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**Executive Board  
Third Regular Session**

**Rome, 11–14 October 2004**

## **PROJECTS FOR EXECUTIVE BOARD APPROVAL**

**Agenda item 8**

*For approval*



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### **PROTRACTED RELIEF AND RECOVERY OPERATION— SENEGAL 10188.1**

#### **Post Conflict Relief and Rehabilitation in the Casamance**

Number of beneficiaries	243,500 (of whom 124,672 or 51.2 percent women)
Duration of project	24 months (1 January 2005–31 December 2006)
Food requirements	29,200 mt
<b>Cost (United States dollars)</b>	
Food cost	9,730,632
Total cost to WFP	18,633,292

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted for approval by 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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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



## EXECUTIVE SUMMARY

The Casamance conflict is one of the longest running in Africa. Since 1982 it has been the cause of numerous civilian casualties, cross-border raids, arms smuggling, substantial displacements of populations, destruction of infrastructure, collapse of the agriculture-based economy and disintegration of social structures. The region has become increasingly unsafe and isolated from the rest of the country.

A March 2004 analysis of household food security based on the July 2003 update of the national vulnerability analysis and mapping exercise confirms the high level of vulnerability in the six departments of the Casamance and demonstrates the population's inability to cope with crises. Agriculture is the main activity for 80 percent of the population; despite the fact that food accounts for 70 percent of household expenses, the diet is generally very poor.

Peace in the Casamance has been a priority for the various governments under President Wade since March 2000; many initiatives have been made to bring about reconciliation. The signing of a peace agreement in March 2001 did not involve all factions of the *Mouvement des forces démocratiques de la Casamance*, and hopes were dashed once again. There were renewed diplomatic efforts on both sides in 2003.

Rehabilitation in post-conflict Casamance, the third axis of the United Nations Development Assistance Framework since February 2001, has not yet been operationally launched. Preparation of the Government's *Programme de relance des activités économiques et sociales en Casamance* (Programme for the Revival of Economic and Social Activities in the Casamance), supported by the World Bank, started in November 2000 but was at a standstill until 2003. A few partners, including WFP, have nonetheless remained active in the region in recent years.

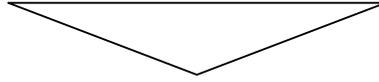
The protracted relief and recovery operation is in line with the *Programme de relance des activités économiques et sociales en Casamance*, as the Government requested. Its goal is to improve the post-conflict living and working conditions of local vulnerable groups, thus contributing to the implementation of the United Nations Development Assistance Framework and addressing Millennium Development Goals 1, 2, 3 and 7. Asset creation and skills development through a participatory process will increase self sustainability and reduce food insecurity. The design of the operation benefited from the advice of several donor field missions during 2003 and 2004, continuous partnership with local authorities and civil society representatives.

The operation addresses two of the five priorities adopted by WFP in its Strategic Plan 2004–2007: Strategic Priority 2 — protect livelihoods in crisis situations and enhance resilience to shocks, and Strategic Priority 4 — facilitate access to education and reduce gender disparity in the access to education and professional training.

The operation is in line with WFP's Gender Policy 2003–2007, in particular the Enhanced Commitments to Women: commitment 2 — expand activities that enable girls to attend school, commitment 3 — ensure that women benefit equally from the assets created through food for training and food for assets, commitment 6 — ensure that gender is mainstreamed in programming activities and commitment 7 — contribute to an environment that acknowledges the important role women play in ensuring household food security and that encourages both men and women to close the gender gap.



## DRAFT DECISION\*



The Board approves protracted relief and recovery operation (PRRO) Senegal 10188.1, “Post-Conflict Relief and Rehabilitation in the Casamance” (WFP/EB.3/2004/8-B/1).

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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.



## CONTEXT AND RATIONALE

### Context of the Crisis

1. The Casamance<sup>1</sup> lies in the south of Senegal between The Gambia and Guinea Bissau. Its two administrative regions are Ziguinchor in the west and Kolda in the east. The population is estimated at 1.5 million of the 10.6 million national population. It is Senegal's most fertile region, with enormous potential for agriculture, tourism and trade.
2. The Casamance conflict is one of the longest running in Africa. Since 1982 it has been the cause of numerous civilian victims, cross-border raids, arms smuggling, political instability in Guinea-Bissau, internal population displacements and large numbers of refugees, abandonment or destruction of infrastructure, collapse of the agriculture-based economy and disintegration of social structure. The Casamance has become increasingly isolated; despite the region's potential, civil insecurity in the west and increased poverty in the east mean that people's ability to cope with risks is limited.<sup>2</sup>
3. Since March 2000, the various governments have given priority to the restoration of peace in the Casamance. Many initiatives have been made to bring about reconciliation. The peace agreement signed in March 2001 did not involve all factions of the *Mouvement des forces démocratiques de la Casamance* and was therefore not fully respected; hopes were dashed once again. After renewed diplomatic efforts on both sides, the peace process is well under way and seems irreversible. The deployment of army personnel for de-mining and young volunteers from other parts of the country for housing reconstruction is part of the process.

