programmes;
 - In urban areas, to encourage the unemployed to participate in the improvement of their living conditions and, in rural areas, to encourage village groups to safeguard their environment and to create small-scale production infrastructures.
43. Five basic activities are covered by these objectives, i.e.: Assistance to a School Feeding Programme (US\$4.5 million or 38 percent of the Country Programme's budget); support to community nutrition (US\$4.2 million or 36 percent of the budget); urban sanitation (US\$1.7 million—15 percent); community forestry (US\$0.8 million—7 percent); and a special Food Security Programme (US\$0.6 million—4 percent).
44. The Country Programme received an external evaluation in March 2000. The present CSO includes the mission's recommendations, where applicable. The evaluation mission examined the level of completion of each of the five basic activities and noted a degree of complementarity between them. It noted that WFP's development interventions focused on those areas where food aid could influence the lives of poor populations and the victims of food insecurity. Those areas constitute an absolute priority for the Government and donors.
45. The mission noted that only the social activities of the Country Programme (School Feeding and Community Nutrition) were fully achieving their objectives. Through the school canteens the effects of food aid on school attendance in general and on attendance by girls in particular were evident. Thanks to the Community Nutrition Programme, food aid was contributing to meeting the nutritional requirements of the most vulnerable groups (expectant and nursing mothers, malnourished children) and provided an incentive for women to attend community nutrition centres so as to learn about improved health care and nutrition practices.
46. However, activities concerning food security, urban sanitation and community forestry did not fully meet the requirements set out in the Enabling Development policy. Specifically, those activities sometimes represented a form of short-term budgetary support rather than a programme likely to improve the living conditions of the target populations in a durable way. Often, they were just highly labour intensive works which failed to create any real long-term assets for the populations concerned.



47. A coordination mechanism was set up within the first year of the Country Programme in the form of a Country Programme Coordination Committee. This is made up of six ministries plus AGETIP (*Agence d'exécution des travaux d'intérêt public contre le sous-emploi*—Executing Agency for Public-Interest Works against Unemployment), the CFA (Commissariat on Food Security) and WFP. In addition, a technical coordination committee was set up for each of the components.
48. The organization of effective monitoring by the executing partners in the project ran into difficulties in the school feeding and community forestry components. Much of the available data related only to the overall number of beneficiaries and the global level of execution. There was hardly any information available to measure the extent to which immediate objectives were being achieved. AGETIP, however, has set up an effective system for the urban sanitation and community nutrition components.
49. The present Country Programme was implemented in partnership with other agencies in the United Nations system, including UNICEF (with which a Memorandum of Understanding was signed regarding the Casamance school feeding programme), and FAO. The community nutrition activity is based on close and fruitful collaboration with the World Bank.
50. The present CSO has made use of the lessons noted above, specially as regards the food-for-work interventions in the framework of the current food security, sanitation and community forestry activities.

FUTURE ORIENTATION OF WFP ASSISTANCE

51. The Government, in its poverty alleviation programme of December 1997, stressed, among other things, the need for improving the living conditions of the marginalized poor in towns and rural areas characterized by food insecurity. In order to help the Government achieve that objective, and in conformity with the Agency's policy on development food aid, WFP's future Programme in Senegal will focus essentially on social sectors, i.e. health/nutrition, and education/training. The first Country Programme's strategy was highly diversified but, given the limited results obtained by a number of activities, efforts are being re-directed towards the social sectors.
52. Activities comprising the future Programme will aim to reduce food insecurity among the most vulnerable groups and will be defined in accordance with three of the five priorities set out in the Enabling Development policy. These are:
- Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs;
 - Enable poor households to invest in human capital through education and training;
 - Mitigate the effects of natural disasters, in areas vulnerable to recurring crises of this kind.
53. WFP's future Programme will fully integrate the joint objectives of the Agencies of the United Nations system through a soon-to-be-revised Development Aid Framework.

Geographical Targeting

54. Following the food insecurity VAM undertaken both in rural and urban areas of Senegal, future WFP activities will focus on: i) marginalized rural areas characterized by problems concerning the availability, accessibility and utilization of food commodities; ii) chief towns and cities where poverty and unemployment make access to food difficult and give rise to high malnutrition.



