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**Executive Board  
First Regular Session**

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## **EVALUATION REPORTS**

**Agenda item 5**

*For consideration*



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## **SUMMARY REPORT OF THE EVALUATION OF THE IMPACT OF FOOD FOR ASSETS ON LIVELIHOOD RESILIENCE IN SENEGAL (2005–2010)**



## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for consideration.**

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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Should you have any questions regarding availability of documentation for the Executive Board, please contact the Conference Servicing Unit (tel.: 066513-2645).

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## EXECUTIVE SUMMARY

This evaluation assessed outcomes and impacts associated with food-for-assets programming in Senegal, as one of a series on the impacts of food for assets on livelihoods resilience. The evaluation emphasized lessons for enhancing resilience impacts and aligning future food-for-assets programming with the Government's 2013 resilience-building strategy and WFP's Food for Assets Guidance Manual (2011) and disaster risk reduction policy.

The evaluation covered the food-for-assets components of three WFP operations from 2005 to 2010: country programme 104510, and protracted relief and recovery operations 101881 and 106120. Up to 209,000 participants a year in fourteen departments, seven regions and six livelihood zones received food and other inputs for asset creation during lean seasons.

Senegal's multi-ethnic population – of 13.6 million people in 2012 – was affected by cumulative shocks throughout the evaluation period, including the Casamance conflict, the 2008 food price crisis and floods in 2009. Senegal is prone to natural hazards, epidemics, coastal erosion and soil salinization. More than 50 percent of the population were living in poverty in 2012, mostly in rural areas.

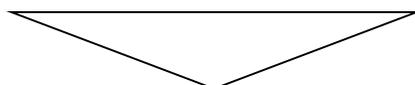
The evaluation found 95 percent of assets still in use. According to 85 percent of participant respondents, food for assets provided short-term food security benefits. Medium-term impacts were mainly linked to assets providing income-generating and food production opportunities, such as gardens, dykes and mangrove regeneration: 82 percent of focus groups in participant villages perceived biophysical improvements through enhanced agricultural production, vegetation cover, soil stabilization and water access; agricultural productivity increased through fruit and vegetable gardens, improved pastures and larger yields; and 88 percent of beneficiary respondents perceived enhanced livelihood options, with increased yields, surpluses and incomes. Dietary analysis found significantly better food consumption patterns in participant households.

Food for assets was less successful in bringing the longer-term impacts of social cohesion and resilience-building; 78 percent of respondents reported no important change. Food-for-assets food distribution processes and work norms were not always clear, consistent or respected at the village level, resulting in perceived inequities. Food-for-assets programmes appear to have targeted women and to have had an effect on women's participation in household budgets. Positive spillover effects were noted from the more popular assets – lowland rehabilitation and gardens.

Geographical targeting was adequate at the national level, but targeting within villages suffered from inadequate implementation and widespread transparency problems. Other factors affecting impact included funding and operational capacity, partnerships, and technical capacity for design, implementation, community sensitization – including for asset maintenance – and monitoring. Weak reporting systems and lack of relevant indicators to track progress were noted.

Evaluation recommendations included adopting a multi-year food-for-assets-based resilience approach linked to national frameworks; ensuring effective field implementation of WFP corporate policy and guidance; establishing implementation partnership agreements and community-level participatory action plans; supporting the development of a standard framework for food-for-assets monitoring and evaluation; and developing a community communication strategy.

## DRAFT DECISION\*



The Board takes note of “Summary Report of the Evaluation of the Impact of Food for Assets on Livelihood Resilience in Senegal (2005–2010)” (WFP/EB.1/2014/5-C) and the management response in WFP/EB.1/2014/5-C/Add.1, and encourages further action on the recommendations, taking into account considerations raised by the Board during its discussion.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