### Situation Analysis

4. One of the tragic consequences of the conflict is population displacement: according to a recent joint study<sup>3</sup> by the *Institut de recherche-développement* and the International Organization for Migration, 64,000 people are displaced, 60 percent of whom are in the city of Ziguinchor. There are 47,000 internally displaced people (IDPs) in the department of Ziguinchor and 17,000 in the department of Kolda. The estimated refugee population is 7,000 in Guinea-Bissau and 7,500 in The Gambia.<sup>4</sup> According to Handicap International, landmines claimed 558 victims between 1988 and mid-2003, 55 percent of whom were in the department of Ziguinchor and 23 percent in the department of Sedhiou. An estimated 125 villages have been abandoned in Ziguinchor because of landmines.
5. In Lower Casamance, the decline in annual rainfall since the 1970s has caused a rise in the level of sea water, salination of agricultural lands, low crop yields and desertification. These effects coupled with the civil crisis have increased the displacement of the rural population to Ziguinchor, which is home to half of the region's population.
6. Upper Casamance has even fewer development opportunities: it is almost free of mines, but banditry continues; it has less natural and economic potential and is far from Dakar.

<sup>1</sup> Usually divided into Lower Casamance (departments of Ziguinchor, Oussouye and Bignona), Central Casamance (department of Sedhiou) and Upper Casamance (departments of Kolda and Velingara).

<sup>2</sup> *Structural Vulnerability to Food Insecurity in Rural Areas*, GoS/WFP, June 2003.

<sup>3</sup> *Framework of a sustainable and integrated special development programme for the Casamance*, June 2003.

<sup>4</sup> According to the Office of the United Nations High Commissioner for Refugees (UNHCR), the number of refugees in these countries is 13,000.



7. On top of the civil crisis, the annual June–September lean season brings hardship to the poorest and most vulnerable people. Most household food stores are empty during this period of intensive agricultural work. School fees and medical expenses are difficult to afford. Several areas are inaccessible after the rainy season.
8. In March 2002, WFP launched emergency operation (EMOP) 10077.0 aimed at assisting the population most affected by the conflict in Ziguinchor: 3,256 mt of food was distributed under the supervision of WFP's new field office in Ziguinchor to 91,000 beneficiaries, 54 percent of whom were women; 81 percent of the food assistance was distributed through labour-intensive community reconstruction projects such as anti-salt dykes, mangrove regeneration and urban sanitation. The subsequent 18-month protracted relief and recovery operation (PRRO) 10188.0 took on the same objectives, reinforcing partnerships and targeting 76,000 beneficiaries with 5,039 mt of food aid.
9. The health and nutrition activity implemented under the country programme 2002–2006 is intended to reinforce the PRRO's interventions in the two regions with a twin-track approach:<sup>5</sup> 5,000 malnourished children under 5 and pregnant and lactating women are recipients of fortified blended flour as a take-home ration.

### **Government Recovery Policies and Programmes**

10. In November 2000, the Government started preparing a wide-ranging programme of rehabilitation and socio-economic recovery in the Casamance. Given the complexity and urgency of this challenge, the support of the coordination group of donors for the Casamance was requested.
11. As a result, the Programme for the Revival of Economic and Social Activities in the Casamance (PRAESC) was launched in June 2001. It consists of short-term activities of de-mining, demobilization, reconstruction and community development linked to reintegration, and a longer-term sustainable development programme.

### **Rationale for Assistance**

12. In line with the Government's request for WFP assistance in early 2004, this new PRRO fits the context of political and socio-economic transition. It benefited from the advice of several supportive donor field missions, continuous partnership with local authorities and civil society representatives.
13. Operational linkages between PRAESC and the United Nations Development Assistance Framework (UNDAF) are being established as security and peace return. In the meantime, WFP and the United Nations Children's Fund (UNICEF) have been active in the Casamance. More than 60 implementing partners (IPs) — national and international non-governmental organizations (NGOs), bilateral projects and technical assistance, Government technical services and local associations — are working with WFP. The PRAESC was updated in February 2004, recognizing the role of WFP and its assistance to grass-roots initiatives as a starting point for participatory community development and an integral part of the peace-building process.

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<sup>5</sup> In 2003, 16 mother-and-child health centres and 5 preschool sites benefited from WFP assistance in the two regions.



## RECOVERY STRATEGY

### Beneficiaries' Needs

14. The PRRO will continue to give priority to the people most affected by the conflict, where security conditions allow. The beneficiaries' needs were identified on the basis of various national surveys and regional assessments such as the Multiple Indicator Cluster Survey,<sup>6</sup> the "Study of Urban Vulnerability to Food Security" and "Structural Vulnerability to Food Insecurity in Rural Areas" as well as regional development plans for agriculture and education.
15. The PRRO builds on experience and successes of EMOP 10077.0 and PRRO 10188.0 through monitoring of the situation and a network of partners. As the overall security and economic situation improve, WFP will further refine the basis of its assessment methodology from needs to capacity.

