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### ABSTRACT

Senegal is a low-income, food-deficit Sahelian country with an annual growth in per capita gross domestic product (GDP) which has averaged around 2.5 percent, and a food self-sufficiency of about 50 percent.

Approximately 34 percent of the population lives below the poverty line and about two thirds of the population defined as poor are women. Poverty is predominantly a rural phenomenon, although the devaluation of the CFA franc has had a marked negative effect also on the urban poor.

Rural poverty levels are high in the southern regions of Kaolack, Fatick, Kolda, Ziguinchor and Tambacounda, and in the north/central regions of Louga, where poverty affects between 44 and 57 percent of the population.

WFP assistance is supporting the education sector through the school canteen project, a community-based rural natural resources management project, and a protracted refugee and displaced person project (PRO). The urban waste management project and the new urban community nutrition project, supported jointly with the World Bank, and both implemented by the Agence d'exécution de travaux d'intérêt public contre le sous-emploi (AGETIP), account for 70 percent of the present portfolio.

For the future, the Government, WFP and the World Bank are designing a rural household food security project which includes a nutrition component and focuses on women and children. It is expected that by the end of the next United Nations and government programming cycle, which covers the period 1997–2001, a target of 75 percent of the resources will be set to support projects in rural areas. Equally, it is expected that by the end of the new programme cycle, 75 percent of the direct beneficiaries of WFP assistance will consist of women and children.

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for review and comments.**

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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## INTRODUCTION

1. **Macro-economic context.** Although Senegal has remained a relatively stable country with a democratic system in place, its economy over the last three decades has performed rather poorly with a GDP growth averaging 2.5 percent a year, compared to a population growth of 2.9 percent. The results of four successive structural adjustment programmes between 1980 and 1990 have also been mixed. Unfavourable weather conditions, lack of domestic competitiveness, high cost of production factors, increased indebtedness and overvalued local currency have been among the root causes of such a poor performance.
2. Faced with these unfavourable trends, the Government launched an “emergency plan” in September 1993, to reduce budgetary imbalances, including a reduction of the wage bill. Four months later, in January 1994, the CFA franc (a common currency of 14 African countries of the franc zone) was devalued with a view to restoring confidence in the economy, improving competitiveness and boosting local production. As a consequence of the devaluation, the per capita GDP dropped from 720 dollars<sup>1</sup> in 1993 to 471 dollars in 1994, downgrading Senegal from a “lower middle income” to a “low income” country.
3. The Government has since embarked on a post-devaluation programme aiming at reviving the economy and containing inflationary pressure. The programme includes further measures to liberalize the economy, reform the agricultural sector and strengthen the role of the private sector. The results have so far been encouraging, with a GDP growth rate increasing from two percent in 1974 to 4.5 percent in 1995. The inflation rate dropped from 32.1 percent in 1994 (devaluation year) to eight percent in 1995. The current external account deficit decreased from 9.3 percent of GDP in 1994 to eight percent in 1995. The budget deficit dropped from 5.7 percent of GDP in 1994 to 3.2 percent in 1995. If the current trend were sustained, it would mean a reversal of the negative growth in per capita terms over the recent decades.
4. **Population and environment.** An important feature of the population (currently 7.8 million) is sustained migration from rural to urban areas, particularly to Dakar and its surroundings. The urban population, which currently constitutes 40 percent of the total, is projected to reach 56 percent by the year 2015. This migration will exacerbate the problems in urban areas, which are already acute. Environmental issues, which until recently were focused on the “green agenda” of land degradation and desertification, are likely to shift to the “brown agenda” of urban environmental concerns. The capacity of urban environments to dispose of waste is far below the quantity generated. Urban waste management has emerged as a major environmental issue. Urban women have become increasingly involved in the sanitation of their neighbourhoods.
5. Although the rate of population growth is higher in the cities than in rural areas, the fertility rate is lower in the cities (5.4 live births, compared to 7.1 live births per woman in rural areas). As the population living in the cities increases, it can be expected that the overall rate of population growth will decrease. There is a strong correlation between urbanization and education and a strong (inverse) correlation between education and fertility. The Government of Senegal is committed to promoting family planning and education of girls, two important policy instruments to slow down population growth.

<sup>1</sup> All monetary values are expressed in United States dollars, unless otherwise stated.



6. **Other social indicators.** In UNDP's 1995 Human Development Report Senegal is ranked 152 out of the 173 countries on the human development index, although this report does not reflect the deterioration of Senegal's GDP after the devaluation of its currency in early 1994. Senegal has an infant mortality rate of 86 per thousand live births, a maternal mortality rate of 850 per 100,000 births, a life expectancy at birth of 49.3 years, an adult literacy rate of 30 percent and a primary school enrolment rate of 58 percent (48.3 percent for girls and 67.6 percent for boys). While women constitute 45 percent of the active population, they represent 69 percent of the population employed in agriculture.

