

Annex 4 – ToR Phase II - Impact Evaluation of FFA on Livelihood Resilience (Country Annex Senegal)



1. Country Context

Senegal has a population of 13 million people, of which 58 per cent live in rural areas and 54 per cent are under the age of 20.¹ The country ranks 155th of 187 countries in the 2011 human development index.² The incidence of poverty stands at 50.7 per cent in 2009³ and remains high in rural areas (63 per cent), especially in the regions of Tambacounda, Ziguinchor, Fatick, Louga and Kolda. Social inequality has increased. Social conditions and security in Casamance remain unstable because of recurrent armed conflict and delays in de-mining.

Annual growth in gross domestic product fell from 5 per cent to 3 per cent between 2005 and 2010,⁴ and the economy is vulnerable to shocks from economic and food crises. The commercial tertiary sector and informal sector plays an important role in Senegal's economy, but suffers from poor productivity. Although 60% of the active population are farmers, agriculture accounts for only 10% of the country's GDP.⁵ The economy depends heavily on international assistance and remittances from Senegalese living abroad. Official development assistance represented 9 per cent of gross national income in 2006–2007 and 40 per cent of the public investment budget. Since 2003, the Government has implemented poverty-reduction measures, and 2008 marked the implementation of an accelerated growth strategy. In November 2010, the Government

¹ Ministry of Economy and Finance, National Agency for Statistics and Demography / Agence Nationale de la Statistique et de la Démographie (ANSD), 2009

² UNDP *Human Development Index report 2011*

³ IMF, 2010. *Senegal : PRSP Progress Report*

⁴ ANSD 2010. *Economic and Social Policy Document (ESPD) 2011-2015*

⁵ Ministère de l'Environnement, 2009. *Annuaire sur l'Environnement et les Ressources naturelles du Sénégal – 2ième édition.*

adopted the *Economic and Social Policy Document (ESPD)* 2011–2015, which focuses on: i) creating economic opportunity and wealth; ii) ensuring access to basic social services, social inclusion and sustainable development; and iii) good governance.

Global acute malnutrition (GAM) affects 10 per cent of children under 5 in rural areas and is critical in the regions of Matam (23 per cent) and Tambacounda (15 per cent), whilst high in Kédougou (11 per cent).⁶ The average prevalence of stunting in rural areas is 20 percent, and is highest in the department of Koumpentoum (34 percent) of the Tabacounda region, and the regions of Kédougou (32 percent) and Kaffrine (26 percent).

Threats to food security include demographic pressure, poverty, locusts, low levels of food production, erratic rainfall, and low levels of education. Most rural households engage in subsistence agriculture, livestock husbandry and fishing, but agricultural production covers only half of the food demand.⁷ Obstacles to improving agriculture include erratic weather, deficiencies in water management, poor use of inputs, inadequate access to markets, the low value of agricultural products and soil degradation.

The 2010 comprehensive food security and vulnerability analysis (CFSVA) revealed that the highest food insecurity prevalence (outside Casamance) are in the regions of Kédougou, Kaolack, Tambacounda, Kaffrine, Thiès and Matam. The main causes of food insecurity include lack of access to social safety nets, illiteracy, remoteness and inadequate access to markets. In the regions of Kaolack and Kaffrine, food insecurity is associated with poor soil and limited use of agricultural inputs for peanut farming. In Matam and Tambacounda, causes include low agricultural production, dependence on remittances, weak markets and the remoteness of some areas.

Senegal is subject to regular droughts, floods and salinization in coastal areas. In the past 25 years, the country has experienced six years of extreme rainfall shortage: overall, rainfall has decreased by 35 per cent, with a shorter rainy season and lower frequency of rain. This decrease of rainfall has resulted in soil salinization and decreased groundwater. Floods occur almost every rainy season, affecting more than 600,000 people between 1980 and 2008.⁸

1.1 Historical Overview of WFP's FFA in Senegal (2002-2011)

WFP has worked in Senegal since 1964 and has implemented Food for Assets activities since 1975. Between 2002 and 2011, FFA activities were mostly implemented under 3 Protracted Relief and Recovery operations and 2 Country Programmes (as shown in the below table 1)⁹ – see below Table 4 for an overview of the projects for the period in review. Depending on data availability, the evaluation in Senegal will focus on the 2005-2011 period.

⁶ WFP, 2010. *Senegal Comprehensive Food Security and Vulnerability Analysis (CFSVA) 2010*

⁷ ANSD, ESPD 2011-2015

⁸ World Bank, 2010. *Senegal Disaster Risk Management*

⁹ For the purpose of this evaluation, the CP100170 implemented from 1999-2002 is not considered.