### The Role of Food Aid

16. Food aid will address the short-term food needs of the most vulnerable people and prevent a decline in consumption, especially during the lean season; returnees, some IDPs, school-age children, orphans and physically disabled people fall into this category. Food aid will continue to accompany the peace and recovery processes by facilitating inter-community consultation meetings, provision of temporary job opportunities and creation of sustainable assets and skills.

### Programme Approaches

⇒ *Repatriation of refugees and return of IDPs*

17. WFP is a member of the repatriation committee, under the direction of the Governor's Office in Ziguinchor. Information is regularly shared; assistance is organized through various IPs. Food is delivered either to the destination village or to temporary facilities provided by the authorities. Regular situation reports on anticipated population movements are exchanged between WFP representations in Dakar, Bissau and Banjul.

⇒ *Agricultural and environmental activities*

18. Community-based activities assisted by WFP will make food available especially during the lean season and serve as a catalyst to enable poor farmers to increase their standard of living through construction of sustainable productive assets such as anti-salt dykes, fishponds and water-supply points for cattle and planting of community fruit-trees and vegetable gardens. These self-help activities will be undertaken with IPs providing technical assistance and additional non-food inputs.
19. Protection of the environment in urban and rural areas will be pursued through similar activities: in the rural west, community mangrove regeneration will be undertaken; in the east, forest fire-breaks and techniques for preventing soil erosion will be implemented with the support of the regional water and forestry services of the Ministry of the Environment and NGOs. The urban sanitation programme will continue or be organized in the main towns.

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<sup>6</sup> MICS II, Government of Senegal/UNICEF, 2000.



⇒ *Formal and vocational education activities*

20. School feeding in 350 primary schools will address short-term hunger among children and maintain or increase current levels of enrolment in the six targeted departments. Ongoing partnerships with the Government, United Nations agencies and NGOs are being developed.
21. WFP will continue to support the programmes of the Ministry of Education through food for training in the form of take-home rations. Literacy sessions and vocational training will target women in particular, in line with the Enhanced Commitments to Women. WFP will continue to support inter-community consultations, during which women's participation and decision-making will feature prominently; these allow communities to decide together their own prospects for building peace and promoting development.

⇒ *Adjustment of the approach*

22. WFP will continue to monitor its approaches and adjust them as required. As security conditions improve through removal of landmines, new areas can be assisted. WFP will develop new partnerships with the World Bank and bilateral projects within the PRAESC framework.
23. The PRRO includes a plan for a contingency food stock representing a small fraction of the total food volume that can respond quickly to unexpected demands without depleting the amounts planned for regular interventions.

⇒ *Empowerment of women*

24. In line with WFP's Gender Policy 2003–2007, the PRRO will give priority to women's access to education and income-generating activities, and will raise their awareness of hygiene, good nutritional practices, HIV/AIDS prevention, landmine dangers, stress management and enhancement of self-confidence. Women's participation in project management will be promoted and gender equality on food-management committees will be enhanced. A letter of understanding will be prepared with the United Nations Development Fund for Women (UNIFEM) to reflect and jointly implement the commitments of the two agencies. WFP will strive to increase the number of women beneficiaries to over 50 percent.
25. Special rewards of small equipment and farming tools target selected women's associations for best initiatives, organization and results. This additional support will further increase their self-sustainability; the costs involved have been budgeted as other direct operational costs (ODOC).

## **Risk Assessment**

26. The WFP contingency plan for Senegal was finalized in January 2004 with the support of the regional bureau and shared with neighbouring WFP representations. It takes into account extreme scenarios in the Casamance such conflict in a neighbouring country and large influxes of refugees.



## Goal and Objectives

### ⇒ *Goal*

27. The PRRO was designed to enable post-conflict short-term access to food as well as the long-term food security situation of vulnerable population groups, especially women, and to improve living and working conditions in line with PRAESC, Millennium Development Goals (MDGs) 1, 2, 3 and 7, and Strategic Priorities (SPs) 2 and 4.

### ⇒ *Objectives*

28. The objectives of this post-conflict PRRO are the following, in line with the SPs and supported by the country programme health and nutrition activity:
- (i) the target population has an increased ability to manage shocks and meet food needs, (ii) the local primary production sector is strengthened, with emphasis on food production, and (iii) the unemployment situation of vulnerable urban population groups, particularly women, is mitigated (SP2).
  - (i) access to literacy and life-skills programmes is enhanced, especially for women and adolescents, and (ii) access to and attendance at primary education are enhanced for children from vulnerable groups in WFP-assisted schools (SP4).

## IMPLEMENTATION PLAN BY COMPONENT

### Key Programme Components and Beneficiaries

#### ⇒ *Population return and reintegration*

29. Refugees and IDPs are expected to return to their villages of origin, mostly in the Ziguinchor region, either directly or through the regional capital. In both cases WFP will provide three months' repatriation food packages in transit centres and secured villages. Complementary activities, detailed below, will then be phased in.
30. The estimated figures for returnees during the two years of the PRRO are 1,500 from The Gambia and 3,000 from Guinea Bissau. Many others will remain in their asylum countries where most are integrated into local economies and live with their families. The estimated figures for returns of IDPs are 16,000 in the Ziguinchor region and 9,000 in the Kolda region. The actual rate of return largely depends on the long and expensive processes of landmine removal, land re-allocation and reconstruction of family homes.