55. The VAM's conclusions indicate that the departments of Casamance—Bignona, Oussouye, Ziguinchor, Sedhiou, Kolda and Vellingara—plus three departments in the central-eastern part of Senegal—Kaffrine, Tambacounda and Kédougou—are highly vulnerable. This translates into very difficult access to food there. The question of access is compounded by difficult living conditions and civil insecurity in the case of Casamance. The nine departments have therefore been targeted as priority intervention areas for WFP.
56. In the towns of the Groundnut Basin, vulnerability to food insecurity is less acute. It stems more from social factors such as very low levels of literacy and schooling than from a shortage of food. WFP will accordingly intervene more in urban areas than in rural ones given the highly precarious conditions faced by poor city dwellers. The towns of those departments will therefore be regarded as priority areas.
57. For the same reasons, and given that surveys on urban poverty have shown that the level of poverty in Dakar has become a very big social problem, the poorest districts in the towns of Dakar, Pikine and Rufisque, have also been selected for WFP intervention.

Identification of Principal Areas of Intervention

58. The causes of vulnerability in Senegal are, as noted, principally socio-economic. In the countryside, the problem is one of a high degree of poverty, malnutrition and illiteracy. One third of the country's departments has a serious problem with food availability. In urban areas vulnerability is due to poverty and unemployment, the consequence being that poor people are unable to access food.
59. In this context—scarce availability and difficult access to food—WFP food aid has an important role to play. It can help meet the nutritional requirements of the target populations and effectively reach the poorest individuals, specially women and children, who, compared with men, have more access to food than to cash. It is clear however that WFP's interventions cannot address all the factors contributing to food insecurity. Accordingly, the choice of intervention sectors should take account of the following aspects: i) problems specific to rural and urban areas; ii) activities capable of targeting the greatest possible number of vulnerable individuals; iii) the presence, in those sectors, of partners possessing solid technical know-how and appropriate financial resources.

📌 *Nutritional Support to Mothers and Children*

60. Combating malnutrition and restoring the nutritional status of vulnerable groups is among the Government's priorities. WFP has played a very positive role in supporting the CNP. It has, specifically, helped reduce the incidence of malnutrition and assisted the production of local supplementary feeding blends.
61. The CNP is recognized as a clearly successful project in the field of malnutrition. On the basis of the positive results obtained, the continuation of its activities is fully justified as noted in the Country Programme evaluation mission report and given that the component makes it possible to target the urban groups who are most at-risk. The project will continue to target malnourished children and nursing and expectant mothers who are either malnourished or who risk becoming so.
62. WFP intervention will target vulnerable groups in the poorest districts of the country's chief towns, including towns in departments less affected by rural food vulnerability. The future programme will benefit 500,000 people, of whom one third will be women and two thirds children aged below five. Assistance will build on the positive results obtained so far but, in collaboration with AGETIP, improvements will be made to certain aspects such as



the transformation and distribution of products and the indicators used to measure the real impact on beneficiaries.

63. Resources permitting, and in coordination with the education/training activities, complementary activities will be set up to reinforce the impact of food assistance around the development poles represented by the Community Feeding Centres (CFCs) in urban areas. Training courses may be organized for beneficiaries of the principal activity (functional literacy, management, formation of small groups responsible for processing the cereals). With a view to enabling individuals forming part of the beneficiaries' households or families to play an active role in society, income-generating activities and the promotion of particular interest groups (women's associations, groups of young unemployed, economic interest groups, associations of the physically disabled) may be set up.

📌 *Support to Basic Education and Training*

64. The technical examination and Country Programme evaluation missions have confirmed that food aid represents an important form of support to the improvement of basic education. Future WFP assistance to the sector will be organized around three components: school canteens, training and literacy.
65. The school canteen component will cover the rural areas selected by geographical targeting, i.e., the departments of Kaffrine, Tambacounda, Kedougou, Vellingara, Kolda, Sédhiou, Ziguinchor, Bignona and Oussouye. It will target some 500,000 pupils in primary schools. Within the departments, priority will be given to areas characterized by low school enrolment and/or attendance, and by acute food insecurity, in order to contribute to the improvement and generalization of education, while also reducing geographical disparities between urban and rural centres, and gender disparities. Schools benefiting from WFP assistance will have to demonstrate that they follow the official National Education curriculum.
66. Through this activity, WFP will use food aid to:
- Contribute to increasing the enrolment of children in rural areas characterized by low school attendance rates, particularly among girls;
 - Ensure and improve attendance in primary schools, especially in Casamance where civil insecurity is having negative consequences on attendance;
 - Provide children with a nutritionally adequate diet and so improve their capacity for learning.
67. The training component will target young urban immigrants. The problem posed by these youngsters—50,000 of them arrive in Dakar every year—is viewed with serious concern by the new Government. The aim of this activity is to provide some practical training based on the semi-skilled trades often to be found in rural areas to young urban dwellers in those departments characterized by strong pressure from rural areas. The ultimate goal is to find them jobs on the semi-rural labour market and so prevent them from swelling the ranks of the immigrant unemployed in the capital. The activity will also target young immigrants in Dakar.
68. In collaboration with the Government and with other development partners (United Nations System agencies, bilateral organizations and NGOs) a feasibility study will be carried out to identify the kinds of jobs and the types of partnership required. A specific activity concerning training for young women in large peri-urban areas such as Dakar, Pikine, Rufisque, Kolack and St-Louis will also be included under this component.