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## INTRODUCTION

### Evaluation Features

1. This evaluation assessed the impact of WFP's food-for-assets (FFA) activities implemented in Senegal between 2005 and 2010. As one of a multi-country series, the evaluation's objectives were to assess the outcomes and impacts of FFA on livelihoods resilience, identify changes needed for increasing these impacts, and generate lessons for better alignment with WFP's 2011 FFA Guidance Manual and disaster risk reduction policy.<sup>1</sup> Findings were assessed in the context of the Government's resilience-building strategy<sup>2</sup> and climate change adaptation measures.<sup>3</sup> Three core questions were addressed:
  - What positive and negative impacts have FFA activities had on individuals within participating households and communities?
  - What factors were critical in affecting outcomes and impacts?
  - How could the FFA activities be improved to address the findings emerging from the first two questions?
2. Focusing on natural resource assets, the evaluation tested a theory of change to assess intended short-, medium- and long-term impacts, including on biophysical food security, livelihoods and resilience.
3. The mix of methods used included document review; a survey of 1,596 households – 826 in participant villages and 720 in comparison villages;<sup>4</sup> 38 village profiles; 76 gender-disaggregated focus group discussions; 131 semi-structured interviews with major stakeholders; and 20 asset assessments.
4. WFP's systems for reporting on protracted relief and recovery operations (PRROs) do not permit the tracking of resources and expenditure by component; combined with monitoring weaknesses, this lack presented major challenges, with limited asset-tracking records, gaps and inconsistencies throughout the project cycle.<sup>5</sup> The evaluation examined 65 FFA villages for which the country office had records and the locations of assets created, but subsequent review of partners' reports indicated that there may have been far more FFA villages.
5. These limitations were mitigated by sample validation, data triangulation and comparative cross-sectional analysis of participant and comparison households. The evaluation revealed considerable spillover effects, which reduced the analytical power of the comparative data, although significant differences were confirmed in several dimensions of the evaluation's analysis.

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<sup>1</sup> WFP FFA Guidance Manual (2011) and "WFP Policy on Disaster Risk Reduction and Management" (WFP/EB.2/2011/4-A). The programmes evaluated were designed and implemented prior to adoption of the manual and policy, but their goals were broadly similar, and the evaluation terms of reference emphasized learning.

<sup>2</sup> Launched in 2013 to address the underlying causes of vulnerability.

<sup>3</sup> Including the 2006 National Adaptation Plan for Climate Change, the 2010 National Climate Change Adaptation Strategy, and the World Bank/Global Facility for Disaster Reduction and Recovery 2011 Climate Risk and Adaptation Country Profile for Senegal "Vulnerability, Risk Reduction and Adaptation to Climate Change".

<sup>4</sup> Participant villages are those in which at least one FFA activity occurred; comparison villages had very similar characteristics, but no FFA interventions.

<sup>5</sup> For example, WFP Standard Project Reports (SPRs) reported 37,000 FFA activities with 209,000 participants during 2005–2010, while the country office's monitoring database contained data on FFA activities for only 13,830 participants.

## CONTEXT

6. Senegal's multi-ethnic population – of 13.6 million people in 2012 – was affected by cumulative shocks throughout the evaluation period, including the Casamance conflict, the 2008 food price crisis, and floods in 2009. WFP responded to a national emergency by reorienting PRRO 106120 – which originally focused on recovery and stabilization in Casamance – to cover 13 of Senegal's 14 regions, and by merging the PRRO with country programme 104510 operations. This resulted in wider distribution of scarce resources across the country, and ultimately in smaller food transfers to targeted beneficiaries, including FFA participants.

### WFP's Food For Assets in Senegal, 2005–2010

7. The evaluation focused on the FFA components of three projects – country programme 104510 (2007–2011) and PRROs 101881 (2005–2007) and 106120 (2008–2011) – recorded as reaching between 37,000 and 209,000 participants a year<sup>6</sup> in fourteen departments, seven regions and six livelihood zones. Estimated expenditure was USD 7.62 million, representing 6 percent of the country office's total expenditure throughout the evaluation period.
8. National-level geographical targeting was supported by food security analysis; community-level targeting was decided locally by WFP and field partners at annual meetings. Participant selection was by partners and/or village authorities applying the self-targeting principle.<sup>7</sup> Participants received a combination of food and other incentives, such as training and seedlings, for asset construction during the lean season, based on negotiated work norms.

## FINDINGS

### Asset Categories and Functionality

9. Three asset categories were observed:
- i) reforestation assets – nurseries, assisted natural regeneration (ANR), mangrove regeneration – 35 percent of assets verified;
  - ii) lowland rehabilitation/flood protection assets – 40 percent; and
  - iii) community gardens and associated nurseries – 25 percent.
10. Of the assets assessed, 95 percent were still in use (see Table 1); gardens and lowland rehabilitation generally rated better than reforestation assets.<sup>8</sup> Eighty-five percent of assets – 94 percent of surviving ones – were well or very well located to serve landscape and community needs.<sup>9</sup>

<sup>6</sup> The peak in beneficiary numbers coincide with the 2008 national emergency.

