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de Alimentos

**Executive Board
First Regular Session**

Rome, 4 - 6 February 1998

PROGRESS REPORTS ON APPROVED PROJECTS

Agenda item 9

PROJECT SENEGAL 3867.01

Community public works and sanitation programme

Total food cost	2 291 500 dollars
Total cost to WFP	3 603 922 dollars
Date approved by the CFA	12 January 1994
Date plan of operations signed	8 September 1994
Date notification of readiness accepted	18 November 1994
Date of first distribution	February 1995
Duration of WFP assistance	Four years
Duration of project as at 30 June 1997	Two years and four months

All monetary values are expressed in United States dollars, unless otherwise stated.



Distribution: GENERAL
WFP/EB.1/98/9/5
2 December 1997
ORIGINAL: FRENCH

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NOTE TO THE EXECUTIVE BOARD

This document is submitted for consideration to the Executive Board.

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

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

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PURPOSE OF THE PROJECT AND OF WFP ASSISTANCE

1. The long-term objective is to improve the living conditions of the populations in the towns targeted.
2. The project's immediate objectives are as follows:
 - a) to set up an efficient system of urban household waste collection, disposal and treatment, using, as far as possible, manual labour or appropriate mechanical equipment;
 - b) to clean out and rehabilitate the rainwater drainage canal network; and
 - c) to create temporary jobs for unemployed youngsters organized into economic interest groups (GIE) or associations.

IMPLEMENTATION

3. The Prime Minister's Office Secretariat ("Primature") is in overall charge of the project, which is being implemented by the Executing Agency for Public Works against Under-employment (AGETIP).¹ At the national level, a committee chaired by a government representative is responsible for project monitoring, while at the regional level this function is carried out by a technical coordination committee headed by the Governor. Monitoring of specific works is carried out by contracted foremen. Government services provide technical assistance in individual towns.
4. Beneficiaries are unemployed youngsters, both male and female, who must be part of an organized group to be eligible to participate in the project. Participating on an individual basis is not permitted. Such groups may be organized around recognized, pre-existing structures at the local level (e.g., economic interest groups or associations). AGETIP, rather than the municipalities, selects participating groups on the basis of criteria such as residence in the part of town where the works are to be carried out, level of poverty or lack of other significant sources of income, women's participation, and members' motivation. In return for 20 workdays a month, beneficiaries each receive a monthly ration consisting of: 50 kilograms of millet, three of canned fish and 1.5 of vegetable oil, plus a salary complement of 10,000 CFA francs provided by AGETIP and the municipalities.

Logistics

5. The Commissariat for Food Security (CSA) is responsible for taking delivery of, and transporting and storing the commodities in Senegal. It has a fleet of 23 vehicles and a storage capacity of 84,000 tons in warehouses located in most of the country's regions.
6. The plan of operations provided for up to 50 percent of the Government's total internal transport, storage and handling (ITSH) costs to be reimbursed during the first year.

¹ The Agency was set up in 1989 by the Ministry of Planning and Development to create both temporary and long-term employment in urban areas and to carry out works regarded as socially useful. It is financed by the World Bank.



Distribution points and geographical coverage

7. The project's activities are focused on the poor districts of 12 urban communities (corresponding to the country's eight principal cities and to the four municipalities in Dakar and its suburbs). Criteria for selection are: poor sanitary facilities, high unemployment rate, degree of financial participation by the municipalities, presence of CSA or AGETIP infrastructures, and possible synergism with programmes financed by other donors.

FOOD MANAGEMENT

8. WFP has committed 8, 273 tons of food to the project (7,590 tons of millet, 455 of canned fish and 228 of vegetable oil). As at 30 June 1997, 2,565 tons had been distributed to beneficiaries, i.e., 53 percent of the quantity planned for the period concerned. This low rate of utilization is accounted for partly by the existence of carry-over stocks from the project's pilot phase and partly by the limited number of beneficiaries as compared with the project's objectives.

GOVERNMENT'S CONTRIBUTION

9. A project coordinator and a technical team of three are responsible for project management and for submitting quarterly activity reports to WFP. AGETIP liaison offices present in all the targeted towns monitor on-site activities under the supervision of a contracted foreman.
10. The CSA is in charge of ITSH and of food distribution, in accordance with the plan of operations and distribution plans prepared by AGETIP and WFP.
11. The main problem regarding the Government's contribution is the fact that the funds earmarked to pay the cash component of participants' wages have not been available. AGETIP has been paying the wages of the first 50 workers in each community. The plan was for the municipalities to release 10,000 CFA francs for every additional beneficiary and credit the sum to AGETIP, which is responsible for paying out the wages. However, to date five out of the eight towns have failed to honour their financial obligations.