#### ⇒ *Special support to highly vulnerable group*

31. Handicapped people and orphans are cared for in community centres, which mainly depend on external assistance in view of the limited means available. During the lean season, WFP will continue to provide three months' food assistance. An average of 1,000 people will benefit from this component, which will be gradually phased out during the PRRO as the overall economic situation improves.

#### ⇒ *Contingency mechanism*

32. Given that the post-conflict situation continues to be complex and that the region is prone to natural disasters, a contingency stock for 9,000 people for 90 days will be made available immediately at the onset of a new crisis. Depending on its type and extent, other



approaches such as transfers from PRRO components or loans from development projects can be adopted as required. If the need arises, an EMOP will be launched, with funds allocated from the Immediate Response Account.

⇒ *Agricultural rehabilitation and environmental protection*

33. About 27,000 people — 17,500 in Ziguinchor region and 9,500 in Kolda region — will participate in community-based activities involving creation of agricultural assets and protection of the environment. Monitoring will be carried out by WFP and its partners — decentralized services of the Ministry of Agriculture, NGOs and multilateral and bilateral projects.
34. The programme of anti-salt dyke construction and protection in lowlands prone to salt-water infiltration that was started in the previous PRRO will be continued with a view to increasing rice production. This will employ 16,000 people out of the 27,000. Enlarged programmes for fishponds and community gardens are expected to increase income. In the agro-pastoral areas of Kolda, water-retention dams and cattle water points will be developed.
35. Forest firebreaks, river embankments and dune consolidation will help to protect natural resources in rural areas. In urban areas, sanitation programmes will continue with women's associations in poor neighbourhoods and those with a high concentration of IDPs.

⇒ *Enhancement of human resources*

36. A major literacy programme is to be implemented for 44,000 adults out of 55,000 beneficiaries, more than 90 percent of whom will be women, in collaboration with the Ministry of Education. WFP assistance will support UNICEF and the United Nations Population Fund (UNFPA) training schemes in stress management and the UNFPA family/life education programme for 8,000 people. Inter-community meetings involving 2,000 villagers will be assisted by WFP as an important part of the peace-building process.
37. WFP will continue to assist vocational training sessions carried out by several NGOs. Food processing and conservation, soap making, textile dyeing, garment making and chicken-food production will guarantee a larger income to an average of 500 women per year.

⇒ *School feeding*

38. WFP school feeding will benefit an estimated 122,000 primary school pupils per year in secured areas. Refined targeting of schools, training for food-management committees, dissemination of WFP school feeding procedures and formalization of school contracts are being carried out in 2004 under PRRO 10188.0.
39. Complementary activities are planned with other United Nations agencies and NGOs. UNICEF will continue to provide water and sanitation at schools as well as deworming, iron supplements and anti-malaria tablets, using the synergetic approach introduced into the Sahel under the Alliance for Education, Health and Nutrition initiated at the Ministerial Conference in Dakar in September 2003. Depending on availability of funding, the Food and Agriculture Organization of the United Nations (FAO) will extend its collaboration for school garden activities. UNFPA will continue its family/life education programme for teachers. The Christian Children's Fund will continue to support initiatives such as school libraries and school gardens and hen-houses.



## Beneficiaries

40. Table 1 summarizes the beneficiary caseload by programme component.

<b>TABLE 1: TOTAL BENEFICIARIES BY TYPE OF INTERVENTION</b>			
<b>Type of intervention</b>	<b>Men</b>	<b>Women</b>	<b>Total during project</b>
Repatriation (refugees)	2 250	2 250	4 500
Resettlement (IDPs)	12 500	12 500	25 000
Contingency mechanism	4 500	4 500	9 000
Vulnerable groups	500	500	1 000
Food for assets (FFA)	16 000	11 000	27 000
Food for training (FFT)	22 000	33 000	55 000
School feeding	61 000	61 000	122 000
<b>Total</b>	<b>118 750</b>	<b>124 750</b>	<b>243 500</b>

41. The food basket is shown in Table 2.

<b>TABLE 2: FOOD BASKET AND DAILY RATION SIZE (g)</b>					
<b>Type of intervention</b>	<b>Cereals</b>	<b>Pulses</b>	<b>Veg. oil</b>	<b>Iodized salt</b>	<b>Kcal/day/pers.</b>
Repatriation (refugees)	100	40	5	2 130	
Resettlement (IDPs)	400	100	40	5	2 130
Contingency mechanism	400	100	40	5	2 130
Vulnerable groups	400	100	40	5	2 130
FFA*	2 500	1 000	500	0	1 680
FFT	400	100	40	5	2 130
School feeding	150	30	20	5	820

\* FFA rations are family rations based on an average household of ten people.