<sup>7</sup> FFA was expected to attract only the able-bodied poor within a community, with entitlements presumed insufficient to attract others.

<sup>8</sup> The asset assessment protocol is based on the village asset score methodology in WFP's FFA Guidance Manual, Annex E-1.

<sup>9</sup> Among reforestation assets, mangrove regeneration and ANR were well rated for location, but nurseries and tree planting fared poorly.

TABLE 1: ASSET ASSESSMENT SCORES*, BY CATEGORY						
Number of assets	Asset category	Number of livelihood zones	Location	Quality	Maintenance	Average
7	Reforestation	4: Agro-sylvopastoral/food crop; agropastoral peanut; agropastoral cowpea; agroforestry/fishing – tourism	3	3.3	2.4	2.9
8	Lowland rehabilitation	4: Agropastoral peanut; agro-sylvopastoral/food crop; agroforestry/fishing–tourism; agro-sylvopastoral/peanut–cotton	5	3.25	3.25	3.8
5	Community gardens**	4: Agropastoral peanut; agropastoral cowpea; agro-sylvopastoral/food crop; sylvopastoral	4.8	3.6	4	4.1

\* 5 = excellent; 4 = good; 3 = passable; 2 = mediocre; and 1 = very poor.

\*\* A nursery attached to a community garden is counted as one asset.

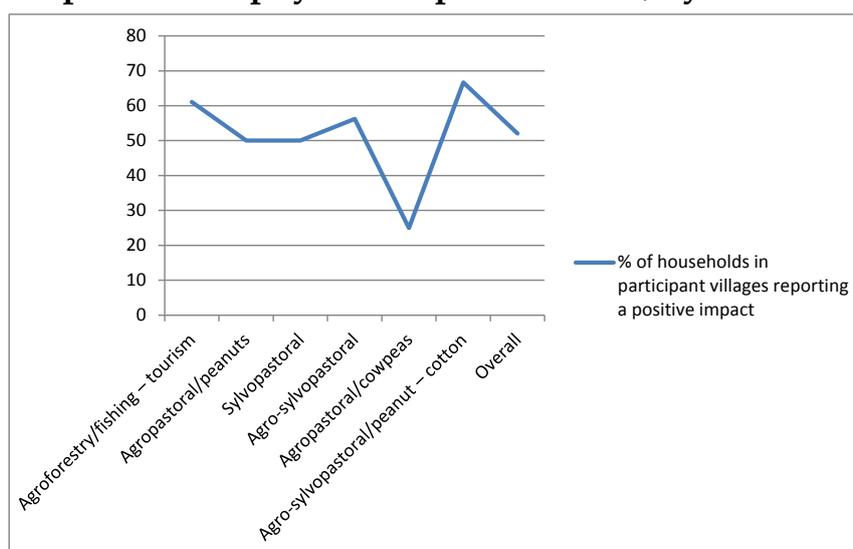
Source: Asset verification, 2013.

11. Systematic maintenance strategies for longer-term sustainability were not found: in participant villages, 73.7 percent of respondents reported involvement in asset construction, but only 52 percent of village focus groups reported existing maintenance committees. The effects of this were evident, with nearly 95 percent of assessed dykes found unfinished.

### Biophysical and Agricultural Effects

12. In participant villages, 82 percent of village focus groups perceived that asset construction had biophysical impacts on forest cover, soil stability, flooding, and water availability and use. Figure 1 indicates that a majority of household survey respondents acknowledged impact in all but the agropastoral/cowpea zone. While there were no statistical differences among livelihood zones, a significant relationship between asset condition and biophysical outcomes was found.

**Figure 1: Perception of biophysical impact of assets, by livelihood zone**



Source: Focus group discussions, 2013.

13. In comparison villages, 18 percent of respondents reported positive biophysical impacts – a spillover effect confirmed by the evaluation team, which found that comparison villages had copied successful or relevant assets, particularly ANR, reforestation and dykes.
14. Monitoring limitations hindered the measurement of changes in agricultural productivity resulting from asset establishment. However, through triangulation of household survey, focus group and secondary data, the evaluation found qualitative evidence of impact pathways between high-quality assets and improved agricultural productivity in participant villages, such that:
  - recovery of lowlands and mangroves contributed increased yields, greater biodiversity, access to water, desalinated soils, improved vegetation and reduction of coastal land degradation;
  - reforestation enabled better livestock maintenance and the use of plants for medicinal purposes and food;
  - anti-salt dykes contributed to reclamation of cultivable land and increased yields/numbers of harvests, resulting from FFA technical assistance and certified seeds; and
  - dykes contributed to groundwater replenishment, plot desalinization, rice production, fish farming, and irrigation of gardens and rice fields.

