

Crisis response revision of Senegal country strategic plan (2019–2023) and corresponding budget increase

	Current	Change	Revised
Duration	1 January 2019– 31 December 2023	No change	1 January 2019– 31 December 2023
Beneficiaries	1 004 000	559 995	1 563 995
<i>(USD)</i>			
Total cost	74 798 493	28 616 357	103 414 850
Transfer	58 710 337	23 525 899	82 236 236
Implementation	5 961 042	1 987 319	7 948 361
Adjusted direct support costs	5 561 949	1 356 600	6 918 549
Subtotal	70 233 327	26 869 819	97 103 146
Indirect support costs (6.5 percent)	4 565 166	1 746 538	6 311 704

Gender and age marker code*: 3¹

* <http://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>.

Rationale

1. Following the outbreak of Coronavirus (COVID-19) pandemic, the first confirmed case was registered in Senegal on 2 March 2020. The Government has taken several measures to contain the outbreak and declared a state of emergency on 23 March. The Government managed to control isolated violent protests and adjusted some restrictive measures to ease their socioeconomic impact.
2. As of 10 July, 7,880 confirmed cases of COVID-19 have been reported by the Government, including 145 deaths and 5,311 recoveries. The risk of expansion of the disease remains high, along with the deterioration of food and nutritional security for the most vulnerable people.
3. The results of the Cadre harmonisé exercise in March 2020² indicated that 436,650 persons were in phase 3 (crisis) and 770,000 (including 8,300 people in phase 4) during the lean season (June–August) due to loss of remittances, food production deficit of 4 percent, loss of income resulting from travel restrictions and market closure.
4. The joint United Nations Children’s Fund (UNICEF) and WFP lean season hotspots analysis of the impact of COVID-19³ anticipated a further deterioration of the food security and nutritional situation, with an estimated 22 percent (against 9 percent currently) of the global acute malnutrition among children aged 6–59 months. About 370,000 children will be affected. The regions of Matam, Kolda, Kédougou, Tambacounda and Saint-Louis were identified as priority areas.
5. In April, in partnership with the National Food Security Council, WFP conducted a rapid market assessment to understand market functionality and analyse food price trends. The report noted an increase by 17 to 40 percent in food prices (compared to April 2019) due to the disruption in the supply chain, reduction of available stocks and markets closure. Vulnerable households face

¹ The gender and age marker should be reviewed in case of a new strategic outcome or additional activity.

² Secrétariat exécutif du Conseil national de sécurité alimentaire, Cadre harmonisé, March 2020.

³ UNICEF, WFP. Sahel 6 regional hotspot analysis, May 2020.



serious constraints to have adequate access to needed foods in a context where opportunities for daily activities that they relied on are drastically reduced or frozen. A market monitoring is set to follow up.

6. The Government anticipated a reduction from 6.8 to 2.8 percent of the gross domestic product growth in 2020 due to drastic slowdown of economic activities and losses in tax revenue⁴ caused by COVID-19. The investment in basic social services will therefore be significantly reduced or cancelled.
7. In addition to fiscal arrangements and support to certain private sector companies to secure jobs, the national response plan includes the provision of one month emergency food assistance for one million households across the country. WFP works with the Government to provide technical support in the areas of logistics, targeting, planning and monitoring the distributions using WFP's guidelines and procedures to minimize the risks of COVID-19 transmission.
8. The budget revision aims at providing emergency food assistance to COVID-19 affected populations to meet their basic food needs and prevent the deterioration of the nutritional situation among children aged 6–23 months and pregnant and lactating women. The revision will cover the period from August 2020 to December 2023.

Changes

Strategic orientation

9. The budget revision is changing the strategic direction of the country strategic plan (CSP) with the introduction of a new strategic outcome 5 ("Crisis-affected households and communities in targeted areas can meet their basic food and nutrition needs both during and in the aftermath of crises") to provide emergency food and nutrition assistance to the most COVID-19 affected populations. This change will also establish the required framework to timely respond to sudden emergencies while paving the way for sustainable safety net activities.