## FOOD INSECURITY AND THE HUNGRY POOR

### Food insecurity at the national level

7. Senegal is confronted with structural food deficits. The overall food security ratio (production versus consumption requirements) in recent years remained stable at around 50 percent (54.5 percent in 1993/94, 47.8 percent in 1994/95, and projected at 50.7 percent for 1995/96). In a normal crop year, the country is nearly self-sufficient in traditional staples (millet, sorghum and, to a lesser extent, maize), whose annual production is currently estimated at 785,000 tons against a consumption requirement of 792,000 tons. The consumption requirement of rice is estimated at 591,000 tons, of which only 110,000 tons (19 percent) is covered by local production. The remaining 81 percent is to be covered by imports. The annual consumption of wheat is estimated at 207,000 tons which is to be covered by imports, as domestic production is nil. Hence, only about half of the national cereal requirements is met by domestic production.
8. Commercial imports and food aid cover a significant part of domestic food needs. Commercial imports amounted to 481,000 tons in 1993/94, 612,000 tons in 1994/95, and are projected at 612,000 tons for 1995/96. The recent liberalization of the rice industry has clearly demonstrated the capacity of the private sector to deal with food demand. Because of substantial rice imports in 1996 and following the liberalization of the rice market, prices of rice, as well as of other cereals, have eased in real terms. The projected commercial import of 612,000 tons for 1995/96 is likely to be exceeded. The food balance sheets for this period show uncovered structural deficits in cereals (taking into account consumption requirements, domestic production, stock variation, commercial imports and food aid) of 114,000 tons for 1993/94, 119,000 for 1994/95 and, according to projections, 152,000 for 1995/96.
9. Food aid flows decreased progressively over the last decade, from 120,500 tons in 1985/86 to 25,000 in 1994/95. One important reason for this decline is the improved weather conditions since the last cycle of drought (1983, 1984 and 1985). This resulted in a substantial reduction in the volume of both emergency food aid and programme food aid. Donor fatigue in general, and differences with the Government over the management of the multi-donor food aid programme (known as "Fonds commun de contrepartie de l'aide alimentaire") in particular, have had a negative effect on food aid flows. As donors ceased to replenish the "Fonds commun" in 1992, the level of food aid to Senegal dropped from 59,500 tons in 1992/93 to 32,200 tons in 1993/94 and to 25,000 in 1994/95. This decrease concerned mainly cereals, which constitute the bulk of programme food aid. Project food aid flows, mainly from WFP, remained fairly stable, averaging 15,000 tons a year over recent years.
10. **Vulnerability to shocks.** A Vulnerability Analysis and Mapping (VAM) cell has been established in the WFP Dakar office in order to set up a system of collection, analysis and



mapping of essential data on food insecurity. It is intended to contribute to the improvement of disaster prevention, early warning and mitigation. Its work will be closely coordinated with that of government bodies and aid agencies engaged in analysis and mapping of the vulnerable population. These include the Ecological Monitoring Centre (CSE) which is conducting a similar exercise on behalf of the World Bank's "Agricultural Sector Investment Project" (PISA), FAO's early warning system project which is being reactivated and AGETIP, which has so far conducted vulnerability analysis of the urban population. WFP's VAM cell will also liaise with the various government agencies involved in early warning and information systems concerning food security (see paragraph 52).

11. Senegal's crop production is highly dependent on rainfall, with the exception of the irrigation schemes established on the left bank of the Senegal River. As a Sahelian country, Senegal runs a rather high risk of drought, a major one having occurred every seven years in the past. The recent drought risk analysis carried out within the WFP/VAM cell has clearly shown that the northern half of the country is prone to much inter-annual variability in agricultural production as a result of climatic vagaries. Agriculture represents 20 percent of GDP, and although its contribution has declined during the last decade, it still employs 60 percent of the labour force. Groundnuts are the most important agricultural commodity, providing the largest proportion of cash income to poor rural households.

### The hungry poor

12. Until recently, little information was available to assess the extent of poverty. The 1992 priority household survey, financed by the World Bank, defined poverty as the inability of a household to procure or buy enough food to assure a minimum daily caloric intake of 2,400 kilocalories per adult equivalent. The absolute poverty line was estimated at 40,000 CFA francs per person per year, which at the time of the survey was equivalent to 144 dollars (it is now equivalent to 72 dollars). On this basis, 34 percent of the population of Senegal fall below the poverty line. What distinguishes the poor is not the sector of activity, but the level of capital used in the activity (farming with small tools, petty trade, street vending, etc.). About two thirds of the population defined as poor are women.
13. In the past, the Food Security Commissariat (Commissariat à la Sécurité Alimentaire, CSA) and several NGOs focused on the drier northern regions, because it was assumed that poverty and low incomes were associated with poor climate and low farm productivity. One of the most important findings of the 1992 household survey is that agroclimatology is not a decisive factor of poverty in Senegal. Apart from the Dakar region, the least poor among the 30 regions of Senegal were found to be the traditionally drought-prone regions of Saint-Louis and Diourbel. A key factor in the relatively high household expenditure in the Saint-Louis region is its traditional emigration abroad and the access of a large part of poor households to remittance income. The high degree of monetization, dynamic commerce and the activities of the *Mouride* brotherhood in the arid region of Diourbel also contribute to a relatively higher level of expenditure. Emigration abroad and off-farm income are part of traditional coping strategies in the event of poor harvest and loss of farm income. The rural poor may even resort to desperate survival strategies such as gathering and selling charcoal, cultivating marginal lands (both damaging to the environment), emergency borrowing at high interest rates, prostitution and sending children to beg in the cities.
14. Despite the deteriorating living conditions in urban areas, exacerbated by the currency devaluation measures, poverty is more concentrated in rural areas. While the rural population represents 60 percent of the total, about 80 percent of the population defined as poor live in rural areas. Poverty levels are higher in the southern regions of Kaolack, Fatick, Kolda,



Ziguinchor and Tambacounda, and the north/central region of Louga, with a rural poverty concentration by region varying from 44 to 57 percent of the respective population. Differences in poverty are obviously more pronounced in the districts. Within the poorer regions mentioned above, the rural poverty concentration by district varies from 32 to 75 percent of the respective population. Farmers in the southern regions are most vulnerable to food insecurity during the lean season from June to September, owing to the lack of off-farm income and other survival strategies.

