

PROTRACTED RELIEF AND RECOVERY OPERATION

SENEGAL 200138

Assistance to conflict-affected people and other communities affected by production deficit in Casamance Naturelle	
Number of beneficiaries	503,000
Duration of project	February 2012 - December 2013
WFP food tonnage	22,316 mt
Cost (United States dollars)	
WFP food cost	US\$15,716,774
WFP cash/voucher cost	US\$3,780,000
Total cost to WFP	US\$38,712,259



EXECUTIVE SUMMARY

Casamance Naturelle, in southern Senegal, has been affected by a protracted conflict since 1982, which has caused population displacement and disruption of livelihoods. Despite Casamance being the most fertile area in Senegal, sporadic acts of violence and landmines continue to disrupt agricultural activity and trade. As a result, Casamance has the highest prevalence of food insecurity in the country, with over 50 percent of the population being food-insecure, a high prevalence of stunting, and the highest prevalence of micronutrient deficiencies among children and women.

Irregular rainfall in 2011 in the Sahel region have resulted in a serious cereal production deficit in Casamance and other parts of Senegal. A crop assessment mission and a follow-up rapid assessment by the Food and Agriculture Organization of the United Nations, the *Comité inter-États de lutte contre la sécheresse au Sahel*, WFP and the Government indicate a decline in food production - of up to 80 percent in some parts of the country - compared to the previous year. This decline is expected to reduce access to food and average prices of local cereals are up to 27 percent higher compared to the previous year.

This WFP operation has a relief component to provide short-term assistance to vulnerable communities affected by the production deficit in Casamance:

- Targeted food distributions during the lean season.
- Targeted supplementary feeding aiming to stabilize global acute malnutrition among children 6-59 months and pregnant and lactating women.

Under the recovery component, WFP will support the conflict-affected areas of Casamance through:

- Resettlement packages for repatriating refugees and displaced populations to meet minimum nutritional requirements.
- Blanket supplementary feeding to reduce the high prevalence of stunting.
- School feeding to improve attendance and retention in pre-schools and primary schools.
- Food-for-recovery activities to enhance communities' resilience to shocks and promote reintegration of displaced populations.
- Voucher transfers to improve food access among vulnerable urban communities.

This protracted relief and recovery operation (PRRO) takes account of a series of assessments in areas affected by the production deficit and evaluation recommendations for the previous PRRO. The operation is aligned with WFP Strategic Objective 1 - Save lives and protect livelihoods in emergencies, Strategic Objective 3 - Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations, and Strategic Objective 5 - Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase. It will contribute towards Millennium Development Goals 1-5 and 7.



SITUATION ANALYSIS AND SCENARIO

The Overall Context

1. Senegal is a least developed country with a population of 13.7 million. It is ranked 155th out of 187 countries in the 2011 human development index.¹ Senegal's economy is dominated by few sectors, specifically groundnuts, fisheries and services. Despite strategic investments in the agricultural sector, the country still imports 46 percent of its food requirements and remains the highest importer of rice in sub-Saharan Africa.² Higher food import dependency has made the population increasingly susceptible to food price spikes on international markets.

¹ United Nations Development Programme (UNDP), Human Development Report 2011.

² Directorate of Agricultural statistics, Ministry of Agricultural, cereal balance sheet 2010/2011.



2. Senegal has experienced successive domestic and external shocks: i) the global food and fuel crisis caused sharp and persistent increases in food prices; ii) the global financial and economic crisis diminished employment opportunities and remittances from abroad; and iii) incidents in Casamance and electricity shortages disrupt livelihoods and cause social tensions. As a result, the national economy is only just recovering from its steep decline that started in 2007/2008.
3. Casamance Naturelle (Casamance) is the southernmost area of Senegal. It has a total population of 1.7 million³ and comprises three administrative regions (Kolda, Sédhiou and Ziguinchor). The conflict in Casamance started in 1982. While the intensity of the conflict has subsided, sporadic acts of violence and banditry persist: these impede livelihoods, employment opportunities, trade and transport corridors. Despite this area being the most fertile in Senegal, the presence of landmines has severely curtailed agricultural activities and forced people to abandon their homes and crops. The conflict has prompted 17,000 people to seek refuge in Gambia and Guinea Bissau, while 8,000 persons remain internally displaced with family members and host communities.⁴ Many are keen to return but this is largely dependent on the peace and de-mining processes.⁵
4. As a result of the protracted conflict, poverty levels in Casamance stand at 63 percent⁶ in rural areas – significantly above the national average (51 percent).⁷ Disproportionately high poverty in rural areas and limited access to basic services have fuelled migration to urban centres.
5. There has been remarkable progress in Senegal on access to education, with a gross enrolment rate of 94 percent (2010) and a gender parity level of 1.02 (2009). Despite this, the national retention rate of 59 percent in 2010 remains well below the target of 90 percent for 2015. Challenges to improve the retention rate are: limited infrastructure, including low coverage of school feeding in peri-urban and rural environments; children leaving schools for chores at home; and, in Casamance, insecurity.

The Food Security and Nutrition Situation

6. The conflict in Casamance, coupled with other shocks, has led to the deterioration of food security for 46 percent⁸ of rural households. Casamance now has the highest prevalence of food insecurity in Senegal, with very high seasonal peaks from June to September. In 2011, the national early warning system (*Système d'Alerte Précoce – SAP*)⁹ reported serious levels of food insecurity reaching 76 percent in Sédhiou, 57 percent in Ziguinchor

³ Planning and Statistics Directorate, Senegal, 2010.

⁴ Estimates of 10,000 – 14,000 are stated by the Internal Displacement Monitoring Centre, though largely unconfirmed.

⁵ UNHCR, Casamance refugees in The Gambia: self-settlement and the challenges of integration, September 2011.

⁶ WFP, CFSVA Senegal 2010.

⁷ Prospère Backiny et al. 2010, Evaluation sur base d'enquêtes des progrès accomplis dans la stratégie pour la croissance et la réduction de la pauvreté au Sénégal.

⁸ CFSVA 2010. For these food-insecure households, 21 percent of agriculture is cash crop devoted and 25 percent is subsistence agriculture and within these groups 28 percent and 26 percent respectively are in a state of food insecurity.