42. The total food requirements for 243,500 beneficiaries for 24 months are shown in Table 3.



<b>TABLE 3: TOTAL COMMODITY REQUIREMENTS (mt)</b>						
<b>Type of intervention</b>	<b>Average feeding days</b>	<b>Cereals</b>	<b>Pulses</b>	<b>Vegetable oil</b>	<b>Iodized salt</b>	<b>Total</b>
Repatriation (refugees)	90	162	32	18	6	<b>218</b>
Resettlement (IDPs)	90	900	178	91	13	<b>1 182</b>
Contingency mechanism	90	320	80	32	4	<b>436</b>
Vulnerable group feeding	90	36	10	4	4	<b>54</b>
FFA	98*	6 530	2 612	1 306	0	<b>10 448</b>
FFT	79*	2 132	536	212	0	<b>2 880</b>
School feeding	240**	10 231	2 046	1 364	341	<b>13 982</b>
<b>Total</b>		<b>20 311</b>	<b>5 494</b>	<b>3 027</b>	<b>368</b>	<b>29 200</b>

\* Weighted average taking into account all types of sub-projects.

\*\* Yearly average, calculated for two school years.

### **Institutional Arrangements and Selection of Partners**

43. Implementation of the socio-economic recovery plan for the Casamance, which is an UNDAF priority, will increase as the Government guarantees security in larger areas. Several United Nations agencies, including WFP, are members of the thematic coordination group of development partners for the Casamance, co-chaired by the European Commission and UNDP. Joint interventions by WFP and UNICEF have already taken place in another region and will be expanded in the Casamance.
44. Thematic committees were created in the Ziguinchor region during the previous PRRO under a WFP initiative. The committees for urban sanitation, environmental protection and secured agricultural lands are tasked with coordination, planning and information exchange. They meet regularly and include representatives of the Governor's Office, Regional Council members, Government services, NGOs and representatives of beneficiaries. Such committees will also be organized in the Kolda region.
45. Some WFP activities are implemented directly; most are implemented through NGOs and government services. The PRRO will benefit from the efficient procedures for micro-project assessment, contractual approval and monitoring already in place in the Ziguinchor region. Community requests for assistance are systematically assessed on-site jointly by WFP and the IP; a contract is then signed between the IP and WFP, and a copy is given to the beneficiary representative.

### **Capacity-Building**

46. Guidelines on WFP procedures, including standard work norms and food rations, rights and responsibilities of all stakeholders and the reporting practices of IPs have been widely distributed in the Ziguinchor region and are well known. The same approach will be adopted in the Kolda region.
47. WFP training schemes on managing food storage for the school committees, IPs and Government counterparts will be continued. In an effort to improve local monitoring and reporting, budget provision has been made to provide motorcycles and computers for education counterparts.



48. WFP will continue to disseminate information on its global and regional strategies such as results-based management, the Sahel Alliance on Education, Health and Nutrition, and United Nations policies on MDGs, UNDAF implementation and gender mainstreaming in programme planning.

## **Logistics Arrangements**

### *⇒ Port operations*

49. The current limited facilities at the port of Ziguinchor in terms of berths, equipment, poor security and inaccessibility to large ships mean that it cannot be used regularly. For the time being, the port of Dakar will continue to be the entry port for imported cargos to be forwarded to the Casamance.

### *⇒ Warehousing*

50. Three WFP-run warehouse complexes are rented in Ziguinchor with a total capacity of 2,500 mt. With the opening of a field office in Kolda, additional warehouse capacity will be sought. Rent and rehabilitation costs have been budgeted for. The Commissariat for Food Safety warehouses on the route between Dakar and the Casamance will continue to be used as buffer storage capacity.

### *⇒ Transport arrangements*

51. WFP will transport food to the designated storage sites of IPs, as stated in the project contract. Final distribution is usually carried out by the IPs. In some cases however, WFP covers end distribution costs for IPs that do not have adequate financial or logistics capacities.
52. All transport agreements are based on WFP's standard tendering procedures. WFP will continue to use private transporters through transport agreements that seek the lowest possible rates.

### *⇒ Landside transport, storage and handling (LTSH) rate*

53. With the expansion of geographic coverage, the LTSH rate has increased to US\$74/mt, from US\$71/mt in the previous phase of the PRRO. In real terms, however, the LTSH rate has decreased, because the exchange rate with the US dollar is 20 percent lower. The country office will monitor delivery costs and carry out LTSH cost reviews every 12 months.

### *⇒ Local purchases*

54. WFP is planning to buy 40 percent of rice requirements, 100 percent of maize and 100 percent of salt locally, depending on cash availability and competitive prices. This supports the Government strategy to diversify agricultural production, and provides additional variety in the food basket.

## **Monitoring, Reporting and Evaluation**

55. Coordination of the PRRO will continue to be decentralized to ensure comprehensive follow-up of the activities and to assist WFP's partners in assessment, food management, monitoring and reporting. A new field office and WFP-managed warehouses in Kolda will be operational by January 2005, in addition to the present sub-office in Ziguinchor. The



PRRO budget makes provision for all associated costs, including a United Nations volunteer as head of the field office in Kolda.