15. Poor households spend 70 percent of their income on food. Rice alone represents 30 percent of expenditure. According to the latest nutrition indicators (1996 UNICEF survey) 23.5 percent of children under five years are underweight. The highest concentration of underweight children (more than 30 percent) is in the districts of Kolda, Sedhiou and Bambey. Kolda, Bambey, Kedougou and Matam depict also a higher concentration of wasting (more than 10 percent of children). About 23.6 percent of children were reported to be suffering from stunting. The districts with a heavy concentration of stunting (more than 30 percent of children) are again Kolda, Kédougou, Sedhiou and Bambey.
16. Among the poor, women deserve special attention. They have less access to the benefits of economic growth because of a low level of education and because of structural discrimination. The sources of independent income for women are very limited. They tend to be employed in less lucrative economic sectors (subsistence farming and petty trade), and have limited access to land, agricultural credit and appropriate and affordable technology. Women who are heads of families are particularly confronted with these problems. About 18 percent of households are headed by women.
17. About 20 percent of the poor population live in urban centres, mostly in the squatter areas of Dakar, in crowded and unhygienic housing. Their problems have been exacerbated by the recent devaluation of the local currency which resulted in increased unemployment and reduced purchasing power. Recent studies commissioned by AGETIP indicate reduced food consumption, a shift to lower-quality foods and increased malnutrition of children (up to 40 percent of children in some poor urban neighbourhoods). As a result of increasing poverty in rural areas and inadequate parental care, there is a growing number of children begging in the streets. The living conditions of these children are extremely precarious. They constitute one of the most vulnerable groups of the population. Another category of poor are the refugees from Mauritania (at least 50,000), the majority of whom live in settlements along the Senegal River. The displaced people from Casamance have also emerged as vulnerable to poverty.
18. The conditions of the poor and food-insecure are likely to worsen because the traditional values of solidarity, which in the past served as essential safety nets, are breaking down, especially in the urban areas, and are not likely to hold up in the long run.

## GOVERNMENT PRIORITIES AND POLICIES ADDRESSING POVERTY AND FOOD INSECURITY

### Overall policies

19. The Government's overall objective is to achieve sustainable development based on three strategic policy instruments - accelerated economic growth; enhancement of human resources (population, health and education); and alleviation of poverty. The Government's policies in the agricultural sector are to sustain agricultural growth, improve food security and



increase rural employment. The Government is now formulating a special poverty alleviation strategy, the aim of which is to reduce poverty through accelerated economic growth, incentives for the creation of employment opportunities, basic education, primary health care, and specific programmes designed to mitigate the harsh living conditions of the destitute population. The relevant strategy document is being revised after consultation with donors within the framework of the Senegal Consultative Group.

20. The Government is aware of the pivotal role played by women in Senegal's development. Increasing girls' school enrolment, improving the access of women to basic health and family planning services, and bettering their status with regard to land tenure and access to credit have emerged as top government priorities. It is also believed that an improvement in the income of women and of households headed by women will translate into an improvement in the nutritional status and welfare of children. With regard to girls' education, particular attention will be given to addressing the problem of high drop-out rates of girls in rural areas, since increasing enrolment alone will not be sufficient.

### **Food security policies at the national, regional and household levels**

21. In accordance with the CILSS three-year plan concerning food security, which includes three main components (availability, accessibility and stability of supply of local commodities), the Government pursues a policy of self-sufficiency in cereals (millet, sorghum and rice). While there is a virtual self-sufficiency in millet and sorghum, domestic rice production covers only about 19 percent of needs. The Government plans to increase the share of rice production by promoting irrigation, especially on the left bank of the Senegal River. Although production costs of irrigated rice are relatively high, the Government intends to encourage rice production at the household level through low-cost irrigation schemes adapted to the local agro-ecological conditions, in order to withstand competition from imported rice. However, it also intends to protect local rice producers by means of rice import tariffs within the framework of the new policy of economic liberalization.
22. The Government is aware that irrespective of the level of food production, access to food will be determined by the purchasing power of households. The Government's long-term food security policy is to satisfy the food needs of the population by increasing domestic production and imports on the one hand, and improving the purchasing power of the population through sustained economic growth on the other. The Government will pursue the liberalization of the economy and the promotion of the private sector, the potential of which has been less than fully utilized. Direct government interventions will be aimed at improving food security in rural areas and for the population groups considered at risk. Despite their major role in food production, rural women have limited access to agricultural credit because of their structural disadvantage to meet the strict conditions imposed by the Agricultural Credit Bank (CNCAS). A number of donor and NGO-supported projects have developed initiatives to provide informal credit to rural women.
23. CSA, of the Office of the Prime Minister, has an overall mandate of promoting food security. CSA monitors the food security situation, and the areas and population identified as food-insecure. It keeps track of food stocks, prices, grazing and pasture conditions, as well as of health and nutrition indicators. CSA has a storage capacity of 84,000 tons, and a fleet of 23 trucks. It also has a team of relatively qualified managers and well-trained storekeepers. Despite the availability of this unique infrastructure, CSA was unable to play any significant role in the stabilization of local cereal prices, which continue to be subjected to huge seasonal fluctuations. The quantities of cereals marketed by CSA in recent years were too small to have any impact on the markets. Senegal does not have an emergency food reserve. Several



village cereal banks were established with the aim of improving food security at the household level. Cereal banks constitute one of the existing formal interventions in favour of the poor.