### Food Security and Livelihood Effects

15. Eighty-five percent of survey respondents from participant households reported that FFA improved immediate food security, with no significant differences in men and women's perceptions. Food consumption scores were reported in only one SPR for all activities analysed,<sup>10</sup> preventing trend analysis. Qualitative information and partners' documentation cited gardens and agroforestry assets as strong contributors to short- and medium-term food security improvements through dietary diversity and the production of surpluses for consumption or sale.

<sup>10</sup> Reported in one SPR for PRRO 106121 in 2010.

16. The evaluation's dietary analysis found significant differences in numbers of meals eaten per day (Table 2) and items consumed:
- between participant and comparison groups – beneficiary children ate more meals;
  - between participant and comparison villages – youth and children in participant villages ate more meals; and
  - among age groups in participant villages – although beneficiary adults ate fewer meals than non-beneficiary adults, data suggest that these meals were of better quality and/or that beneficiary adults were sharing food with children, who were reported to eat more meals than non-beneficiary children.
17. The most statistically significant difference in consumption was for fruit, which was consumed 5.8 times per week by beneficiaries, compared with 3.5 times for non-beneficiaries. Higher meat consumption was documented in participant villages and among beneficiaries.

<b>TABLE 2: NUMBERS OF DAILY MEALS, BY AGE GROUP (% of respondents)</b>					
<b>Numbers of meals</b>	<b>0</b>	<b>1-2</b>	<b>3</b>	<b>4-9</b>	<b>Total</b>
<b>Participant villages (non-beneficiaries)</b>					
Adults (> 18 years)	0	7.04	92.11	0.84	<b>100</b>
Youth (6–18 years)	0.85	3.95	91.53	3.67	<b>100</b>
Children (6 months–5 years)	1.43	1.43	66.29	30.35	<b>100</b>
<b>Participant villages (beneficiaries)</b>					
Adults (> 18 years)	0	19.4	80.17	0.43	<b>100</b>
Youth (6–18 years)	0	0	8.66	91.03	<b>100</b>
Children (6 months–5 years)	0	5.13	56.88	38.00	<b>100</b>
<b>Comparison villages (non-beneficiaries)</b>					
Adults (> 18 years)	0	24.03	75.84	0.13	<b>100</b>
Youth (6–18 years)	0.26	13.5	82.44	3.80	<b>100</b>
Children (6 months–5 years)	1.24	8.51	62.9	27.31	<b>100</b>

Source: Household survey, 2013.

18. Reported livelihood improvements associated with FFA assets were increased yields, surpluses and income generation. As shown in Table 3, there were significant differences in perceptions of improved livelihoods between respondent beneficiaries – of whom 88 percent reported them – and non-beneficiaries in participant villages, at 48 percent; and between respondents in participant and those in comparison villages, at 74 and 48 percent, respectively. Overall, women were slightly less positive about livelihood improvements than men. The effects perceived in comparison villages could be explained as spillover, and by the possible wider effects on the environment of initiatives such as mangrove rehabilitation.

<b>TABLE 3: PERCEPTIONS OF LIVELIHOOD IMPROVEMENTS RESULTING FROM FFA (% of respondents)</b>			
<b>Category</b>		<b>Significant /some</b>	<b>None</b>
Livelihood zone	Agroforestry/fishing – tourism	75.6	24.4
	Agropastoral/peanuts	54.5	45.5
	Sylvopastoral	70.0	30.0
	Agro-sylvopastoral/food	57.8	24.2
	Agropastoral/cowpeas	65.6	34.4
	Agro-sylvopastoral/peanut – cotton	82.3	17.7
Participant villages	Beneficiaries	88.2	11.8
	Non-beneficiaries	48.4	51.6
	<i>Subtotal</i>	<i>74.1</i>	<i>25.9</i>
Comparison villages		<i>48.0</i>	<i>52.0</i>
<b>TOTAL</b>		<b>63.5</b>	<b>36.5</b>

Source: Household survey, 2013.