Table 1. Timeline WFP's FFA Activities in Senegal (2002-2011)

2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
CP 10088.0									
	PRRO 10188.0				CP 10451.0				
			PRRO 10188.1						
						PRRO 106120			

- **FFA within the successive Protracted Relief and Recovery Operations: PRRO 10188.0 (2003-2004), PRRO 10188.1 (2005-2007), PRRO 106120 (2008-2011)**

The successive PRRO's main goal was to support the Government of Senegal to improve the post-conflict living and working conditions of local vulnerable groups affected by conflict in the geographical southern region of Casamance [comprising Kolda, Sedhiou and Ziguinchor regions].

The conflict in the Casamance is West Africa's oldest and most persistent one, dating back to the early 1980's; one that has caused widespread insecurity in the region and left much of the population displaced from their villages of origin. Since 2000, when the *Movement of Democratic Forces of Casamance* split, low-level fighting has continued in the region, albeit cease-fires and peace agreement. In November 2000, the Government of Senegal engaged in a sustained programme of rehabilitation and socio-economic recovery in the Casamance regions, launching its *Programme for the Revival of Economic and Social Activities in the Casamance* (PRAESC) in 2001 with the support of donors including the World Bank, and a number of humanitarian agencies¹⁰. In line with government's vision and priorities, WFP's activities under the PRROs come in support to the PRAESC, and WFP PRRO's overall objectives contribute, during this fragile post-conflict period, to peace and stability in the Casamance regions through the promotion of long-term recovery prospects, the strengthening of livelihoods and the creation of sustainable assets.

Although the Casamance regions have considerable agricultural and economic potential, civil insecurity, increased poverty and unstable environmental conditions threaten the region's food security. The main risks are the decline in annual rainfall; soil depletion and salinization, with consequent loss of agricultural productivity, low crop yields and desertification that further undermine the already fragile resilience of rural IDPs and resident population whose livelihoods depend on agriculture, subsistence farming and fishing¹¹.

The FFA recovery interventions under the PRROs aimed at: (a) addressing the short-term food needs of the most vulnerable people during the leans season (June – September); (b) whilst rebuilding and protecting human and productive assets, contributing to economic recovery; FFA was also designed as (c) a vital component in the overall resettlement strategy of IDPs and refugees, through the promotion of long-term recovery prospects and strengthening of livelihoods in the vulnerable areas with the highest return rates of IDPs of the Casamance.

¹⁰ WFP Project Document PRRO 10188.1 – Post-conflict Relief and Rehabilitation in the Casamance

¹¹ WFP Project Document PRRO 10612.0 – Post-conflict Rehabilitation in the Casamance naturelle

FFA activities promoted: (a) self-reliance in agriculture, including through the creation of agricultural assets, and; (b) environmental protection. Specific activities addressing agriculture included: anti-salt dyke construction and protection of lowlands [prone to salt-water infiltration]; reinforcement of river banks; support to increased rice production; rural road rehabilitation; fishponds and community gardens to increase income, as well as; development of water-retention dams and of cattle water points in the agro-pastoral areas. Protection of the environment and natural resources were pursued through: forest firebreaks; river embankments; dune consolidation; mangrove regeneration, and; techniques for preventing soil erosion.

FFA was complemented by skills training with the aim of enhancing trainees' skills and capacity to earn income. Special attention was given to the development of professional trainings for women in rural areas. FFA targeted mainly IDPs, returnees, vulnerable groups from the rural conflict-affected people and subsistence farmers.

A 2007 study on the impact and role of food assistance in Casamance and a 2007 WFP self-evaluation found that FFA activities had a positive impact on environmental protection and rehabilitation of cultivable lands. Additionally, food assistance acted as a catalyst to community mobilization and helped to build social cohesion among conflict-affected communities¹².

- **FFA within the successive Country Programmes – CP 10088.0 (2002-2006) and CP 10451.0 (2007-2011)**

Concurrent to the PRROs, development assistance was provided through 2 successive country programmes: Country programme (2002-2006) and Country Programme CP 10451.0 (2007-2011).

The CP 10088.0 (2002-2006) had, amongst others, the objectives of: (a) creating sustainable assets and; (b) protecting natural resources, as to bring sustainable growth in both food and agricultural production and in income, resulting in rural households' increased capacity to cope with the effects natural disasters¹³.