69. The Government's policy is to eradicate illiteracy while giving priority to reducing the numbers of illiterate women. The literacy component will therefore target young people and particularly young women in urban and peri-urban areas. Young immigrants attending training centres will be taught to read and write in their national languages or in French before receiving job training.
70. In order to integrate and utilize the synergy between different activities as noted above, the literacy courses will be centred on the CNCs. Mothers of malnourished children or expectant and nursing mothers benefiting from the Community Nutrition activity will be invited to attend the literacy courses. This would enable them to better assimilate the notions of health and nutrition.
71. In the Literacy component, food aid will serve as a stimulus and incentive for target groups to enrol for the literacy courses and to participate regularly. The rations will also help reduce the "hunger stress" which often prevents people from participating fully, and will help diminish social and geographical disparities.
72. The Training and Literacy components will together target 1,800,000 people, 80 percent of them women.

Prevention and Mitigation of Disasters

73. The future Country Programme will have a food reserve (around 10 percent of total resources) to prevent and mitigate the effects of emergency situations arising from political causes (as in Casamance) or from natural ones (droughts, floods, etc.). The reserve will make it possible to set up a number of cereals banks and to carry out food-for-work activities aimed at achieving improved control of natural resources, so preventing crises from arising, and to produce enough food on a permanent basis. The reserve will also make it possible to intervene rapidly if emergencies do develop and to provide vulnerable groups (specially women and children) with immediate food assistance.

Emergency Situations

74. In order to prevent the populations concerned becoming dependent on food aid and to reinforce their capacity to cope with crises, WFP's future aid will as far as possible be provided in the framework of development or disaster-prevention activities as noted above. In Casamance, with its problems of civil strife and degraded socio-economic conditions, WFP is planning to provide support to displaced persons by helping improve their original home areas and to increase their food security both in urban and rural areas. This would be done through a protracted relief and recovery operation (PRRO).

WFP Commitments to Women

75. Priority will be given to women in targetting the beneficiaries of WFP's future Country Programme. The Community Nutrition activity will, as conceived, involve exclusively women. They will be associated more closely in the production of weaning/dietary supplement blends so as to make benefits they gain from the component permanent. The school canteens will in future target girls as a matter of priority. The training/literacy component will also principally be directed at women.
76. Training will make it possible for women to gain technical skills which they can use to improve their revenues. The strategy envisaged here would also promote their full participation in local government and decision-making structures. On the one hand, the reinforcement of women's abilities through the training programmes will help them take up greater responsibilities, and on the other, by making women responsible for choosing



the community development works to be executed with the support of food aid, WFP will help enhance the role of women in their community. Literacy and post-literacy activities will also enable them to improve their and their families' nutritional status.