19. Differences were also noted among livelihood zones, with more improvements reported in areas with lowland rehabilitation and garden assets. Beneficiaries reported higher levels of improvement than non-beneficiaries in all but two zones, where worse outcomes for beneficiaries were reported: the agropastoral cowpea zone, which is a deficit production area;<sup>11</sup> and the agroforestry/fishing – tourism zone, where ongoing conflict affects incomes for all groups.
20. Changes in income attributable to FFA could not be directly assessed because of constraints in the monitoring data. However, partners' qualitative monitoring suggests the following:
- Mangrove regeneration and the resulting biodiversity contributed to increased fishing and beekeeping for income generation.
  - Cashew plantations contributed to increased incomes while also providing a barrier against fires.
  - As well as protecting against fire, ANR created employment through forest harvesting and improved incomes from sales of forest by-products.
  - Despite some missed opportunities, such as fish farming, and 95 percent of observed dykes remaining unfinished, lowland rehabilitation and dyke/micro-ridged plots contributed to increased yields and associated income opportunities from restored rice paddies.<sup>12</sup>

<sup>11</sup> WFP comprehensive food security and vulnerability analysis livelihood zones descriptions (2010).

<sup>12</sup> SPRs reported 84,689 ha of land reclaimed for agriculture by lowland land clearing and development of rice paddies. *Projet d'appui à la petite irrigation* reports included measured changes resulting from FFA, technical assistance and certified seeds, such as rice yield increases from 800 kg/ha to 3.5 mt and from two to three crops a year.

- Gardens associated with FFA contributed to improved livelihoods, particularly women's incomes. Although never quantified, many testimonies of sales of surplus produce from gardens were recorded. Focus group discussions (see Table 4) also indicated differences in how men and women viewed the impact on women's financial independence.

## Social Cohesion and Resilience Effects

21. Most training associated with FFA was directed to women and covered technical asset construction, nutrition and hygiene; just under half of informants reported that FFA had contributed to women's improved participation in decision-making, empowerment and self-organization. However, training in ANR was reported as not always being appropriately directed to those doing the work.
22. Migration is a long-established strategy for coping with rural food insecurity. Qualitative data from most informants suggest that in all asset categories and zones, FFA contributed to reduced migration, particularly while assets were being constructed, with the associated labour retention having positive effects on farm yields and reduced vulnerability in participant villages.
23. Establishing appropriate metrics for measuring resilience remains challenging in WFP and elsewhere. Rather than attempting direct estimation, the evaluation selected increased ability to handle shocks, coping strategies and livelihood opportunities as the main domains of resilience. It tested respondents' perceptions, which were broadly consistent with the interpretations of focus groups – which understood resilience as improvements in food security and livelihoods opportunities.
24. Table 4 summarizes focus group perceptions of the impacts of FFA across several outcome areas, confirming widespread appreciation of FFA, in general as well as specifically for income and nutrition impacts. Although assets had not had any impact on resilience, there was strong belief in their potential, suggesting that this may not yet have been reached.

<b>TABLE 4: FOCUS GROUP PERCEPTIONS OF FFA IMPACTS</b>				
<b>Outcome/impact</b>	<b>Participant villages</b>		<b>Comparison villages</b>	
	<b>Women</b>	<b>Men</b>	<b>Women</b>	<b>Men</b>
Positive appreciation of FFA	Yes	Yes	Yes	Yes
Improved revenues	Yes	Yes	No	No
Improved family nutrition security	Yes	Yes	No	No
Degree of financial independence	Yes	No	No	No
Impact on resilience	No	No	No	No
Potential to improve resilience	Yes	Yes	Yes	Yes

Source: Focus group discussions, 2013.

25. Table 5 provides greater detail, indicating the significant differences between men's and women's perceptions of resilience impacts, with men being more positive overall. Although the evaluation was unable to explain these differences in full, the even more pronounced differences between participant and comparison villages suggest an FFA effect.

		No impact	Some impact
Participant villages	Men	68.42	31.58
	Women	73.68	26.32
	<b>Total</b>	<b>71.05</b>	<b>28.95</b>
Comparison villages	Men	78.95	21.05
	Women	89.47	10.53
	<b>Total</b>	<b>84.21</b>	<b>15.79</b>
<b>TOTAL</b>		<b>77.63</b>	<b>22.37</b>

Source: Focus group discussions, 2013.