### Food aid policies

24. The Government's food aid policies were largely formulated in the context of the joint Government/multi-donor food aid and counterpart fund programme (FCCAA) and within the relevant government bodies (Ministry of Agriculture and the CSA). The joint Government/Donor Commission of FCCAA, chaired by the Minister of Agriculture and consisting of various cabinet ministers and the local representatives of major food aid donors, provided a forum for coordinating food aid - primarily programme food aid and its generated funds used to support activities falling within the Government's cereal policies and strategy.
25. However, past donor frustration with regard to the Government's slow progress in undertaking structural reforms in the agricultural sector, together with differences over the management of FCCAA and the allocation of its funds, led to an erosion of donor support, which resulted in a substantial reduction in the volume of programme food aid. The bulk of operational activities of FCCAA has come to an end, with the exception of the use of outstanding funds. Nevertheless, the joint Government/Donor Commission has been maintained as a forum for consultation and coordination of cereal policies and food aid.
26. The Government aims at resuming programme food aid, as Senegal continues to be confronted with structural food deficits and as one of the past constraints to programme food aid has now been removed with the implementation of the Agricultural Sector Investment Project (PISA). The Government's policy towards project food aid, which is based on food for work, school canteens and feeding of vulnerable groups in specifically targeted rural and urban areas, remains unchanged. The Government has stressed the need to make more use of this type of food aid in support of its post-devaluation poverty alleviation programmes.

## ASSESSMENT OF WFP'S PERFORMANCE TO DATE

27. WFP assistance to Senegal started in 1964 under a self-help rural development project. The total value of assistance provided by WFP between 1964 and 1995 amounted to 119 million dollars. The current programme consists of three operational development projects, one protracted refugee and displaced person project (PRO) and one approved development project, at a total commitment of 29.8 million dollars. In addition, there is one development project (Senegal 3056), concluded at the end of February 1996, with an outstanding balance of generated funds still to be used. Two of the ongoing development projects have undergone or are undergoing an extensive review, as outlined below. The remaining two projects are relatively new and both targeted to the urban poor. The PRO is being phased out with the utilization of in-country food stocks.
28. **School canteens programme (Senegal 2344 (Exp.3)).** This project, which aims at increasing school enrolment, consists of two main components—a CARITAS-implemented canteens component which supports primary boarding-schools, students' hostels and rural training centres; and a pilot canteens component executed by the Ministry of Education, which supports primary, technical and middle-level schools in the public education system and includes only day-students. The project is targeted mainly to rural areas, covers all the 10 regions of the country and has widely dispersed sites. The main criterion for the selection of the beneficiaries was the distance of at least three kilometres a student had to walk to reach



the school. However, the teachers and school personnel included students known to be from poor households, even if they live relatively close to the school. The boarders of CARITAS canteens, who come mostly from distant rural areas, are by definition considered as beneficiaries. The inclusion of assistance to the *talibés* (students in traditional Koranic schools) in cooperation with UNICEF will further enhance the poverty orientation of the project. It also provides support to the Joint Consultation Group on Policy (JCGP) maternal mortality programme in the Tambacounda region.

29. Targeting is currently under review in order to sharpen the project's focus on poverty in geographical terms, as well as to analyse selection criteria. Gender issues are also on the agenda of this review. A rapid rural appraisal by a local consultancy firm is under way to set up new selection criteria, based on the incidence of poverty, food insecurity, and the need to enhance the education of girls.
30. **Community forestry and environmental protection (Senegal 4386).** The project's aim was to promote community-based environmental protection, including forestry and related activities. The formulation of the project, however, did not entirely reflect the recommendations of the evaluation mission of the previous project in support of the forestry sector (Senegal 2236), and is not in line with the current government's and WFP's policies for the environment in general and the forestry sector in particular. Despite its title, the project allocated 97 percent of workdays to food-for-work activities of the forestry public sector (*régie*). The project sites were widely scattered over the 10 regions, 30 districts and 91 sub-districts of the country. The project also experienced a rather heavy and hierarchical institutional mechanism for executing the activities, encompassing the Forestry Department at the national level, and the Regional Forestry Inspectorates and the Forestry Brigades at the district level. This reduced the impact that the project would have had if its activities had been focused on selected priority areas. It also had a negative effect on project coordination, monitoring and accountability.
31. As anticipated in the progress report (CFA 40:15/4/OMW/Add.4), the project has undergone an extensive review, culminating in an amendment to the plan of operations. Accordingly, 75 percent of the project's food and non-food resources has been allocated directly to the rural communities, the remaining 25 percent being reserved to support the forestry public sector. Project activities have been retargeted to 11 districts (instead of 30), based on rural poverty concentration and environmental protection needs. The management of the project is expected to be strengthened through direct supervision by the village communities, without the need to go through the hierarchical structures of the Forestry Department. A number of NGOs, such as the Catholic Relief Services (CRS), are participating in the rural forestry component.
32. **Public works and sanitation project (Senegal 3867 (Exp.4)) and Community nutrition project (Senegal 5655).** Both projects appear to have been well conceived and well targeted to address the problems of poverty in urban areas. They are fully integrated into the Government's poverty alleviation programme. Both are implemented by AGETIP, a semi-private organization (supported by the World Bank) with a reputation for efficiency and accountability. Both projects have a strong participatory approach, involving the communities concerned in the planning and execution of activities.
33. WFP assistance to the community nutrition project (CNP) is part and parcel of a larger government programme which includes various components - nutrition, including food supply and nutrition education; water-supply/sanitation; social mobilization (information, education and communication); and training, monitoring and evaluation. The nutrition component is financed by the World Bank, WFP and the Government of Senegal. The water