⁹ Early Warning and Food Security Monitoring System (*Système d'Alerte Précoce -SAP*), August 2011.



and 48 percent in Kolda region, a steep increase since 2010.¹⁰ These levels represent up to one million food-insecure people during the lean season. Also, Ziguinchor has the highest prevalence (34 percent) of food insecurity in Senegal's urban areas.¹¹

7. Senegal is among several countries in the Sahel affected by irregular rainfall in 2011, far below the five-year average. Results from a crop assessment mission in October 2011¹² and a rapid assessment of the zones at risk, by the Government, the Food and Agriculture Organization of the United Nations (FAO) and WFP in November 2011,¹³ confirm a localised but significant decline in the production of coarse grains (millet, maize) and peanuts ranging from 25 to 80 percent compared to the previous year. Consequently, the lean season was expected to start as early as March 2012, as compared to June, in many parts of the country, including Casamance. The zones-at-risk assessment estimated that 172,000 persons will be affected by heightened food insecurity in Casamance. More in-depth assessments will ascertain the number of affected populations throughout Senegal.
8. As a result of the production deficit, local cereal prices in December 2011 had risen by 27 percent compared with the previous year.¹⁴ Urban households in particular are net food buyers¹⁵ and rely on markets for their grain purchases. With the limited harvest, rural households have also become more dependent on markets. The combination of the production deficit and high cereal prices is having a severe impact on food accessibility.
9. In the recent past, when facing an increase of food prices, households have reduced the number of their meals and consumed less expensive and nutritious food.¹⁶ These adverse coping mechanisms are most frequently used during the lean season (June-September), when household food stocks are lowest and market prices highest. It is expected that these strategies will be adopted even earlier this year risking a deterioration of the nutrition status.
10. Casamance has high stunting among children 6-59 months, with prevalence exceeding 30 percent in Kolda and Sédhiou regions (see Table 1). Global acute malnutrition (wasting) approaches 10 percent in the same regions.¹⁷ Limited household food stocks and increased food prices in these regions have the potential to further limit access to nutritious diets for children and exacerbate wasting. Casamance has the highest anaemia prevalence among children 6-59 months in Senegal. Anaemia among women is also high.¹⁸

¹⁰ In 2010, the food insecurity prevalence was of 46 percent in Ziguinchor, 26 percent in Kolda and 18 percent in Sédhiou (CFSVA 2010).

¹¹ CFSVA 2010.

¹² CILSS/FAO/WFP crop assessment mission, October 2011.

¹³ CNSA/SAP/FAO/WFP, Zone at Risk assessment mission; November 2011.

¹⁴ CSA and WFP, Bulletin sur l'évolution des prix au Sénégal No.2, December 2011.

¹⁵ Net buyers: households that buy more than they produce or sell.

¹⁶ 28 percent of households in Ziguinchor had reduced their food consumption from three meals per day to two or less in response to the high food prices crisis in 2008 (source: *Impact de la hausse des prix sur la sécurité alimentaire des populations en milieu urbain*, WFP, UNICEF, FAO, Agence nationale de la statistique et de la démographie, 2008)

¹⁷ CFSVA. 2010.

¹⁸ DHS (EDSV-MICS *Enquête Démographique et de Santé à Indicateurs Multiples au Sénégal*) 2010-2011 – Preliminary results. Data collection took place October 2010 - April 2011.



**TABLE 1: PREVALENCE OF MALNUTRITION IN CASAMANCE
COMPARED WITH NATIONAL AVERAGES (%)**

Indicator	Ziguinchor	Sédhiou	Kolda	National average
Chronic malnutrition ¹⁹ - Children 6-59 months (height-for-age Z-score < -2 SDs) - ranges are for different departments of the same region.*	14.3 – 21.3	28.2 - 30.3	30.3 - 33.2	20.2
Global acute malnutrition ²⁰ - Children 6-59 months (weight-for-height Z score < -2 SDs) - ranges are for different departments of the same region.*	3.7 – 6.2	8.5 - 9.9	9.4 – 11.0	9.8
Anaemia- Children 6-59 months (Haemoglobin < 11 g/dL)**	76.9	80.3	83.2	76.4
Anaemia - Pregnant and lactating women (Haemoglobin < 12 g/dL)**	42.5	51.9	55.8	54.3

* CFSVA 2010

** 2011 DHS-MICS survey

11. The complexity of the causes of malnutrition makes them challenging to address. Food availability is a major determinant of diet quality, particularly in rural areas where infants have limited access to animal protein, vitamins and minerals.²¹ Misconceptions about food nutrition, social norms and cultural beliefs also result in inadequate breastfeeding, early weaning and inappropriate child feeding practices.²² Complementary foods are often introduced too early or too late by caregivers and include, in some cases, the wrong types of food. Stunting, anaemia and child diseases constitute a vicious circle of infant malnutrition.

¹⁹ WHO considers stunting prevalence between 30-39 percent are “high”, and above 40 percent are “very high”.

²⁰ WHO considers wasting prevalence above 10 percent “serious” and above 15 percent “critical”.

²¹ WFP, CFSVA 2010.

²² WFP, CFSVA 2010.

Scenario

12. The most likely scenario is the continuation of a low-level conflict in Casamance which may become more tense as a consequence of presidential and legislative elections in 2012. Acts of violence and clashes between the *Mouvement des forces démocratiques de Casamance* (MFDC) and the army have increased since November 2011, with 350 people newly displaced. If this trend continues, the returnee movement for 2012/2013 will be severely compromised. WFP will continue to monitor closely the situation with partner agencies.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

13. The Economic and Social Policy Document (*Document de Politique Economique et Sociale* - DPES) 2011-2015 establishes three core government development priorities: i) Creation of economic opportunities and the transformation of the national economy; ii) Acceleration of access to basic social services, social protection and sustainable development; and iii) Reinforcing the guiding principles of good governance and the promotion of human rights. The DPES is aligned to the Millennium Development Goals (MDGs).
14. The Government launched the Grand National Offensive for Food Security (*Grande Offensive Agricole pour la Nourriture et l'Abondance* - GOANA), a national programme aimed at self-sufficiency, increasing local cereal production through, for example, investment in agriculture and the protection of arable lands. The SAP is responsible for monitoring food and nutrition security, identifying problem areas and informing the response of Government, WFP and partners.
15. A Nutrition Support Programme (*Programme de Renforcement de la Nutrition* - PRN) is being implemented by the Fight Against Malnutrition Unit (*Cellule de Lutte contre la Malnutrition* - CLM), which is embedded in the Prime Minister's office. The programme includes i) treatment of acute malnutrition among children 6-59 months and pregnant and lactating women; and ii) awareness campaigns to mothers of malnourished children on the preparation of nutritious blended flour for their children.
16. The Government has also established a Decennial Education and Training Programme (*Programme Décenal de l'Education et de la Formation*) which aligns with the national target of education for all by 2015. The Ministry of Education, supported by WFP, the World Bank and other partners, is currently elaborating a national school feeding policy and promoting a home-grown school feeding strategy.
17. Social protection is anchored in the National Social Protection Strategy (*Stratégie Nationale de la Protection Sociale*) 2005-2015 with the objective of promoting equity in social protection and extending coverage in basic social services to the most vulnerable



families. WFP's voucher project is recognized by the Government as an essential contribution towards its Social Protection Strategy.