Modalities of WFP Assistance

77. As in the past, WFP will continue wherever possible to purchase cereals on the local market, particularly for the community nutrition activity. The food basket envisaged for the programme will consist in cereals (maize or millet meal), pulses and vegetable oil. In the framework of triangular operations, and in conformity with the Charter on Food Aid adopted by the Permanent Inter-State Committee for the Fight against Drought in the Sahel (*Comité permanent inter-Etats de lutte contre la sécheresse dans le Sahel*) (CILSS), local purchases will be made in other countries in the West Africa sub-region if the products are available on the market at competitive prices.
78. WFP and the Government will adopt appropriate strategies to resolve certain logistics problems such as the training of CFS logistics personnel. Increased use will also be made of the private sector to prevent delays in deliveries, while executing partners and community organizations will be involved more closely at the distribution points. WFP's aim is to get food aid to beneficiaries in a timely manner, and to ensure that such aid contributes to achieving the activity's objectives. WFP will also strengthen its own management capability so as to monitor field activities more closely.
79. The future Country Programme will use the proximity approach and, in conformity with the recommendations of the evaluation mission for the current Country Programme, will no longer channel food aid solely through official Government structures. Partnership with NGOs or organized and officially-recognized community groups will be strengthened as far as possible and tripartite implementation agreements will be signed between WFP, the Government and the NGOs or community groups. Under the agreements, the latter will be made responsible not only for implementing the activities and delivering the food aid but for setting up an efficient monitoring/evaluation system for the use of the Government and WFP in conformity with the lessons learned in the past.
80. UNDAF will also represent a priority framework for intervention. The process of conceiving and refining the Country Programme will involve all WFP's sister agencies in the United Nations system. It will promote costs-sharing for the same activities, complementarity within the same activities and complementarity within the same geographical zones under the coordination of elected Government officials.

PARTNERSHIPS

81. WFP actively participated in drawing up the UNDAF to Senegal which resulted in 1998 in a joint evaluation being made of the situation in the country, and then in the Framework itself. The document serves as a point of reference for the 16 United Nations system agencies represented in Senegal and identifies two broad intervention areas and the synergies to be developed to coordinate United Nations assistance in the country. The two areas for concerted action are poverty alleviation and proper governance. As noted in paragraph 53 and in view of the new UNDAF cycle for Senegal (2002–2006), the framework will be reviewed and brought up to date in 2001.
82. Regarding poverty alleviation, interventions of the United Nations System are grouped under the five components of the national programme listed below: i) increase and diversification of revenues and jobs creation; ii) improvement of access to basic social



services through the creation of community infrastructures; iii) reinforcement of beneficiaries' productive capacities and improvement of the system used to monitor household living conditions; iv) safety nets; and v) enhancement of the economic role of women. Activities of the future Country Programme will principally cover components ii) and v). Discussions are taking place with several Agencies (including UNDP, UNICEF, the United Nations Population Fund, the World Bank and the ILO to define the complementarities and synergies to go into the formulation of joint operational programmes from 2002.

83. The World Bank and the *Kreditanstalt für Wiederaufbau* (KfW) have confirmed that they intend to continue and expand their experience with the Community Nutrition Programme and to introduce a number of improvements to ensure that the benefits gained are long-term. UNICEF and the World Health Organization (WHO) intend to support the CNP with a contribution in micro-nutrients and through the Integrated Community Programme on Paediatric Diseases.
84. As regards education and training, certain donors in the Informal Committee for Reflection and Exchange (basic education and literacy) are interested in school feeding and the literacy programme. UNICEF is planning to participate in the school feeding programme by providing parasite control and supplementary micro-nutrients. CARITAS will continue to cooperate with WFP on school canteens. Discussions are taking place with other NGOs operating in the field of literacy and training. One NGO in particular, ENDA/Third World, is interested in young people's training.