26. Table 6 corroborates the findings of the focus group discussions regarding FFA's effect on women's participation in household budget management, with 64 percent of beneficiary households reporting women's participation compared with 33 and 52 percent in non-beneficiary households and comparison villages, respectively. More detailed data reveal differences among livelihood zones: in the sylvopastoral sub-region only 15 percent of beneficiary households reported women's involvement in budget management.

		Wife/both	Husband	Other
Participant villages	Beneficiary	63.68	33.97	2.35
	Non-beneficiary	32.92	56.46	5.62
	<i>Subtotal</i>	<i>52.55</i>	<i>43.69</i>	<i>3.76</i>
Comparison villages		51.65	43.90	4.42
<b>Overall</b>		<b>52.13</b>	<b>43.79</b>	<b>4.08</b>

Source: Household survey, 2013.

27. Regarding FFA's impact on social cohesion, the evaluation observed that food distribution processes and work norms were not always consistent, clear or respected at the village level: food distribution modalities varied among locations and partners; and there was little evidence of the standard application of work norms in relation to work completed. Many informants cited partners' inability or unwillingness to adhere to the norms for food distribution, resulting in perceived inequities. The importance of transparent and consistent implementation management was emphasized by non-beneficiaries' feedback regarding perceived village and participant selection bias, with undue influence of elite groups. The evaluation observed reports that such issues led to speculation – and in some regions perceptions – that FFA contributed to conflict over pasture, fodder and/or asset location between pastoralists and agriculturalists.

## Unintended Effects

28. Significant positive spillover effects from FFA biophysical and livelihoods impacts were reported in 39 percent of comparison villages (see Table 7). The differences between genders, with spillover reported by 63 percent of focus groups with men against 16 percent of those with women, may reflect men's greater access to information, mobility and coping strategy options, which may also be linked to their greater optimism regarding resilience. Spillover effects between beneficiary and non-beneficiary groups in participant villages were also reported by 79 percent of respondents in these villages. The strongest spillover effects reported were from lowland rehabilitation for rice production, and community gardens. Caution is required when considering such reports, because the effects could not be attributed solely to FFA programming: the evaluation recorded the presence of 99 other aid organizations active in the areas covered by FFA.

Spillover effects	Participant villages			Comparison villages			All villages		
	Women	Men	Total	Women	Men	Total	Women	Men	Total
<b>No</b>	21	21	<b>21</b>	84	37	<b>61</b>	53	29	<b>41</b>
<b>Yes</b>	79	79	<b>79</b>	16	63	<b>39</b>	47	71	<b>59</b>

Source: Focus group discussions, 2013.

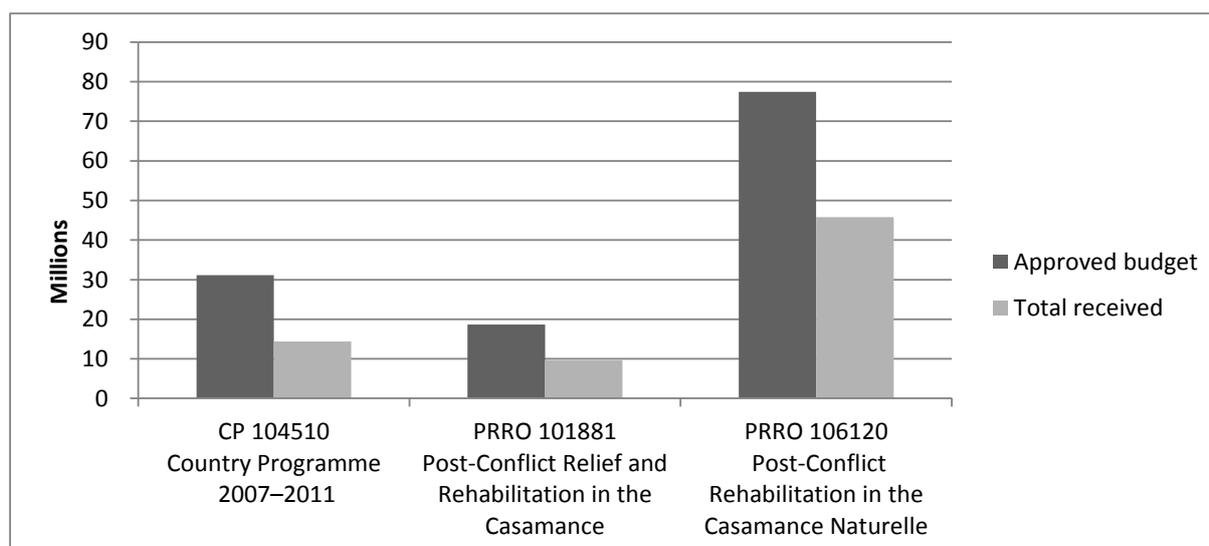
29. Although the evaluation was unable to assess conclusively the risk of dependency creation, more than half of partners interviewed reported this risk, given the difficulties in mobilizing communities for large-scale activities without incentives, in targeted areas. In several villages and livelihood zones, the evaluation observed that work on and maintenance of the asset stopped when food distributions ended, as illustrated by the high proportion of unfinished dykes.