18. The Agency for the Promotion of Social and Economic Activities in Casamance (*Agence Nationale pour la Relance des Activités sociales et économiques en Casamance*) is to disarm, demobilize and reintegrate MFDC combatants. The Government, in collaboration with the United Nations Development Programme (UNDP) and Handicap International, supports the National Anti-mines Action Centre in Senegal (*Centre National d'Action Antimines au Sénégal* - CNAMS), responsible for coordinating the de-mining of the border areas near Gambia and Guinea Bissau.

Policies, Capacities and Actions of other Major Actors

19. The United Nations Development Assistance Framework (UNDAF) 2012-2016 draws its priorities from the DPES. The objectives of the UNDAF are to: i) create opportunities for economic development in rural areas; ii) ensure access to basic social services; and iii) improve governance in order to support sustainable human development. WFP and FAO are supporting the GOANA programme. WFP and the United Nations Children's Fund (UNICEF) collaborate with CLM and the Ministry of Health for nutrition-related activities complementing the PRN. In collaboration with FAO and UNICEF, WFP has also strengthened the SAP.
20. In Casamance, UNICEF supports the treatment of severe acute malnutrition and provides education materials to schools. The German International Development Cooperation (*Deutsche Gesellschaft für Internationale Zusammenarbeit* - GIZ) and World Vision are engaged in food security projects. The International Committee of the Red Cross (ICRC) provides humanitarian support to displaced populations. The Office of the United Nations High Commissioner for Refugees (UNHCR) closely monitors population movements between Casamance, Gambia and Guinea Bissau.

Coordination

21. Agencies operating in Casamance, including GIZ, Handicap International, ICRC, UNICEF, UNDP and WFP, collaborate closely together. The Casamance Working Group, comprising donors and partner agencies, meets every three months for issues related to the security and development of the area.
22. In addition, monthly coordination meetings, led by the regional authorities, bring together all development and humanitarian stakeholders in Ziguinchor, Sédhiou and Kolda. There are quarterly meetings with decentralized services of line ministries. Security coordination meetings are conducted each month with all humanitarian actors.
23. WFP is working with the Government, the *Comité inter-États de lutte contre la sécheresse au Sahel* (CILSS), UNICEF and FAO to assess the impact of the poor 2011/2012 harvest and respond to the increased needs. The donor community is briefed on assessments and developments.
24. WFP will continue to work closely with FAO to coordinate food and seed distributions (the timely availability of seeds will be critical to ensure that the next harvest will improve food security). WFP will pursue a joint strategy with UNICEF to respond to heightened nutrition needs in areas most affected by food insecurity and high prevalence of malnutrition.



25. The United Nations Country Team established a Humanitarian Country Team in early 2012 primarily to coordinate activities in Casamance and respond to rising food insecurity and malnutrition.

OBJECTIVES OF WFP ASSISTANCE

26. The protracted relief and recovery operation (PRRO) focused in the conflict-affected Casamance, aims to foster food security and nutrition of the communities most affected by the 2011/2012 production shortfall, and promote recovery and livelihoods activities among returning refugees and internally displaced persons (IDPs), and vulnerable urban households. The specific objectives of the PRRO are to:
- Improve food access and reduce vulnerability to food insecurity of returning refugees and IDPs, vulnerable urban households, and populations affected by the production deficit (Strategic Objective 1 - Save lives and protect livelihoods in emergencies).
 - Stabilize global acute malnutrition (GAM) among children 6-59 months and pregnant and lactating women in areas of high prevalence of acute malnutrition and increased food insecurity (Strategic Objective 1).
 - Increase access to assets for vulnerable rural communities in order to augment local food production and enhance their resilience to shocks (Strategic Objective 3 - Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations).
 - Improve retention rates in pre-schools and primary schools through school feeding (Strategic Objective 3).
 - Reduce stunting and micronutrient deficiencies (anaemia) through blanket supplementary feeding for children 6-23 months and nutrition awareness (Strategic Objective 3).
 - Strengthen the Government's capacity in early warning analysis, vulnerability targeting, local supply chain of school meals, local production of blended foods and weather risk insurance mechanisms (Strategic Objective 5 - Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase).
27. The PRRO is aligned with the DPES and the UNDAF and contributes to the achievement of MDGs 1, 2, 3, 4, 5 and 7.²³

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

28. Between 2008-2011, WFP implemented a PRRO that provided support to post-conflict rehabilitation in Casamance and to vulnerable populations affected by high food prices throughout Senegal. Development assistance has been provided through a country programme, which from 2012 onwards will focus on the northern regions of Senegal

²³MDG 1: Eradicate extreme poverty and hunger; MDG 2: Achieve universal primary education; MDG 3: Promote gender equality and empower women; MDG 4: Reduce child mortality; MDG 5: Improve maternal health; MDG 7: Ensure environmental sustainability.



exclusively, promoting school feeding, nutrition and household food security in rural areas.

29. An evaluation commended the overall performance of the 2008-2011 PRRO, noting a clear reduction in vulnerability of assisted populations.²⁴ It highlighted improved school attendance and retention rates between 2006 and 2009 in Casamance and concluded that school feeding constituted a very effective safety net. The evaluation recommended a continuation of WFP assistance in Casamance with increased focus on populations in newly accessible areas to promote integration of returnees and stability. The evaluation also recommended increased synergy between different activities to maximize the impact of WFP interventions.