56. Weaknesses in Government services and IPs and in the maintenance of the assets created by the community will be minimized through monitoring of all aspects of the project, provision of essential non-food items and training in WFP procedures, food management and storage techniques.
57. WFP will monitor the progress and achievements of the operation together with its regional implementing and coordinating partners. Joint field visits will continue, based on monthly work plans. Quarterly progress reports based on the standardized project report format, including selected outputs and outcomes as well as disaggregated data by gender, will be collected by the country office for analysis and updating and sent to the regional bureau, the Government, the donor community and other partners. Particular attention will be paid to the quality and timeliness of activity reports from IPs.
58. The logical framework matrix in Annex III summarizes the outcomes and outputs by programme component linked to the SPs and their indicators. This logical matrix will be the basis of the work and monitoring and evaluation (M&E) plans of two field offices. Application of standard data collection and reporting methods on the use of PRRO resources and the progress of activities will continue as established during the previous interventions in Ziguinchor region. Baseline surveys will be undertaken for selected new project indicators; they have also been budgeted under ODOC.
59. A food-security baseline was drawn up in March 2004 with technical assistance from the regional vulnerability analysis and mapping (VAM) unit based on an in-depth analysis of primary data from 647 households in the Casamance.
60. A mid-term evaluation is planned for early 2006, to include assessment of beneficiary targeting and the effects of actual achievements in food security. The report and other data will guide the country office in its decision on providing further assistance. Provision has been made in the budget for one international and two national consultants — an agricultural specialist, a VAM expert and a socio-economist.
61. WFP will continue to use the current reporting formats as progress-monitoring tools. Participation in monitoring by WFP's partners is crucial to the success of this PRRO.

### **Security Measures**

62. Budgetary provision has been made to ensure that the new field office in Kolda complies with United Nations minimum operating security standards. In October 2003, FITTEST technicians made various improvements to the VHF radio and electrical systems in place. The sub-office in Ziguinchor has a satellite phone; there are plans to procure another in Kolda. All WFP staff in Senegal received security-awareness training and passed the mandatory United Nations basic security regulations test.
63. WFP maintains an extensive network of local contacts for security purposes. Updated information on localized security incidents is therefore provided quickly to United Nations officials, and measures are taken promptly.

### **Exit Strategy**

64. WFP will strongly encourage communities to assume ownership of newly created rural infrastructure assets and greater responsibility for school feeding programmes. WFP will put great emphasis on community capacity-building; training and essential equipment will



be provided. Parent and community support and in-kind contributions to school canteens are a prerequisite for WFP assistance.

65. Consideration may be given at the end of the PRRO, based on M&E outcomes, to including the two regions of the Casamance in the new country programme that starts in January 2007.

### **Contingency Mechanism**

66. The contingency plan prepared in January 2004 enhances the preparedness and response capacity of the WFP country office. Two scenarios related to the Casamance were identified: (i) political uncertainty and socio-economic instability in Guinea-Bissau could lead to a massive influx of 10,000 refugees; the concentration area would be mainly Lower Casamance, particularly the city of Ziguinchor; and (ii) an influx of 250,000 refugees from Guinea could affect a large number of households in an area very vulnerable to food insecurity where survival mechanisms are limited; this scenario would affect both Eastern Senegal and the Upper Casamance.
67. In both scenarios, WFP's initial response is to reallocate PRRO resources to address the immediate needs; a contingency stock of 532 mt has been included in the PRRO for this purpose. Once the rapid needs assessment exercise is undertaken, a separate and specific emergency operation may be prepared if required.

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## **BUDGET PROPOSAL AND INPUT REQUIREMENTS**

68. PRRO 10188.1 will require 29,200 mt of food. The cost to WFP is US\$18.6 million, consisting of (i) direct operational costs (DOC): US\$16.0 million; (ii) direct support costs (DSC): US\$1.4 million, including an international professional post in Ziguinchor, two United Nations volunteer posts for 24 months and an international professional post based in Dakar for 12 months, and (iii) indirect support costs (ISC): US\$1.2 million.

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## **RECOMMENDATION OF THE EXECUTIVE DIRECTOR**

69. The Board is requested to approve Senegal PRRO 10188.1, which is designed to benefit 243,500 people during 2005–2006 for a food cost of US\$9.7 million and a total cost to WFP of US\$18.6 million.



## ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost per mt	Value (US\$)
<b>WFP COSTS</b>			
<b>A. Direct Operational Costs</b>			
Commodity <sup>1</sup>			
– Rice (40% local)	18 311	254	4 650 994
– Maize (local)	2 000	254	508 000
– Peas	5 494	302	1 659 188
– Vegetable oil	3 027	950	2 875 650
– Iodized salt (local)	368	100	36 800
<b>Total commodities</b>	<b>29 200</b>		<b>9 730 632</b>
<b>External transport</b>			<b>3 422 730</b>
<b>Total LTSH</b>			<b>2 166 930</b>
<b>Other Direct Operational Costs</b>			<b>721 000</b>
<b>Total Direct Operational Costs</b>			<b>16 041 292</b>
<b>B. Direct Support Costs (see Annex II for details)</b>			
<b>Total Direct Support Costs</b>			<b>1 373 000</b>
<b>C. Indirect Support Costs (7% of total direct costs)</b>			
<b>Total Indirect Support Costs</b>			<b>1 219 000</b>
<b>TOTAL WFP COSTS</b>			<b>18 633 292</b>
<sup>1</sup> This is a notional food basket used for budgeting and approval purposes. The contents may vary depending on the availability of commodities.			