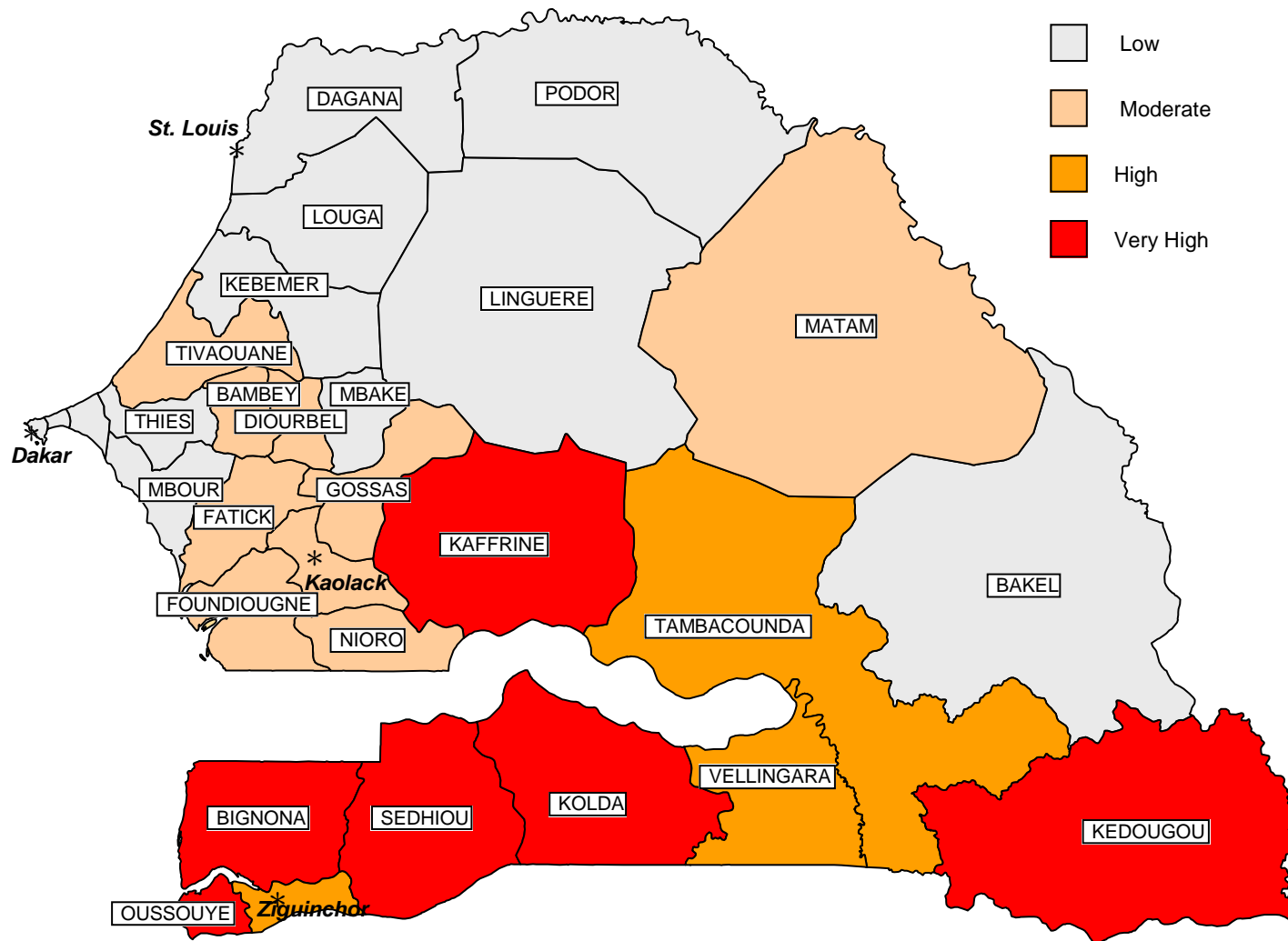
KEY ISSUES AND RISKS

85. As it represents a change from the past, it is vital the strategy for geographical and sectorial targeting should be clarified and accepted at national level in order to avoid any controversy and the emergence of serious problems in implementing the future Country Programme.
86. Should the contribution of the various partners (bilateral organizations, NGOs and the Government) fail to materialize, the programme would be damaged in its intervention and absorption capacities.
87. A large-scale emergency due to a natural disaster (drought or flood) or a conflict (civil insecurity) could compromise the implementation of the planned development activities. In particular, any worsening of the civil strife in Casamance could involve the suspension of activities in that region and redirecting its resources towards other regions.
88. The future Country Programme relies on the mobilization and participation of local community groups which in turn depends on the success of efforts to be deployed at all levels to inform and involve them.



ANNEX

SENEGAL—LEVEL OF STRUCTURAL VULNERABILITY



LIST OF ACRONYMS USED IN THE DOCUMENT

AGETIP	Executing Agency for Public-Interest Works against Unemployment (<i>Agence d'exécution des travaux d'intérêt public contre le sous-emploi</i>)
CFA	Commissariat on Food Security
CFC	Community Feeding Centres
CILSS	Permanent Inter-State Committee for the Fight against Drought in the Sahel (<i>Comité permanent inter-Etats de lutte contre la sécheresse dans le Sahel</i>)
CNP	Community Nutrition Project
CSO	Country Strategy Outline
GDP	Gross Domestic Product
ILO	International Labour Organization
KfW	<i>Kreditanstalt für Wiederaufbau</i>
LDC	Least developed countries
LIFDC	Low-income, food-deficit country
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VAM	Vulnerability Analysis and Mapping
WHO	World Health Organization