Strategy Outline

30. This PRRO will focus on Casamance, particularly on communities in newly accessible areas and returnee populations. Activities will aim at improving food access and facilitating recovery while contributing towards the peace process. The PRRO will include a relief component to provide short-term assistance to communities where food access has been severely constrained as a result of the 2011/2012 production shortfall.

Relief

31. *Targeted food distributions:* With the lean season starting earlier than normal, WFP will scale-up its relief component to provide targeted food distributions to communities affected by the production deficit and high food prices. Targeted food distributions will be limited to four months during the 2012 lean season, until the next harvest is expected in September.
32. *Targeted supplementary feeding:* It is anticipated that problems in food accessibility will further aggravate currently high GAM prevalence unless timely action is taken to step-up supplementary feeding to malnourished children 6-59 months and pregnant and lactating women. Targeted supplementary feeding will be delivered through the PRN and NGO partners.
33. *Voucher transfers:* Building on the lessons learned from two voucher pilot projects implemented in 2010/2011 in Pikine (Dakar peri-urban) and Ziguinchor (Casamance), vouchers will provide a food security safety net for urban populations in Ziguinchor that have the highest prevalence of food insecurity and are particularly vulnerable to shocks.²⁵ The vouchers, which are based on cash value, will be distributed during the lean season when food prices are highest, thereby allowing households to continue meeting their food needs and avoid running up debt before school fees are due (October). The targeting method, implementation modalities and transfer mechanisms (through retailers and

²⁴ Rapport d'évaluation "Intervention Prolongée de Secours et de Redressement 106120 (2008-2010)", September 2010.

²⁵ The voucher programme's evaluation is being finalized by the "Institut de Recherche pour le Développement (IRD)".



micro-credit institutions) will be the same as in the pilot projects and an on-going evaluation will refine the approach and inform a progressive scale-up within the framework of the Government's emerging social protection strategy.

34. *Resettlement package*: A two-month resettlement package will be distributed to returning refugees and IDPs, upon which beneficiaries will be transitioned to the food-for-recovery (FFR) activities.

Recovery

35. *School feeding*: This will support children in primary schools and pre-school child-care establishments throughout Casamance. Special attention will be given to schools and child-care structures in recently accessible areas to contribute to reintegration and stability. School meals will be an incentive for improving retention and encouraging people to return and rebuild livelihoods. WFP will introduce Supercereal in the ration to increase micronutrient intake and diversify the children's diet. WFP will also support a de-worming programme.
36. WFP will aim at synergies between school feeding and other activities, such as community vegetable gardens through food for recovery. WFP will introduce improved stoves to reduce the use of firewood.²⁶ UNICEF, FAO and other stakeholders will be mobilized to provide complementary services. Schools will be a platform for awareness-raising campaigns on nutrition, health and hygiene. A communication strategy and training modules will be designed together with the Government, partner United Nations agencies and non-governmental organizations (NGOs).
37. *Prevention of stunting and micronutrient deficiencies*: Nutrition support will combine two elements focussing on "the first 1,000 days" (from conception until the age of 2 years): i) blanket supplementary feeding to fill the nutrient gap of children 6-23 months during the lean season (May-October); and ii) a food-for-nutrition awareness activity targeting pregnant and lactating women. These activities will complement the government PRN programme, which aims at reducing stunting through sensitization campaigns for pregnant and lactating women.
38. *Food for recovery*: FFR will support vulnerable rural populations and help the reintegration and socio-economic recovery of returnees. Activities will protect and rebuild productive assets, promoting self-reliance through increased food production and enhancing communities' resilience to shocks. FFR activities will be synchronized with the GOANA and will feature both food for assets (FFA) and food for training (FFT). FFA activities will include i) lowland rehabilitation to boost rice and maize production in combination with vegetable gardening; and ii) anti-salt dyke construction and reinforcement of river banks to protect rice-growing areas from the incoming flood tides of salt water. FFT will include vocational training in agricultural techniques. WFP

²⁶ Improved stoves have been introduced in schools in northern Senegal with a reduction of 50-60 percent of firewood, and a 30-40 percent reduction of cooking time.



assistance through FFR will be for a period of 90 days during the lean season; as this is also a peak period for agricultural activities, work-norms will limit working hours and will be implemented 2-3 days per week in order not to disrupt livelihoods.

39. *Capacity Development*: In line with the recommendations from the 2010 Comprehensive food security and vulnerability analysis (CFSVA) and the 2011 CILSS/FAO/WFP mission, WFP technical backstopping will continue in support of the SAP. WFP will pursue a partnership with FAO to promote local supply chain structures which can sustain school feeding activities in the longer term. Other capacity-development efforts will focus on vulnerability assessments to reinforce the targeting of social safety net systems, the design and commercialization of locally produced blended foods and the roll-out a rural resilience initiative “R4” within the framework of FFR as a buffer against weather-related shocks.²⁷

Hand-Over Strategy

43. While WFP expects that capacity development efforts will form a strong foundation for sustainability, the hand-over of activities is not expected within the duration of this PRRO. The reintegration of returnees is expected to be a lengthy process considering the time needed for de-mining and the continued sporadic acts of violence. The impact of the food production shortfalls in 2011/2012 is expected to impede progress towards recovery.

BENEFICIARIES AND TARGETING

44. The PRRO will target food-insecure persons and children at risk of malnutrition in all three regions of Casamance (Kolda, Sédhiou and Ziguinchor). WFP will give particular attention to people living in or returning to areas where security has been recently restored, helping to promote recovery and stability. Similar attention will be given to areas affected by the food production deficit and high food prices.
45. *Targeted food distributions*: While more in-depth assessments are being conducted, WFP will assist, through targeted food distributions, 55,000 most-vulnerable people affected by the production deficit and located in the conflict-affected areas of Kolda, Sédhiou and Ziguinchor.²⁸ Beneficiary targeting will be participatory with key stakeholders, including local authorities, community leaders and local management committees.
46. *Nutrition support*: In view of the protracted lean season, targeted supplementary feeding will be implemented in all three regions of Casamance to guard against deterioration in malnutrition. Based on the GAM prevalence and population statistics, 16,800 malnourished children 6-59 months, and pregnant and lactating women are expected to benefit from WFP assistance. Admission criteria are in accordance with the national

²⁷ R4 is a programme that will enable poor farmers in Senegal to strengthen their food and income security by managing risks - improving natural resource management, accessing microcredit, gaining insurance coverage and increasing savings.