component is financed by the German Cooperation, Kreditanstalt für Wiederaufbau (KfW); and the social mobilization and training components are financed by the World Bank. The CNP is in its pilot phase and is expected to be fully operational in the second half of 1996. The most innovative feature of the project is the implementing partner AGETIP, which is an autonomous institution managed as a private enterprise and which has all the resources to carry out its mandate. The other innovative aspect of the project is that WFP will monetize a large proportion of its cereal commitment in order to finance the local purchase of millet, beans and groundnuts and their processing into a nutritious blended food with the addition of sugar and vitamins. The project's approach in encouraging local food production and processing is much appreciated by high-level government officials and the World Bank. The project is overseen at the policy level by a presidential commission. The World Bank and WFP are planning to jointly formulate a food security component of this project in late 1996 or early 1997 to be targeted to rural areas.

34. The public works/sanitation project is targeted to urban poor neighbourhoods and provides temporary employment to unemployed youth organized into youth associations, and women's associations to perform labour-intensive activities. Based on the outcome of a rapid appraisal conducted in 1995 by a local consultant, project activities have been retargeted, taking into account the individual capacity of each of the 10 municipalities involved in the project. This phase of the project includes activities designed to address urban environmental concerns such as the collection and recycling of garbage, and clearing of sewage canals and gutters. An extension of project activities to include collection and recycling of urban plastic waste is being considered.
35. **PRO (Senegal 4271(Exp.3)).** As a result of the 1989 border conflict with Mauritania, some 50,000 Mauritanian refugees (including about 10,000 children born in Senegal) are still in northern Senegal, awaiting permanent settlement. While the majority of them wish to return to their country of origin, the repatriation plans spearheaded by UNHCR have not yet materialized because of differences over their refugee status and the modalities of their return. The absorptive capacity of a number of agricultural settlement programmes for the refugees, supported by UNHCR, the European Union and Germany, is rather limited. Efforts are under way to find a solution that would be acceptable to the parties concerned. Meanwhile, WFP assistance is being phased out. Although the official termination date of this PRO was December 1995, assistance will be continued until existing in-country food stocks are utilized. A socio-economic survey has been conducted by an international consultant. The preliminary conclusions of this survey are discussed in paragraph 53.

### Achievements and sustainability

36. The rate of disbursement of the WFP commitment to the ongoing programme, including to the PRO, has been generally high, ranging from 84 to 97 percent of commitment. During the last two years, the monetized funds have been used at a relatively slower rate, averaging 64 percent of planned disbursements. Despite the Government's dwindling budgetary allocations, the individual projects have largely attained their objectives in terms of physical achievements and in reaching the targeted beneficiaries.
37. A participatory approach would be the most appropriate strategy to improve the projects' long-term sustainability. The concept and design of the more recent projects (community nutrition and sanitation) were based on a participatory approach. Further measures to improve the sustainability of the community nutrition project are envisaged. Currently, the blended food is processed by a few middle-sized factories. It is planned to contract a larger number of smaller processing units whose inventory is being compiled. A more sustainable



long-term option will also be explored which would involve the nutrition centres themselves and the mothers in the processing of the food by using simple equipment and appropriate technology. In this regard, the experience of the “postes de santé catholiques” (Catholic health posts, run by Catholic sisters), which produce their own weaning and other blended foods, will be drawn upon.

38. The forestry project has been reformulated on a participatory basis and will directly support rural communities and individual villagers in building and protecting their assets (village nurseries, woodlots, agroforestry, fire protection, desalinization, etc.) with a clear sense of their ownership. The participation of NGOs (e.g., CRS) will strengthen this participatory approach.
39. In most schools assisted by the canteen project, the parents and relatives of children take part in the school canteen activities with some, albeit limited, contributions in cash, food, kitchen utensils or voluntary labour. The extent of these contributions varies from one school to another according to the local circumstances. The children are also engaged to a varying degree in agricultural activities, particularly where the soil and water conditions are favourable. It would seem unrealistic, however, to expect that the schools will be self-supporting in food. The terms of reference of the ongoing rapid appraisal include an assessment of these self-help activities with a view to enhancing them.