Despite its potential, agricultural development in Senegal faces multiple constraints, including harsh climatic conditions and the degradation of natural resources (e.g. the shrinking of forest cover and the salinization of soil). Repeated droughts and ensuing lack of food availability in rural households contribute to the degradation of socio-economic conditions of those living in vulnerable areas, with ensuing reduction in the daily food consumption level at household level, namely during the lean season¹⁴. FFA activities were: (a) in the short-term meant to enable poor farmers to cope with the lean season, as well as; (b) in the long-term, meant to protect existing natural resources and create sustainable assets in the agricultural sector that in turn would result in increased in food and agricultural production, as well as income.

FFA outputs included anti-salt banks, lowland irrigation schemes, ponds, multipurpose gardening, dune fixation and tree planting. The target groups of this CP were farmers, vulnerable communities affected by natural shocks with a special attention to vulnerable women. Training sessions related to the management and maintenance of the infrastructures and the assets created accompanied FFA activities.

¹² WFP Project Document PRRO 10612.0 (op.cit.)

¹³ WFP Project Document CP Senegal (2002-2006)

¹⁴ WFP Project Document CP Senegal (2002-2006)

A mid-term evaluation of the CP 10088.0 conducted in early 2005 recommended that emphasis be placed on improving the M&E system and on identifying partners to: (a) implement complementary activities; (b) manage activities in the field, and; (c) monitor and evaluate the results obtained in accordance with the objectives set. Additionally, it concluded that WFP should have been more closely integrated with national programmes¹⁵.

The subsequent CP 10451.0 (2007-2011) implemented FFA activities under its Prevention of food crises component (component 3) which aimed to improve: (a) the food security of vulnerable groups, and; (b) the management of natural resources. FFA targeted priority food insecure areas (identified in terms of lack of availability of food, as well as inadequate access and utilization of food).

FFA interventions, established through participatory process, helped to improve the ability of households to respond to food crises by increasing food availability, providing sources of income and reducing the effects of natural disasters. FFA main areas of interventions were: (a) agriculture and land management; (b) forestry, and; (c) water management. FFA activities included dyke construction, desalinisation, rice production, flood protection, reforestation, lowland rehabilitation, and vegetable gardens.

- **FFA Activities during the 2002-2011 period**

In the period 2002-2011, some 75 FFA projects were undertaken in more than 80 villages, covering some 30 communes in 16 departments of Senegal¹⁶.

Overall, under the period under consideration, the main areas of FFA intervention were:

- A. **Agriculture & land management** (65%) - mainly rehabilitation of lowlands, polyvalent gardens, support to rice production (including dykes);
- B. **Flood protection** (19%) – dykes;
- C. **Forestry & agroforestry** (16%) – tree planting and mangrove regeneration.

See table 2 below for the specific portfolio of assets created by area of intervention:

¹⁵ WFP Project Document CP Senegal 1045.1 (2007-2011) quoting a March 2005 evaluation report by consultants Landart, Vélis & Ndiaye

¹⁶ Preliminary reported figures based on datasets received by OE from the CO on November 2012.

Table 2: Types of assets created

Category: Agriculture & land management
ABF (aménagement des bas-fonds) ¹⁷
Rehabilitation of lowland
Anti-salt dykes
Rice dykes
Polyvalent gardens
Construction of anti-erosion
Category: Forestry/Agroforestry
Maintenance Mangrove
Tree planting
Category: Flood protection
Dykes

- **Current WFP FFA Interventions (for information)¹⁸**

Current operations in Senegal comprise the continued response to assist conflict-affected people and other communities in Casamance through the current PRRO 200138 (2012-2013) – *Assistance to conflict-affected people and other communities affected by production deficit in Casamance naturelle*, and the current CP Senegal 200249 (2012-2016). Senegal's recently initiated CP 200249 (2012-2016) has a FFA component (including training, lowland rehabilitation, rice production, and support to cereal banks) aimed at improving household food security and the capacity of rural communities to cope with climate shocks. WFP Senegal also participates in a regional bilateral project, funded by the Japanese Government, to promote lowland rehabilitation. In addition, innovative approaches such as R4 (i.e. mobilizing rural communities around building agricultural assets with elements of insurance, credits and savings) are currently piloted jointly with OXFAM. Synergies between components and activities are sought (such as using the community gardens to complement the school-feeding activity, purchasing from cereal banks for the school canteens, etc.).

1.2 Data Availability

The Country Office provided a detailed FFA data on asset schemes, beneficiaries and geographical coverage from 2002-2011, on which this country specific annex is based. Further work is under-going at the country office level to provide greater details, as well as rationalise some of the provided information in terms of asset categories and locations, in order to provide as complete information as possible to the evaluation mission before the inception mission.

Preliminary communication with the Country Office did not reveal any baseline data or end line analysis for FFA activities. Their availability and usefulness for the impact evaluation will be further assessed during the inception phase.