**ANNEX II**

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff</b>	
International Professional staff	372 000
National General Service staff	432 000
Temporary assistance	10 000
Overtime	10 000
International consultants	20 000
National consultants	30 000
UNVs	194 000
Staff duty travel	12 000
Staff training and development	12 000
<b>Subtotal</b>	<b>1 092 000</b>
<b>Office expenses and other recurrent costs</b>	
Facility rental	9 000
Utilities (general)	6 000
Office supplies	4 000
Communication and IT services	34 000
Insurance	4 000
Equipment repair and maintenance	2 000
Vehicle maintenance and running costs	13 000
Other office expenses	14 000
<b>Subtotal</b>	<b>86 000</b>
<b>Equipment and other fixed costs</b>	
Vehicles	115 000
TC/IT equipment	70 000
Furniture and equipment	10 000
<b>Subtotal</b>	<b>195 000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>1 373 000</b>



## LOGICAL FRAMEWORK SUMMARY—SENEGAL PRRO 10188.1 (2005–2006)

Results hierarchy	Performance indicators	Risks, assumptions
<p><b>Impact</b></p> <p>The post-conflict short-term access to food and the long-term food security situation of vulnerable groups, especially women, is fostered by improving their living and working conditions in line with PRAESC, MDGs 1, 2, 3 and 7 and WFP SPs 1, 2 and 4.</p>		
<p><b>Outcomes</b></p> <p>1.1 The target population has an increased ability to manage shocks and to meet food needs.</p> <p>1.2 The local primary production sector is strengthened, with emphasis on food production.</p> <p>1.3 The unemployment situation of vulnerable urban population groups, especially women, is improved.</p>	<p>1.1.1 Percentage of share of household expenditure allocated to food by target population.</p> <p>1.2.1 Number, dimensions and geographical distribution of rural infrastructures.</p> <p>1.2.2 Surface of potentially irrigable land protected by anti-salt dykes.</p> <p>1.2.3 Number, type, surface area and geographical distribution of fish ponds and communal gardens that have gone into production.</p> <p>1.2.4 Number and geographical distribution of palm trees and mangroves planted and surviving.</p> <p>1.3.1 Number of days worked and remunerated by person, gender, project component and community.</p>	<ul style="list-style-type: none"> <li>➤ Periods of drought and other natural disasters do not exceed the level manageable under local conditions.</li> <li>➤ The internal post-conflict situation continues to improve.</li> <li>➤ There is no major population movement resulting from deteriorating socio-economic or political developments in The Gambia, Guinea-Bissau or Guinea.</li> <li>➤ Local stakeholders ensure the necessary post-project takeover of the assets created.</li> </ul>