### **Strengths and weaknesses in implementation**

40. The dwindling budgetary resources of the public sector, and its inability to meet counterpart obligations in terms of providing adequate personnel, labour and materials to the programme, is perhaps the most visible weakness of the Country Programme. This is the case for three out of the five ongoing projects (forestry, school canteens and sanitation projects). It is also reflected in the weak monitoring and reporting of two of these projects. The approach of the country office has been to retarget the project activities on a more realistic basis, in line with the absorptive capacity of central and local governments and beneficiaries. Certain weaknesses in the original design of some projects are also being overcome by means of project reviews.
41. Strong points in the current WFP-supported activities include in-built monetization in two ongoing projects (forestry and school canteens) to meet logistic and non-food items costs, as well as co-financing arrangements with other agencies (community nutrition project). AGETIP's delegated management approach in project execution, together with its ability to tap local entrepreneurial capacity and promote community participation, is one of the strong points of the programme. Finally, CSA's logistics infrastructure and its proven capacity to handle countrywide food aid operations constitute an asset to the programme.

### **Cost-efficiency**

42. Despite the devaluation of the local currency in 1994, which made all imported items more expensive, the WFP imported food commodities maintain a comparative advantage, with the exception of beans and salt. The alpha values of food aid (the ratio of the value of food to the beneficiaries over the WFP cost of food delivered to them) have been calculated at 1.3 for millet/sorghum, 1.2 for rice, 1.1 for vegetable oil, 1.9 for canned fish, 1.4 for canned meat, 1.7 for sugar, 1.5 for dried whole milk, 0.6 for beans and 0.4 for salt. Local commodities are purchased after harvest when the price is lowest, and distributed over the year. Thus, the average market price for these commodities is higher than the WFP purchasing price. It would be advantageous for WFP to purchase beans and salt locally instead of importing them. It may also be convenient for WFP to purchase vegetable oil,



rice and millet/sorghum locally. The alpha value of monetized food (wheat for Senegal) is 1.0 which is based, however, on the worst scenario that the imported wheat may not be equivalent to the type of wheat used in Senegal for bread-making. The appropriate type of wheat that would maximize fund generation (an alpha value of 1.3) is the American wheat DNS grade 2, or the Canadian wheat CWRS grade 2, or any European wheat appropriate for making French bread.

### **Monitoring and evaluation (M&E)**

43. There is scope for improvement in monitoring, reporting and evaluation systems of the school canteen and forestry projects. As regards the canteen project, in the absence of a systematic collection of information, it is difficult to assess its impact on school enrolment, attendance and drop-outs, particularly for girls, even though field observations concur with the authorities' claim that the project is having the desired impact. The schools compile and transmit such information, but this is hardly collated or analysed at the national level. The forestry project experienced similar information gaps and had more cumbersome procedures of communication at various levels of project management. No budgetary provisions for M&E were made in either project. Both M&E systems are being reviewed by local consultants with a view to designing and testing more appropriate and simplified procedures to be built upon the existing information system. Adequate resources have been allocated for this purpose from the generated funds of the respective projects.
44. AGETIP has established effective monitoring, reporting and evaluation systems for the urban sanitation and community nutrition projects. The monitoring and evaluation indicators for the CNP have been designed and agreed upon through a World Bank mission to Senegal in 1995. As for the PRO, the monitoring and reporting requirements were fully met and FASREPs were sent to WFP headquarters on a regular basis. The WFP field staff conduct quarterly physical stock inventories of WFP commodities at the warehouses of CSA and of individual projects. A review meeting is arranged with the project managers after each quarterly stock inventory.

## **FUTURE ORIENTATION OF WFP ASSISTANCE**

45. WFP activities are being reviewed, as indicated in the previous section. This review has not been completed; it will continue during 1997. The results of such a review and the Executive Board's guidance following its consideration of the present CSO will constitute the basis of the Country Programme for the period up to 2001.

### **Target groups, geographical targeting and key areas for assistance**

46. WFP assistance will be targeted to rural and urban areas as an integral part of the Government's poverty alleviation programme. In rural areas, WFP assistance will focus on community-based management of natural resources and environmental protection, school canteens and food security at the household level. The target groups of the management of natural resources project will be villagers selected in areas with a high concentration of poverty in 11 out of the 30 districts of the country. Women currently constitute 30 percent of the project's participants. Priority will be given to participants selected from households headed by women and women's groups. It is expected that the participation rate of women will increase. CRS, World Vision and other NGOs will be approached to be closely associated with this project.