²⁸ Preliminary estimates of those identified as having poor food consumption (food consumption score < 21), most dependent on purchases and subsistence farmers with largest production deficits.



protocol for the treatment of acute malnutrition.²⁹ Preventive blanket supplementary feeding for 45,000 children 6-23 months and 53,000 people for food-for-nutrition-awareness activities will focus on Kolda and Sédhiou, where stunting and anaemia levels are highest. Based on accessibility and partner capacity, coverage is expected to reach 40 percent of the most vulnerable women and children.

47. *Vouchers*: vouchers will benefit 45,000 food-insecure people vulnerable to food price rises in Ziguinchor during the lean season. Beneficiary targeting will be carried out by community leaders, local neighbourhood committees and regional bodies, according to jointly established vulnerability criteria, mainly based on food consumption.
48. *Resettlement package*: WFP will assist returnees using lists from the Governor of Ziguinchor, who presides over the *Cellule des Retournés, Déplacés et Réfugiés* (Returnees, Displaced and Refugees Unit). Over the two-year period of this PRRO, WFP estimates that 6,000 returnees will return to their areas of origin, noting that returnee movements are highly influenced by perceived security and progress in de-mining.
49. *School feeding*: School feeding will benefit 167,000 children in 930 schools in rural and peri-urban areas of Casamance, including 174 schools in newly accessible areas. Schools have been identified with the Ministry of Education and the National Agency for Early Childhood and Nursery Schools (*Agence Nationale de la Petite Enfance et de la Case des Tout Petits*). The selection of schools took into consideration the adequacy of infrastructure, the functioning of a school management committee, and contributions from parents' associations.
50. *Food for recovery*: WFP will assist 116,000 persons through FFR in the three regions of Casamance, prioritizing areas with returnee populations and other vulnerable groups. Particular attention will be given to women and landmine victims with inadequate or no means of income and/or access to income-generating activities. The number of beneficiaries has been determined based on access and capacity of WFP and cooperating partners in the most food-insecure areas of Casamance.

²⁹ The admission criteria for moderate acute malnourished children 6-59 months are weight-for-height between -3 and -2 Z-scores and/or mid-upper arm circumference (MUAC) between 115-125 mm in the absence of oedema. Pregnant and lactating women with a MUAC below 22.1 cm will be admitted.



TABLE 2: BENEFICIARIES BY ACTIVITY

Activities:	2012	2013	Total*
Relief component			
Targeted food distributions	55 000		55 000
Targeted supplementary feeding – malnourished children 6-59 months	14 543		14 543
Targeted supplementary feeding –malnourished pregnant and lactating women	2 219		2 219
Vouchers	45 000	45 000	45 000
Resettlement package	3 000	3 000	6 000
Recovery component			
School feeding	160 281	167 173	167 173
Blanket feeding – children 6-23 months	27 924	27 924	44 678
Food for nutrition awareness	33 095	33 095	52 952
Food for recovery	58 274	57 374	115 648
Total	399 336	300 566	503 213

* The total number of beneficiaries for cash vouchers, school feeding, blanket supplementary feeding and food-for-nutrition- awareness has been adjusted to avoid double-counting of beneficiaries assisted in both years.

NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF VOUCHER TRANSFERS

51. Targeted food distributions, FFR and the resettlement package will have a full ration of cereals, pulses, fortified vegetable oil³⁰ and iodised salt.
52. Malnourished children 6-59 months assisted with targeted supplementary feeding and children 6-23 months assisted with blanket supplementary feeding will receive Supercereal plus and/or Plumpy'sup™, depending on the availability of products. Pregnant and lactating women will receive Supercereal with sugar and fortified vegetable oil.
53. School meals for primary schools and pre-primary schools will consist of cereals, pulses, vegetable oil and iodised salt. Canned fish may replace pulses when available. On the two days per week that primary schools have a full day of teaching, a breakfast of Supercereal will be provided to increase micronutrient intake and diversify the diet.³¹

³⁰ Fortified with vitamins A and D.

³¹ Other days in primary schools are half-days.



54. Urban households will receive a monthly voucher of 3,500 FCFA³² per person, and a maximum of 21,000 FCFA per household. This is equivalent to the value of the targeted food distribution ration. The vouchers will be restricted to five main food commodities, selected based on the dietary habits of the local population (rice, millet, maize, oil and sugar). WFP will monitor market prices in order to adjust the voucher value to food price inflation.

TABLE 3: DAILY FOOD/VOUCHER TRANSFERS AND FEEDING DAYS BY ACTIVITY

Activities	Grams per person per day						Kcal	%	%	#
	Cereals	Pulses	Veg oil	Salt	Super cereal	Plumpy' sup TM	Energy	Protein	Fat	Days
Relief component:										
Targeted food distribution	417	42	25	5			1 824	11.4	20.8	120
Targeted supplementary feeding - children 6-59 months						92	500	10.0	60.0	60
Targeted supplementary feeding-pregnant and lactating women			25		270		1 301	14.9	28.5	270
Vouchers US\$0.23/day	-	-	-	-	-	-	-	-	-	180
Resettlement	417	42	25	5			1 824	11.4	20.8	60
Recovery component:										
School feeding Primary schools	150	40	15	4	80		1 129	13.4	20.3	120
School feeding Pre-schools	80	20	10	3	.		445	10.9	26.4	120
Blanket feeding - children 6-23 months						46*	250	10	60	180
Food for nutrition awareness	-		25	-	270		1 301	14.9	28.5	180
Food for recovery ³³	417	42	25	5			1 824	11.4	20.8	90

* Equivalent to half sachet per day

³² Approximately US\$7.

³³ While FFT participants will receive an individual ration, FFA participants will receive family rations.