EXTERNAL ASSISTANCE

12. In view of the problem mentioned in the preceding paragraph, the European Development Fund (EDF) stepped in to assist four municipalities by financing the wage supplements of 250 workers in each of the towns. But the 12-month intervention, which terminated end-1996/early 1997, could not be extended.
13. In 1996 the Government of the Netherlands donated to the project a large stock of non-food items and assorted equipment worth 219,000 dollars.

ASSESSMENT

14. As at 30 June 1997, the project had achieved the following results:



Activities	Target according to plan of operations	Target as at 30/6/97	Achievements	Percentage achieved
Waste collection	692 000 m ³	403 667 m ³	304 175 m ³	75
Drains clearance	268 000 m	156 333 m	218 480 m	140
Compost production	346 000 m ³	201 833 m ³	115 m ³	Experimental phase
Sand clearing	None	1 425 000 m	1 325 342 m	93

15. Clearing sand from the streets is an activity introduced at the request of municipal authorities. Compost production is taking place on an experimental basis in three towns. Project targets regarding the latter activity appear over-ambitious and should be revised. They failed to take account of various constraints such as poor water supply, the level of technical training required, and limited market outlets.
16. Commodities were used as follows: 57 percent for waste collection, 33 percent for sand clearing, eight percent for cleaning drainage canals and two percent for compost production.
17. The project has contributed to improving health and sanitation conditions in the poor districts of large cities beset by severe environmental problems. The activities could have had a larger impact if the waste had been removed and dumped on a systematic basis. Unfortunately, the municipalities involved often lacked adequate means of transport.
18. Applications for employment exceed the number of jobs available. In order to allow equitable access by the maximum number of people and associations, AGETIP recruits groups whose membership rotates every two months.
19. The project had aimed to recruit 3,165 workers a month, (i.e., 264 for each town). In the second quarter of 1997, 1,475 people a month, or 47 percent of the target, were recruited. Since the project began, recruitment has averaged 1,503 workers a month. As no beneficiary may work for more than two months, the total number of workers hired as at 30 June 1997 may be calculated at 21,000.
20. The relative weakness of the project's capacity to create permanent employment is essentially due to the failure by certain municipalities to honour their financial obligations. Effective payment of the contribution is a prerequisite for food rations to be distributed. At the same time, erratic communal receipts and the fact that income-generating activities are limited mean that some cities have difficulty in coming up with their required contribution. After the European Union stopped its aid in some towns, the number of beneficiaries dropped by between 30 and 80 percent. On the other hand, it would be wrong to suppose that the total value of the income transfer to beneficiaries (rations plus wages) represents an inadequate incentive, since the number of applications has always been greater than that of jobs available. It should further be noted that the monthly remuneration to workers, at 30,000 CFA francs, represents 63 percent of the minimum guaranteed salary of 47,689 CFA francs.
21. Of the total funds paid to workers as a wage complement, 42 percent was provided by the European Union, 35 percent by AGETIP and 23 percent by the communes.



22. In March 1997, WFP and AGETIP organized a series of meetings with the mayors of participating cities and those interested in attending to urge them to respect their financial obligations. Following the meetings, as at 30 June 1997, the value of counterpart funds disbursed or being paid had increased by 37 percent.
23. On the basis of the number of workers recruited each month, women's participation in the project grew from 24 percent at project initiation to 38.5 percent in the first half of 1997, thus meeting the target set in the plan of operations. This was made possible by the public information campaign conducted by AGETIP and WFP.

CONCLUSIONS AND RECOMMENDATIONS

24. Despite the low level of financial contributions from the municipalities, the project succeeded in generating a limited number of jobs and in improving sanitary conditions in urban districts while mobilizing a significant number of women.
25. Efforts undertaken by WFP and AGETIP to obtain the financial contributions required will continue with the municipalities and other donors. The process of identifying other cities for inclusion in the project will be pursued. The funds available for monitoring and evaluation (20,000 dollars) will be used to improve the system for keeping track of the total number of beneficiaries, to analyse the project's impact on beneficiaries, particularly women, and to strengthen the Information-Education-Communication component intended to familiarize the inhabitants of poor urban districts with sanitation issues.