47. The school canteen activity will be targeted to primary schoolchildren from poor and food-insecure households, with priority given to girls. The actual gap between boys' and girls' attendance increases at the end of elementary school. Thus, in accordance with the "Operational Guidelines for WFP Assistance to Education", the project may target girls' secondary schools as well. It will also be targeted to street children, in collaboration with UNICEF. WFP assistance to CARITAS-implemented canteens will be targeted exclusively to girls in primary boarding-schools, students' hostels and rural training centres. A rural appraisal is under way to determine criteria for geographical targeting, with a view to moving away from the current widely dispersed sites to more focused project areas.
48. The household food security project will be developed in collaboration with the World Bank and AGETIP. It will be targeted to the poor and food-insecure population in rural areas, with a focus on women and children. This project will include the following components:
- a) community nutrition;
  - b) food for work to create community-based small-scale rural facilities;
  - c) cereal banks; and
  - d) emergency food reserves.
49. On the basis of AGETIP's delegated management, NGOs, rural entities and women's groups will be involved in the planning and execution of activities. A joint World Bank/WFP/AGETIP project formulation is envisaged for early 1997. Meanwhile, AGETIP is planning to conduct rural appraisals for project identification purposes. A pilot experience may also be undertaken. The project may be associated with FAO's special food security programme for Senegal, which is now taking place on a pilot basis.
50. In urban areas, WFP assistance focuses on urban waste management and community nutrition programmes. The target groups of the waste management project are unemployed dwellers from poor urban neighbourhoods, organized into youth associations and women's associations. The project will help address urban environmental concerns (collection and recycling of urban solid waste, and clearing of sewage canals and gutters), while providing temporary employment. The community nutrition project targets malnourished children, and expectant and nursing mothers from poor urban neighbourhoods. It is part of the Government's poverty alleviation programme co-financed by the World Bank and KfW. WFP food aid under this project is almost entirely monetized. Sales proceeds are used to purchase locally produced and processed food for distribution to beneficiaries, mainly in urban areas.
51. **Beneficiaries and gender issues.** In Senegal, poverty is largely a rural phenomenon, with about 80 percent of the poor living in rural areas. Most of WFP assistance over the next five years will, therefore, be targeted to beneficiaries in the rural areas. With respect to gender issues, the number of female participants in the community-based natural resource project is expected to increase (see paragraph 46). The new rural food security project, for which project identification has started, will be designed to make a real difference for women and children, while the school canteen project aims at raising the participation rates of girls from the present low level of 36 percent. Precise targets will depend on the outcome of the study referred to in paragraph 29, and will be specified in the Country Programme. All in all, it is expected that in the next programming cycle, some 75 percent of the direct beneficiaries of WFP assistance will consist of women and children.



52. The Government aims at improving its disaster preparedness and management. In this regard, there is scope for coordinating and harmonizing the multiple early warning and information systems that exist in the country.<sup>1</sup> This is being addressed by the Government with the support of the European Union. WFP's VAM cell plays a catalytic role in these efforts. The FCCAA allocated 1.1 million dollars to CSA in 1995 to establish a reserve stock of 5,000 tons of millet/sorghum. It is also planned to increase this food reserve to the level of 8,000 to 10,000 tons as and when some old FCCAA loans to the Government will be recovered from the Treasury, starting in 1997. As WFP's contribution to the disaster preparedness and response capacity, it is suggested that a 15 to 20 percent provision for emergency aid be included in the proposed rural household food security project. This would be used in response to an emergency such as a natural calamity, a displacement of population or an influx of refugees.
53. Given the uncertainties that still surround the future of the Mauritanian refugees, no definite plans have been made for their local integration or for a return to their country of origin. An international consultant who recently conducted a socio-economic study of the PRO made proposals for improving the living conditions of the refugees during a transitional period, pending a permanent solution to their problem. Three of these proposals are under consideration: a) food for work for the rehabilitation and expansion of irrigation schemes developed in Dagana and Matam with UNHCR assistance; b) establishing 15 vegetable gardens by refugee women; and c) setting up a revolving fund to provide credit to refugee women to undertake income-generating activities (farming, rearing of small animals, small trade, etc.). Proposals b) and c) above would involve monetization of food aid.

### Scope for joint programming with other agencies

54. WFP's assistance will be programmed over the next five years (1997–2001), which coincides with the programme cycles of UNDP, UNICEF and the United Nations Fund for Population Activities (UNFPA), and with the Government's ninth five-year plan (1997-2001) which is being implemented. The Country Strategy Note (CSN) of the United Nations system is under preparation and will reflect the same cycle.
55. The WFP Country Programme would be linked with several multilateral and bilateral donors, and NGOs, in either collaborative or co-financing arrangements. The World Bank is a major contributor to the community nutrition project, as well as to the proposed rural household food security project. UNHCR is a major partner in the PRO. UNICEF spearheads the street children component of the school canteen project and collaborates in the community nutrition project. UNDP collaborates in natural resources management supported by project Senegal 4386. UNFPA leads the JCGP maternal mortality programme in Tambacounda region supported by project No. 2344 (Exp.3). The European Union and FAO collaborate with WFP in early warning systems and food security issues. The European Union also co-finances the urban sanitation project and the PRO. KfW is associated with the community nutrition project.
56. CARITAS is an important WFP partner in the school canteen project. CRS is participating in the rural forestry activities of project No. 4386. World Vision is likely to participate in the wells construction activities of the same project. ENDA-Tiers Monde collaborates in the

<sup>1</sup> SIM (Systemes d'information sur les marchés de céréales) of CSA; ZAR (Suivi des zones à risque alimentaire) of CSA; DISA (Division des Statistiques Agricoles); AGRHYMET (données agrométéorologiques); DIAPER III (support to SIM and DISA); and Cellule Agro-Sylvo Pastoral, CASPAR (information on food security).



community nutrition project. The “Office Africain pour le Développement et la Coopération” (OFADEC) participates in the PRO.

### Modalities of WFP assistance

57. The Government of Senegal appreciates WFP’s strategy of purchasing locally produced foods (millet, beans and salt) for WFP-supported projects in Senegal, as well as for export to other countries in the region (Mauritania, Guinea Bissau, Sao Tomé, Cape Verde, Benin and Ghana). The trend of local purchases will be reinforced with the implementation of the community nutrition project whose food basket will be almost entirely procured locally. WFP will continue to make use of local purchases whenever it feels there is a comparative advantage to do so. WFP also intends to continue its wheat monetization policy as a tool for covering internal transport and handling costs, and financing essential non-food items, particularly when these are indispensable for the start-up phase of the WFP-assisted activity.