TABLE 4: FOOD AND CASH REQUIREMENTS BY ACTIVITY (mt/US\$)

Activity	2012	2013	Total
Targeted food distribution	3 227		3 227
Targeted supplementary feeding	257		257
Resettlement package	88	88	176
School feeding	4 899	4 691	9 590
Blanket supplementary feeding	231	231	462
Food for nutrition awareness	1 757	1 757	3 514
Food for recovery	2 565	2 525	5 090
Total food requirements (mt)	13 024	9 292	22 316
Vouchers (US\$)	US\$1 890 000	US\$1 890 000	US\$3 780 000

IMPLEMENTATION ARRANGEMENTS

55. *Partnerships:* The PRRO will be implemented in collaboration with line ministries and their decentralized services, regional and local authorities, community leaders, and NGOs.³⁴ The Department of School Feeding of the Ministry of Education coordinates school feeding activities at central level. Nutrition interventions will be implemented jointly with the CLM and the Ministry of Health, with the support of NGO partners and community-based organizations; WFP activities will be coordinated with UNICEF through a joint nutrition strategy. Voucher transfers will be coordinated by the National Inter-Ministerial Steering Committee presided over by the Minister of Economy and Finance and directly managed by the Ministry of Family. WFP will be engaged in the initial set-up and will ensure that local committees are involved in beneficiary targeting and voucher distributions. WFP will also continue to work with the Regional Agency for Development (*Agence Régionale pour le Développement*) and its local branches to strengthen monitoring of programme activities.
56. FFR activities and repatriation support will be implemented in collaboration with local partners and coordinated by regional technical committees. The lowlands rehabilitation activities will be coordinated with the National Rural and Agricultural Advisory Agency (*Agence Nationale de Conseil Agricole et Rural*) and the Small-scale Local Irrigation Schemes Support Project (*Programme d'appui à la Petite Irrigation Locale*). WFP's partners will be responsible for the project identification, technical training, monitoring and reporting.
57. *Participation:* Beneficiaries will be encouraged to participate through local community groups at stages from the design of the activities to monitoring and evaluation (M&E). Beneficiary management committees will be part of all activities and at least half of the committee members will be women. Women will be given an equal opportunity to participate in asset-creation activities and related decision-making processes.

³⁴ Catholic Relief Services, CARITAS, World Vision, Africare and Environmental Development Action in the third world.



58. *Capacities:* WFP will select partners based on their capacity and performance. Each partner will be evaluated at the end of the contract for performance, including implementation capacity, outreach, reporting and integrity. WFP will encourage the contribution of counterpart resources. WFP will provide training to partners on reporting, gender and protection.
59. *Logistics:* The food supply chain in Senegal includes large, modern port facilities in Dakar with a container terminal. Dakar has the fifth-largest deep-water seaport on the West African coast. WFP contracts forwarding agents for customs formalities and the dispatch of food from Dakar to warehouses in Ziguinchor and Kolda, mainly on paved roads. The Commodity Movement Processing and Analysis System is managed from Dakar, with a server in WFP sub-office of Ziguinchor.
60. *Procurement:* Food will be procured at the most competitive prices on both local and international markets. WFP will continue to seek opportunities to procure locally to support local farmers associations and strengthen the local food supply chain for school feeding. Currently, salt and a growing portion of cereal requirements are procured locally, mainly from small-scale women-led producers using an approach similar to WFP's Purchase for Progress initiative.

PERFORMANCE MONITORING

61. WFP will enhance its M&E system: WFP field staff and partners will be systematically trained in the use of monitoring tools and local management committees will also be involved in monitoring. Outputs and outcome indicators will inform programme implementation and decision making.
62. WFP will undertake baseline and follow-up surveys to measure activity outcomes. WFP will also produce quarterly reports on outcome and output indicators for school feeding, using the existing school feeding database in Senegal (*Base de Données pour l'Alimentation Scolaire au Sénégal*) covering the school feeding interventions under the country programme and this PRRO.

RISK ASSESSMENT AND CONTINGENCY PLANNING

63. *Contextual risks:* Intensification of violence in Casamance could jeopardize the operation, reducing access and humanitarian space. WFP will continue to rely on the United Nations Department of Safety and Security (UNDSS) to monitor the security situation. In view of the potential impact of presidential and legislative elections in 2012, an inter-agency contingency plan has been prepared by the Office for the Coordination of Humanitarian Affairs and other United Nations agencies. The plan takes into account the complex political environment, food security and nutrition trends.
64. *Programmatic risks:* Sharp food price increases would significantly reduce the value of vouchers to beneficiaries. WFP will monitor food prices on local markets to allow for a timely response. The deepening of food insecurity and malnutrition in other parts of Senegal is another risk. On-going assessments by WFP and partners may reveal more



people in need of food assistance in light of the production deficit for this year. WFP will continue to work with the National Food Security Council (*Conseil National de Sécurité Alimentaire*), CLM, Food Security Commission (*Commissariat de Sécurité Alimentaire*), the Ministry of Agriculture, the Department of Statistics, FAO, UNICEF, CILSS and other counterparts on food and nutritional security indicators to track trends and inform programme response. If required, WFP will prepare a budget revision to this PRRO to scale-up its response.

65. *Institutional risks:* Inadequate or late donor funding could compromise a timely response to the needs identified, thereby aggravating food insecurity and malnutrition. In the event of a lack of resources, WFP will prioritize relief interventions and, in consultation with the Government, school feeding.

SECURITY CONSIDERATIONS

66. UNDSS has established a presence in Casamance to monitor the security situation and issues regular security alerts. The security level for Casamance has been set at three, which implies specific standard operating procedures; it remains at level two for other parts of Senegal. United Nations agencies do not have access to areas covering the border regions of Gambia and Guinea Bissau because of widespread landmines and sporadic acts of violence.

RECOMMENDATION

67. The Executive Director is requested to approve the proposed protracted relief and recovery operation 200138 for Senegal with a food cost (including vouchers) of US\$19.5 million and a total cost to WFP of US\$38.7 million.

APPROVAL

.....

Date:.....

Ertharin Cousin

Executive Director

United Nations World Food Programme



ANNEX I-A

PROJECT COST BREAKDOWN			
Food ³⁵	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	12 983,26	5 638 204	
Pulses	2 257,39	1 081 290	
Oil and fats	1 325,49	2 233 457	
Mixed and blended food	5 108,55	4 390 986	
Other	641,83	2 372 838	
Total food	22 316,51	15 716 774	
Cash transfers			
Voucher transfers		3 780 000	
Subtotal food and transfers			
			19 496 774
External transport			1 913,652
Landside transport, storage and handling			3 822,595
Other direct operational costs			3 948 315
Direct support costs ³⁶ (see Annex I-B)			6 998 345
Total WFP direct costs			36 179 681
Indirect support costs (7.0 percent) ³⁷			2 532 578
TOTAL WFP COSTS			38 712 259

³⁵ This is a notional food basket for budgeting and approval. The contents may vary.

³⁶ Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

³⁷ The indirect support cost rate may be amended by the Board during the project.



ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	1 287 743
International general service staff	00 000
Local staff - national officers	567 813
Local staff - general service	463 833
Local staff - temporary assistance	1 890 792
Local staff - overtime	14 875
Hazard pay and hardship allowance	00 000
International consultants	676 844
Local consultants	34 611
United Nations volunteers	115 000
Commercial consultancy services	00 000
Staff duty travel	551 961
Subtotal	5 603 471
Recurring expenses	
Rental of facility	20 500
Utilities	92 250
Office supplies and other consumables	40 725
Communications services	180 611
Equipment repair and maintenance	20 623
Vehicle running costs and maintenance	144 496
Office set-up and repairs	92 250
United Nations organization services	30 750
Subtotal	622 206
Equipment and capital costs	
Vehicle leasing	274 550
Communications equipment	189 200
Local security costs	308 918
Subtotal	772 668
TOTAL DIRECT SUPPORT COSTS	6 998 345



ANNEX II Logical Framework - SENEGAL PRRO 200138

Results	Performance indicators	Assumptions and risks
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
Outcome 1 Improved food access of targeted returnees, vulnerable urban households and vulnerable households affected by localized production deficits	<ul style="list-style-type: none"> Household food consumption score (FCS) Target: FCS exceeds 35 for target households (2012 and 2013) for over 60% of target populations Declining trends of Coping Strategies Index 	Assumptions: <ul style="list-style-type: none"> Complementary services are provided by the Government, partners and other specialized agencies Donor response is timely Security situation does not deteriorate further reducing humanitarian access Risks: <ul style="list-style-type: none"> Deteriorating security conditions prevent WFP and partners from accessing targeted areas Untimely availability of funds and commodities
Outcome 2 Stabilized acute malnutrition in target groups of children and/or population	<ul style="list-style-type: none"> Prevalence of acute malnutrition among children under 5 (weight-for-height as %) 	



Results	Performance indicators	Assumptions and risks
Output 1.1 Food and vouchers distributed in sufficient quantity and quality to target groups of women, men, girls and boys	<ul style="list-style-type: none"> • Number of beneficiaries receiving food assistance disaggregated by gender and age, as percentage of planned figures by activity • Number of beneficiaries receiving vouchers • Tonnage of food distributed, by type, as percentage of planned distribution • Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as percentage of planned distribution • Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as percentage of actual distribution • US\$ value of vouchers distributed, as percentage of planned distribution 	Assumption: <ul style="list-style-type: none"> • Complementary programs are implemented by partner organizations (Government, United Nations agencies, NGOs) to achieve agricultural outcomes Risks: <ul style="list-style-type: none"> • De-mining efforts for Casamance are further delayed • Untimely availability of funds and commodities • Sharp food price increases might diminish the voucher value
Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations		
Outcome 3.1 Adequate food consumption over assistance period reached for target households	<ul style="list-style-type: none"> • Household food consumption score • Target: FCS exceeds 35 (acceptable) for target households for over 60% of target populations • Declining trends of Coping Strategies Index 	Assumptions: <ul style="list-style-type: none"> • Timely response from donors • Government is in support of WFP and partners' assessments and other food security related actions • Communities are willing to participate in FFR activities Risks: <ul style="list-style-type: none"> • Government, other United Nations agencies and partner organizations do not respect their commitments and are unable to achieve planned results due to inadequate implementation capacity • Untimely availability of funds and commodities



Results	Performance indicators	Assumptions and risks
Outcome 3.2 Reduced stunting and micronutrient deficiencies in targeted children, and among targeted children, pregnant and lactating mothers	<ul style="list-style-type: none"> Reduction in stunting prevalence achieved among children under (Height-for-age as %) <p>Target 2012-13: 10% annual reduction in stunting prevalence (ie a percentage reduction, not a percentage point reduction)</p>	<p>Assumptions:</p> <ul style="list-style-type: none"> Complementary services are provided by the Government, partners and other specialized agencies Donor response is timely Current security phase remains unchanged and allows humanitarian access <p>Risks:</p> <ul style="list-style-type: none"> Deteriorating security conditions prevent WFP staff and partners from accessing targeted areas Untimely availability of funds and commodities
Outcome 3.3 Stabilized retention rates for girls and boys, including returnees in assisted schools	<ul style="list-style-type: none"> Retention Rate <p>Target 2012: retention rate reaches 65% for girls and boys in post-crisis situations</p> <p>Target 2013: retention rate reaches 70% for girls and boys in post-crisis situations</p>	<p>Assumptions:</p> <ul style="list-style-type: none"> Complementary services are provided by the government , partners and other specialized agencies Donor response is timely Current security phase remains unchanged and allows humanitarian access <p>Risks:</p> <ul style="list-style-type: none"> Deteriorating security conditions prevent WFP staff and partners from accessing targeted areas Untimely availability of funds and commodities