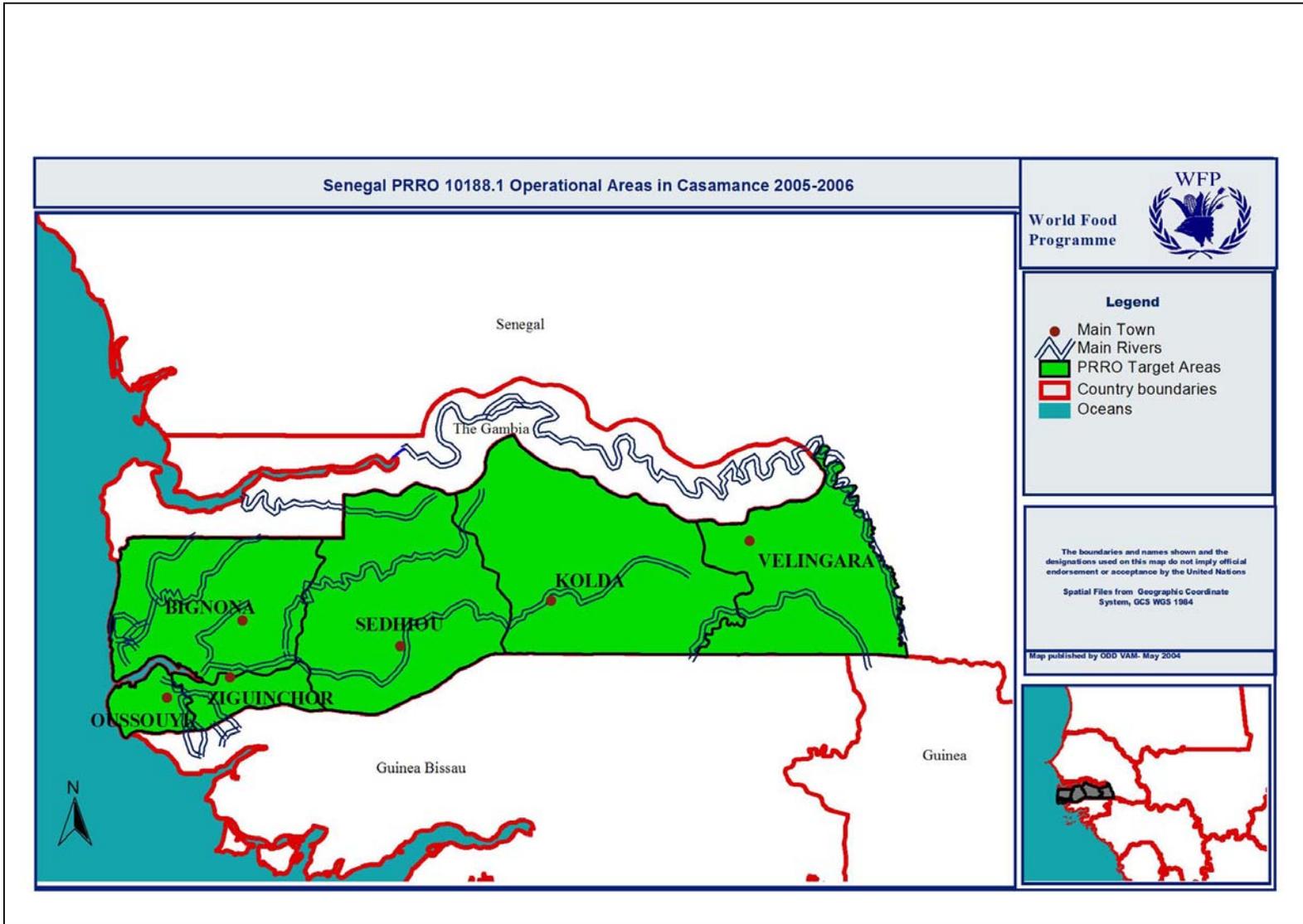


### LOGICAL FRAMEWORK SUMMARY—SENEGAL PRRO 10188.1 (2005–2006)

Results hierarchy	Performance indicators	Risks, assumptions
<p>2.1 Access to and attendance at primary education is enhanced for children from vulnerable groups in WFP-assisted schools.</p> <p>2.2 Access to literacy and life-skills programmes is enhanced, especially for women and adolescents.</p>	<p>2.1.1 Absolute enrolment figures for boys and girls.</p> <p>2.1.2 Net enrolment rate of boys and girls.</p> <p>2.1.3. Attendance rates of boys and girls.</p> <p>2.2.1 Number and geographical distribution of trainings conducted, by theme.</p> <p>2.2.2 Number of female/male adolescents, men and women participating in literacy programmes and skills training.</p>	<ul style="list-style-type: none"> <li>➤ Periods of drought and other natural disasters do not exceed the level manageable under local conditions.</li> <li>➤ The internal post-conflict situation continues to improve.</li> <li>➤ There is no major population movement resulting from deteriorating socio-economic or political developments in The Gambia, Guinea-Bissau or Guinea.</li> <li>➤ Local stakeholders ensure the necessary post-project takeover of the assets created.</li> </ul>
<p><b>Key outputs</b></p> <p>1. Groups with limited or no coping mechanisms, such as inmates of support institutions and people hit by temporary crises, have improved access to food.</p> <p>2. Target beneficiaries participate in food-supported rehabilitation, environmental protection and urban sanitation activities.</p> <p>3.1 Lunch is provided to school children in WFP-assisted primary schools.</p> <p>3.2 Take-home rations are provided to targeted beneficiaries in literacy and skills training.</p>	<p>1.1. Number, type and geographical distribution of beneficiaries, by age group and gender.</p> <p>1.2 Quantity of food distributed by commodity and project component.</p> <p>2.1 Number of beneficiaries participating in asset-creation activities who receive food, by project component and gender.</p> <p>2.2 Number of days worked and remunerated, by person, gender and project.</p> <p>3.1 Number of boys and girls receiving a meal in WFP-assisted schools.</p> <p>3.2.1 Number of training participants – men, women and adolescents by gender – receiving food-ration, by type of training and by commodity.</p>	



ANNEX IV



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

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## ACRONYMS USED IN THE DOCUMENT

DOC	direct operational costs
DSC	direct support costs
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FFA	food for assets
FFT	food for training
FITTEST	Fast Information Technology and Telecommunication Emergency Support Team
IDP	internally displaced person
IP	implementing partner
ISC	indirect support costs
LTSH	landside transport, storage and handling
M&E	monitoring and evaluation
MDG	Millennium Development Goal
NGO	non-governmental organization
ODOC	other direct operational costs
PRAESC	Programme for the Revival of Economic and Social Activities in the Casamance
PRRO	protracted relief and recovery operation
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
VAM	vulnerability analysis and mapping