## FACTORS AFFECTING IMPACT

### External

30. External factors beyond WFP's control included the cumulative burden of recurrent shocks – which constrained the impact of FFA interventions – and the challenging settings, particularly in Casamance where security remains volatile. The 2008 national emergency resulted in resources from the PRROs being used for emergency response. PRRO 101881 was under-resourced throughout the evaluation period, and was unable to fulfil its recovery targets for FFA.
31. All projects remained under-resourced against revised needs (see Figure 2), especially in the earlier years of the evaluation period. More than half of partners mentioned that funding shortfalls had repeatedly hampered the timely delivery of inputs for FFA implementation, resulting in reduced food remuneration for work done and delays in distribution.

**Figure 2: Actual versus planned budgets, all activities (USD millions)**



Sources: Project documents, budget revisions, SPRs.

## Internal

32. Factors that are important for impact and are within WFP's control include implementation strategy – partnerships, distribution processes, asset selection and targeting; and operational processes – delivery, guidance and training, monitoring and evaluation (M&E), and entitlements.

## Implementation Strategy

33. Working with cooperating partners was an efficient strategy, enabling broad reach and serving as a catalyst for community mobilization, with FFA and partners' objectives being mutually reinforcing. However, most assets were designed by partners, few of which had sufficient technical capacity for complex construction such as anti-salt dykes.
34. Lack of systematic implementation, clear communications and transparency in FFA distribution modalities and participant selection contributed to speculation, and ultimately perceptions, regarding FFA's exacerbation of social tensions.
35. The role of village leaders and alignment with decentralized development plans were not given adequate consideration in the planning of community and asset selection processes. This may have limited the ownership and systemic impact potential of FFA.
36. The impact of these implementation factors was compounded by the absence of clearly communicated FFA exit strategies, increasing the risk of undermining traditional community resilience mechanisms by creating expectations of incentives for community asset construction.

## Operational Issues

37. The evaluation found that villages reporting few or no food distribution problems during the lean season showed more positive impacts. However, more than half of respondents reported repeated delays in food deliveries during the evaluation period, with some deliveries not coinciding with the lean season. Dispatch information confirms that there were fluctuations in the timeliness of dispatches.<sup>13</sup>
38. Technical guidance, particularly in French, was either not available or not widely communicated to beneficiaries and partners. The evaluation consistently observed that implementation partners were either not trained in or negligent of monitoring systems.
39. Few beneficiaries reported satisfaction with the FFA food basket, citing unclear or inappropriate distribution modalities and/or work norms, which at the field level often translated into receipt of a daily ration regardless of the work done. At 3 kg of rice/day/family, this ration was widely considered inadequate for family size.

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## CONCLUSIONS AND RECOMMENDATIONS

40. Overall, WFP's FFA successfully contributed to alleviating short-term hunger gaps. It also contributed to medium-term food security impacts, with participating families benefiting from greater dietary diversity and reported improvements in household nutrition from gardens and rice cultivation.
41. Natural resource interventions had positive impacts on land, livestock, and food consumption. Dyke construction for lowland rehabilitation contributed to improved rice yields. In addition to biophysical impacts in participant villages, positive spillover effects were identified in communities close to these villages.
42. Longer-term impacts on agricultural productivity associated with community gardens and nurseries were systematically reported as contributing to income opportunities, particularly for women.
43. Income generation related to asset creation contributed to improved livelihoods, with spillover effects for non-participants and comparison communities. Livelihoods were especially improved through lowland rehabilitation and gardens, which allowed sales of surpluses.
44. There were mixed effects on social cohesion. Despite concerns regarding targeting and transparency, beneficiaries, partners and agencies recognized benefits relating to mobilization for collective action and women's improved participation in decision-making.
45. Most respondents perceived no impact on resilience, but all recognized FFA's potential in this area. The evaluation evidence suggests that the combined impacts on productivity, livelihoods, community cohesion and reduced migration contributed to enhanced community resilience. The improved coping strategies acquired – diversified diets, land recovery techniques and income-generating opportunities – contributed to food security and enhanced livelihoods, which respondents considered important domains of resilience.