### Programme approach

58. The need to have a WFP Country Programme, harmonized with the programme cycles of JCGP partners and the Government’s development plan, has already been stressed. This CSO delineates the contours of such a programme for the next five years. The “Common fund” project (No. 3056) was terminated in February 1996. The PRO (No. 4271 (Exp.3)) terminated officially at the end of December 1995. The urban sanitation project (No. 3867 (Exp.1)) is relatively new and commenced in 1995 while the community nutrition project (No. 5655) will start in 1997. The pipeline rural household food security project is yet to be formulated and may commence in 1997. The remaining two ongoing projects (No. 4386 - forestry and No. 2344 (Exp.3) - school canteens) both expired at the end of 1996. As a follow-up to these projects, it is intended to design two new projects with redefined objectives, retargeted areas, retargeted beneficiaries and based on a participatory approach. The core programme for 1997–2001 would consist of six components (or projects) as follows:

- a) Community-based management of natural resources;
  - b) School canteens;
  - c) Urban waste management;
  - d) Community nutrition;
  - e) Rural household food security (including an in-built emergency provision); and
  - f) Refugees.
59. The total resource requirement for the proposed programme is estimated at 35 million dollars. The details are given in the Annex.
60. The country office plans to improve the management of locally generated funds under projects 4386 and 2344, with a view to consolidating the three bank accounts (two for project 4386 and one for project 2344 (Exp.3) into one account. The funds will thus be used in a programme fashion to finance land transport, storage and handling (LTSH) and essential non-food items for projects 4386, 2344 (Exp.3) and 3867 (Exp.1). The country office will prepare annual plans of expenditure, based on priority needs of these three projects, starting in 1996. The remaining project, Senegal 5655 - Community nutrition, receives adequate non-food inputs as it is co-financed by the World Bank.



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## KEY ISSUES AND RISKS

61. **Budgetary constraints.** Implementation problems may arise as a result of the Government's dwindling budgetary allocations and the unavailability of counterpart funds. This risk may be minimized in the short term through co-financing arrangements with other agencies and the availability of monetized funds to cover LTSH and essential non-food items. The country is experiencing important budgetary constraints and consequently WFP will continue to subsidize LTSH costs for at least 50 percent of the total. These costs will be supported through monetization in most cases. In the long run, it is hoped that the improved economic growth rate achieved since 1995 will be sustained, enabling the Government to increase its budget.
62. **Droughts.** A return of a cycle of drought or the occurrence of a major calamity may destabilize the overall Country Programme, resulting in increased vulnerability and an emphasis on emergency interventions. It remains to be seen whether CSA will be able to maintain the food stock reserve now being set up. Consequently, WFP may need to build an emergency provision into its future Country Programme.
63. **Refugees.** While WFP is phasing out its PRO, the Mauritanian refugees are still in Senegal. If a permanent solution is not found during 1997 to facilitate their return to Mauritania, or to settle them in northern Senegal, the pressure for further humanitarian aid may continue.



**ANNEX**





**PROPOSED COUNTRY PROGRAMME, 1997–2001**

<b>Programme component</b>	<b>Targeted beneficiaries</b>	<b>Targeted areas</b>	<b>Executing entities</b>	<b>Estimated resource requirement (million dollars)</b>
Community-based management of natural resources	Villagers, including women heads of households and women's groups	Districts and villages	Forestry Department CRS World Vision Village communities	6.5
School canteens	Schoolchildren from poor rural households Girls attending schools Talibés	Districts and school canteens	Direction des bourses CARITAS School canteen committees	11.3
Urban waste management	Unemployed urban poor Youth associations Women's associations	Selected poor neighbourhoods in 10 cities	AGETIP Youth associations Women's associations	4.1
Community nutrition	Malnourished children, expectant and nursing mothers from selected poor urban neighbourhoods	Selected poor urban neighbourhoods	Presidential commission AGETIP Several NGOs Centre committees	5.5
Rural household food security (including an in-built emergency provision)	Poor and food-insecure households in selected rural areas Victims of natural and man-made calamities	Selected poor, food-insecure rural areas	Presidential commission AGETIP NGOs Rural entities Women's groups	6.6
Refugees	Mauritanian refugees, mainly women	Matam, Bakel, Podor	OFADEC	1.0
<b>Total</b>				<b>35.0</b>

**PROPOSED COUNTRY PROGRAMME, 1997–2001**

<b>Programme component</b>	<b>Estimated resources (<i>million dollars</i>)</b>	<b>Estimated resources (<i>tons</i>)</b>	<b>No. of beneficiaries (<i>urban</i>)</b>	<b>No. of beneficiaries (<i>rural</i>)</b>	<b>No of beneficiaries (<i>total</i>)</b>
Community-based management of natural resources	6.5	17 000	0	50 500	50 500
School canteens	11.3	19 460	0	95 000	95 000
Urban waste management	4.1	9 400	38 000	0	38 000
Community nutrition	5.5	8 000	55 000	0	55 000
Rural household food security (including an in-built emergency provision)	6.6	9 600	0	66 000	66 000
Refugees	1.0	4 021	0	50 000	50 000
<b>Total</b>	<b>35.0</b>	<b>67 487</b>	<b>93 000</b>	<b>261 500</b>	<b>354 500</b>

1 This represents the balance of the commitment in stock as at mid-1996. This quantity has since been monetized and the sales proceeds will be utilized in 1997 in favour of refugees.