¹⁷ CO distinguishes between ABF and Rehabilitation of lowlands; however, activities appear to be similar

¹⁸ The current operations will not be covered by the evaluation

1.3 Stakeholders and Users of the Evaluation

Table 3 provides an overview of the main stakeholders in the evaluation. A more detailed and refined analysis of interests and roles of each stakeholders in the evaluation will be provided in the Inception Report.

Key direct stakeholders include those directly involved in the design and implementation of FFA projects. This includes the FFA participants themselves. Furthermore, the Government of Senegal (at national and sub-national level) is one of the key partners for WFP in the planning and implementation of FFA interventions. In addition, a number of cooperating partners and local NGOs complement WFP's efforts by bringing local knowledge and technical expertise, contributing to identifying the appropriate FFA activities and intervention at the village level to meet the communities' needs and priorities and then active support to their implementation.

Indirect stakeholders include key donor agencies that support FFA activities and have, therefore, an interest in knowing whether their funds have been spent efficiently and whether FFA interventions have met the objectives and expectations. Additionally, WFP has closely collaborated with sister UN agencies (UNICEF, FAO) in its FFA activities' implementation, and those may have, therefore, a direct interest in the findings of the evaluation.

Table 3: Evaluation Users & Stakeholders

2002-2011	Beneficiaries	Donors	Cooperating UN Agencies	Operational Governmental Partners	FFA International cooperating NGOs	Local NGOs
PRROs	Refugees, IDPs, vulnerable groups, Conflict-affected populations, Farmers & rural communities, women	Italy, Saudi Arabia, Senegal Spain Canada Czech Republic European Commission Greece Slovenia Switzerland Belgium USA	UNICEF FAO	Ministry of the Environment, Ministry of Agriculture, Regional Development Agency, National Agency for the reconstruction of Casamance	CARE US Africare , Associazione di Cooperazione Rurale in Africa e America Latina , Christian Children's Fund, World Vision International , Catholic Relief Services	Agir Autrement pour le Développement en Afrique, Appui A l'Autoformation des Adultes Appliqué à l'Alternance et en Alternative, Association des Groupements de Pêche, Adecore,, Forum pour un Développement Durable et Endogène, Groupe de Recherche pour le Développement Rural, Justice et Développement, ADIS GDP, Association des Jeunes Agriculteurs de Casamance/ Kolda, OTHERS
CPs	Farmers, Women, Vulnerable groups affected by natural shocks, Food insecure households	Italy Canada Luxembourg	FAO UNICEF	Nation Council for Food Security, Ministry of the Environment, Ministry of Agriculture, departmental services of rural development, water and forestry	World Vision International	Association pour le Développement Rural à la Base, ASPRODEB, Programme d'Appui à la Petite Irrigation Locale,

Sources: Project Documents, SPRs, WFP Donor Relations

1.4 Communication with Stakeholders

See Section 6.5 of the TOR for further details on communication. Key outputs will be produced in English, except for the exit brief presentation deliverable which will be done in French at CO level. French translation of the Summary ToR will be ensured by the Office of Evaluation whilst French translation of the Executive Board documents will be ensured by the WFP Secretariat (the final evaluation report will be summarized for the Executive Board in all UN official languages).

Field work by the evaluation team will be conducted in French at the stakeholder level. Field work with the communities will be conducted in the local languages as relevant and translation may be necessary (which will be ensured by the evaluation team as relevant).

The Summary Evaluation Report will be presented to the WFP Executive Board in February 2014.

Table 4: Overview: WFP FFA Operations (2002-2011)

Project Information							FFA Areas of Intervention		
	Project #	Project Title	Duration	Total cost (US\$ Mil)	Total Received (US\$ Mil)	% funded	Agriculture and Land Management	Flood Protection	Forestry/ Agroforestry
PRROs	PRRO 10188.0	Food Assistance to Populations Affected by the Conflict in the Ziguinchor Region	Jun 2003-Dec 2004	3.2	2.3	72%	√	√	√
	PRRO 10188.1	Post-Conflict Relief and Rehabilitation in the Casamance	Jan 2005- Dec 2007	18.6	9.7	52%	√	√	√
	PRRO 10612.0	Post-Conflict Rehabilitation in the Casamance Naturelle and Targeted Food Assistance to Vulnerable Populations Affected by Poor Harvests and High Food Prices in Senegal	Jan 2008- Dec 2011	77.4	49.5	64%	√	√	√
CPs	CP 10088.0	Country Programme (2002-2006)	Jan 2002- Dec 2006	39.3	18.3	46%	√	√	√
	CP 104510	Country Programme (2007-2011)	Jan 2007- Dec 2011	31.1	15.8	51%	√	√	√