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<sup>13</sup> WFP Commodity Movement Processing and Analysis System records indicate that half of FFA tonnages in 2006 and 2009, three-quarters in 2007 and 2010, and most in 2008 were dispatched on time.

46. External contextual factors, and those within WFP's control – such as weaknesses in programme strategy, operations, monitoring systems and community communications – limited the potential positive impacts, affected the ownership and sustainability of assets, and heightened the risk of conditional transfers affecting the incentives for longer-term community action for resilience.

## Recommendations

47. Many of the lessons on design and implementation emerging from this evaluation are already being applied by the Senegal country office through updates to current programmes. WFP's corporate guidance on FFA programming and gender programming has also been substantially changed since the period under review. The following recommendations are intended to support these ongoing efforts.
48. **Recommendation 1: Develop a focused, multi-year, FFA-based resilience approach linked to the Government's policies, strategies and decentralization processes, ensuring that local development plans are used along with corporate FFA guidance, and supported by a funding strategy and adequate monitoring systems.** [Country office]
49. This approach should take a long-term perspective aligned with the National Adaptation Plan for Climate Change and the resilience-building strategy and oriented to providing guidance for decentralized integrated development plans. The approach should also complement the interventions of other agencies, including the United Nations Children's Fund and the Food and Agriculture Organization of the United Nations, to ensure coherent support to targeted populations and enhanced technical capacities at the field level.
50. **Recommendation 2: Implement WFP's disaster risk reduction policy and corporate guidance for FFA programming by ensuring that WFP field staff are appropriately trained to apply corporate guidelines and provide technical assistance to partners and communities; and providing WFP guidance and best practices in French, adapted for partners and community audiences.** [Country office, with Headquarters and Regional Bureau support]
51. This approach would contribute to the capacity development of WFP staff and partners and to the effective integration of disaster risk reduction and management and environmental concerns into FFA design and field implementation. Resources will be required for document translation, adaptation and dissemination, training, and ensuring adequate staff capacity for implementation at the field level.
52. **Recommendation 3: Strengthen implementation accountability and transparency through: i) comprehensive and mutually accountable annual programme agreements with implementing partners; and ii) community-level participatory action plans that set clear roles and responsibilities for WFP, technical partners and community members in achieving and implementing agreed objectives, outputs and activities.** [Country office]
53. Annual partnership agreements should cover programme implementation guidance (see recommendation 2); progress and outcome monitoring and reporting; and partnership evaluation schedules.

54. **Recommendation 4: Develop an FFA education and communication strategy for community mobilization and enhanced transparency.** [Country office]

55. The strategy should:

- bring together key individuals from local authorities and different levels of administration and gender-balanced representatives of targeted FFA villages, to inform, consult and plan with villagers prior to signing FFA village action plans; and
- simplify the FFA extension materials made accessible to community audiences using multiple media formats.

56. **Recommendation 5: Over the medium term and in collaboration with partners, the country office M&E unit should support the establishment of a government-led comprehensive framework for FFA M&E that integrates interventions with national and local development plans; facilitates the monitoring of results; and involves all stakeholders – government, partners and communities.** [Country office]

57. This will require a medium-term perspective and appropriate human resources working closely with the Agency for Rural Development to facilitate the integration of FFA activities into regional and local development plans, and eventual hand-over. Training of partners and communities will also have to be planned and budgeted.

58. Efforts will aim to establish and maintain:

- a national database with sub-regional data banks;
- nationally standardized, consistent and relevant monitoring indicators and systems; and
- sustained training of partners at the central and sub-regional levels, and development of tools for involving targeted communities in M&E of assets at the most decentralized (village) level.

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## ACRONYMS USED IN THE DOCUMENT

ANR	assisted natural regeneration
FFA	food for assets
FG	focus group
M&E	monitoring and evaluation
PRRO	protracted relief and recovery operation
SPR	standard project report