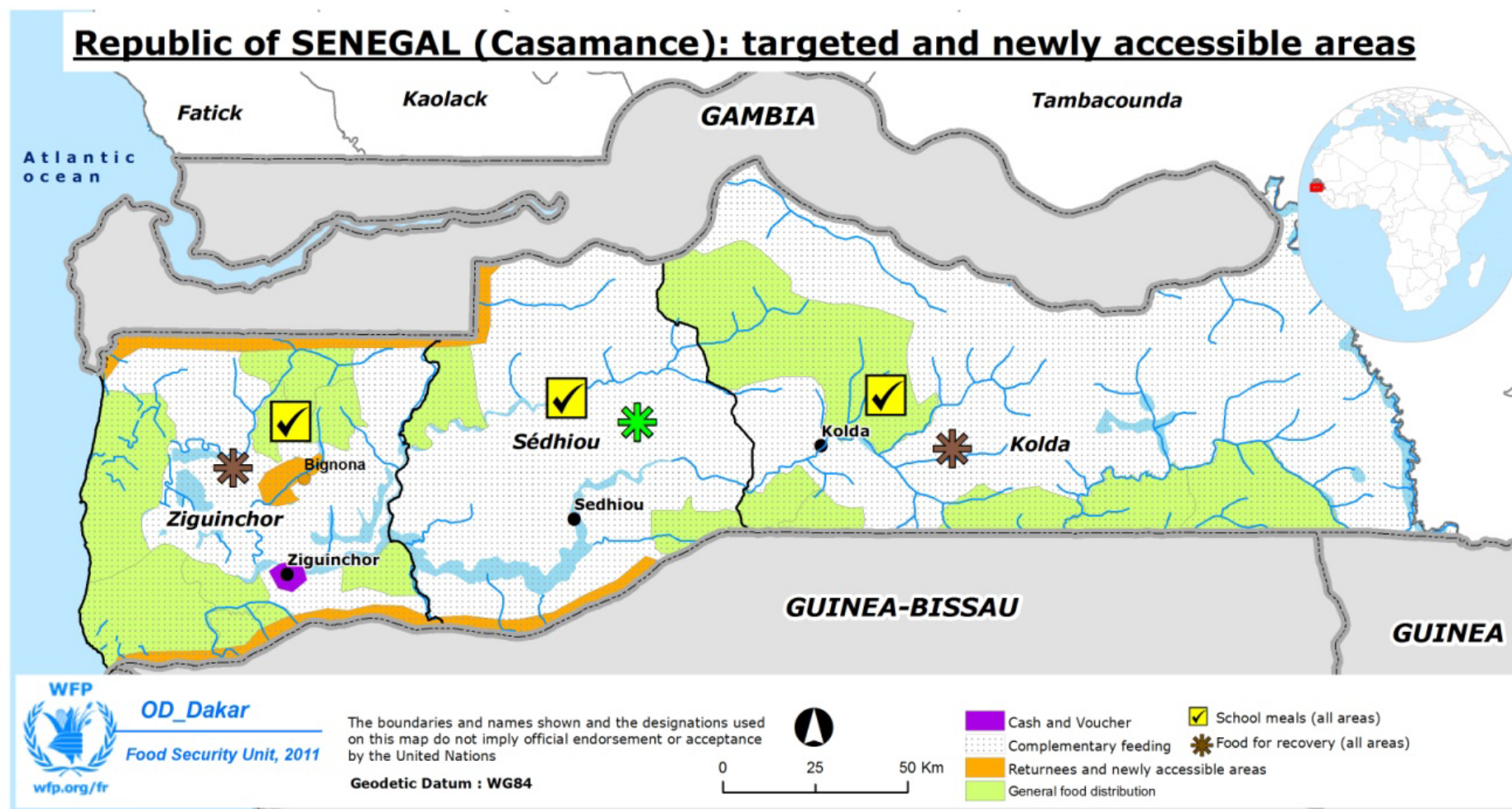
Results	Performance indicators	Assumptions and risks
Output 3.1 Food distributed in sufficient quantity and quality to targeted population	<ul style="list-style-type: none"> Number of beneficiaries receiving food assistance disaggregated by gender as percentage of planned figures Tonnage of food distributed, by type, as percentage of planned distribution Number of community assets created or restored by targeted communities and individuals, by type and unit of measure 	Assumption: <ul style="list-style-type: none"> Adequate human and technical capacity is available among cooperating partners Risks: <ul style="list-style-type: none"> Political instability and unrest in neighbouring countries results in cross-border conflict and an influx of refugees The peace process comes to a halt
Output 3.2 Food distributed in sufficient quantity and quality to children under 2 and pregnant and lactating mothers in targeted locations	<ul style="list-style-type: none"> Number of beneficiaries receiving food assistance disaggregated by gender and age as percentage of planned figures Tonnage of food distributed, by type, as percentage of planned distribution 	
Output 3.3 School feeding coverage aligned with programme of work	<ul style="list-style-type: none"> Number of schools assisted by WFP as percentage of planned Target: 2012 and 2013 = 929	
Output 3.3.1 Food distributed in sufficient quantity and quality to targeted pupils	<ul style="list-style-type: none"> Number of pupils receiving food assistance by sex, as percentage of planned figures Tonnage of food distributed, by type, as percentage of planned distribution 	



Results	Performance indicators	Assumptions and risks
Strategic Objective 5: Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase		
Outcome 4 Progress made towards nationally owned hunger solutions	<ul style="list-style-type: none"> National Capacity Index for early warning programme <p>Target to be determined following baseline</p>	Assumptions: <ul style="list-style-type: none"> Adequate human and technical capacity is available among cooperating partners Timely response from donors Risks: <ul style="list-style-type: none"> Government, other United Nations agencies and partner organizations do not respect their commitments and are unable to achieve planned results due to inadequate implementation capacity Untimely availability of funds
Output 4.1 Capacity and awareness developed through WFP-led activities	<ul style="list-style-type: none"> Number of people trained in programme design and planning, implementation procedures and practices, disaggregated by category (national government and partner staff) Number of training sessions conducted disaggregated by agency Number of staff seconded to national government WFP expenditure for technical assistance to strengthen national capacity (US\$) 	



ANNEX IV – Map



LIST OF ACRONYMS USED IN THE DOCUMENT

CFSVA	Comprehensive food security and vulnerability analysis
CILSS	<i>Comité inter-États de lutte contre la sécheresse au Sahel</i>
CLM	<i>Cellule de Lutte Contre la Malnutrition</i> (Fight Against Malnutrition Unit)
CNAMS	<i>Centre National d'Action Antimines au Sénégal</i> (National Centre of Anti-mine action in Senegal)
CRS	Catholic Relief Services
DHS-MICS	Demographic and Health Survey - Multiple Indicator Cluster Survey
DPES	<i>Document de Politique Economique et Sociale</i> (Economic and Social Policy Document)
FAO	Food and Agriculture Organization of the United Nations
FFA	Food for assets
FFR	Food for recovery
FFT	Food for training
GIZ	<i>Deutsche Gesellschaft für Internationale Zusammenarbeit</i> (German International development Cooperation)
GOANA	<i>Grande offensive agricole pour la nourriture et l'abondance</i> (Grand National Offensive for Food Security)
ICRC	International Committee of the Red Cross
IDP	Internally displaced person
LTSH	Landside transport, storage and handling
M&E	Monitoring and evaluation
MDG	Millennium Development Goal
MFDC	<i>Mouvement des Forces Démocratiques de la Casamance</i>
MUAC	mid-upper arm circumference
NGO	Non-governmental organization
PRN	<i>Programme de Renforcement de la Nutrition</i> (Nutrition Support Programme)
PRRO	Protracted relief and recovery operation
SAP	<i>Système d'Alerte Précoce</i> (Early Warning System)
SD	standard deviation
SMART	Standardized Monitoring and Assessment of Relief and Transitions
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WHO	World Health Organization