Strategic outcomes

10. The new strategic outcome will allow the most vulnerable persons to have access to critical food and nutritional assistance to: i) avoid use of irreversible coping strategies; and ii) reduce the risk of migration to other localities which can result in tensions between farmers and pastoralists due to additional pressure on limited resources. The northern regions remain vulnerable to the influence of non-state armed groups, if severe poverty and food insecurity persist.
11. WFP's emergency food assistance will enable populations to remain in their localities, secure the investments made (assets created) and constitute a bridge for the reinforcement of ongoing resilience initiatives aiming to promote beneficiaries' self-reliance and autonomy, particularly for women. Considering the high presence of aggravating factors, nutritional support for pregnant and lactating women will contribute to reducing the risk of giving birth to malnourished children and prevent the deterioration of the nutritional status among children aged 6–23 months. The overall malnutrition prevention strategy will focus on the first 1,000 days from conception to early childhood.

Expected outputs

12. Under the crisis response focus area, a new strategic outcome 5 will be included in the CSP (2019–2023) to frame WFP's life-saving interventions in response to the impact of COVID-19 and sudden emergencies.
13. WFP will also move the school feeding activity from Strategic Result 1 to Strategic Result 2 in order to enhance the synergy with the initiatives related to nutrition-sensitive agriculture

⁴ Ministry of Economy, Planning and Cooperation: Social and Economic Resilience Programme, April 2020.



promoted by the Food and Agriculture Organization of the United Nations (FAO) and the International Fund for Agricultural Development (IFAD). This will enable to strengthen complementary interventions (deworming, access to potable water and sanitation) at school and community levels in order to meet nutritional, health and educational objectives aiming at promoting human capital development by enhancing children's cognitive capacity. The overall learning environment will be improved by the jointly provided package.

14. In line with the school feeding strategy (2020–2030), WFP will continue reinforcing joint efforts with the United Nations Children's Fund, the United Nations Population Fund and other stakeholders to contribute to human capital development by providing an integrated health and nutrition package to school-aged children, with a focus on girls to address their specific needs, including those related to cultural barriers. Human capital development is one of the Government's priorities and the United Nations development assistance framework (2019–2023) agenda.
15. Two new activities will be added under the new strategic outcome 5:
 - *Activity 7: Provide general food distributions, nutritious food and/or cash-based transfers to crisis-affected beneficiaries.*
 - *Activity 8: Provide specialized nutritious food to crisis-affected households to prevent acute malnutrition.*

Targeting approach

16. Using set vulnerability criteria, WFP and its partners will select targeted persons through the household economic approach, complemented with community-led targeting. WFP will work with the Government in making use of the National Beneficiary Registry. When required, beneficiaries' selection will be refined by jointly set additional criteria (access to land, availability of livestock, etc.).
17. In 2020, WFP will target 436,650 persons identified as being in phase 3 during the Cadre harmonisé exercise under the general food distribution (activity 7). Furthermore, 65,000 children aged 6–23 months and 10,000 pregnant and lactating women will be targeted under blanket supplementary feeding (activity 8) in the regions where food insecurity and malnutrition indicators remain the highest.

Transfer modalities

18. In partnership with the Government and the World Bank, WFP conducted an essential needs assessment in November 2019 to define the profile of the most vulnerable households and evaluate the required cash amount to cover their basic needs. The report recommended a daily transfers value of USD 0.46/day or 8,000 XOF/month (88 percent of the total requirements) to meet basic food needs. WFP will coordinate its support with United Nations agencies and non-governmental organizations to ensure other essential households' needs are addressed.
19. Due to COVID-19, schools were closed by the Government in March. About 107,000 children enrolled in WFP-assisted schools will benefit from alternative distribution mechanisms. WFP will assist schoolchildren through cash-based transfers (CBTs) to their families and will provide in-kind food assistance (take-home rations) for those attending the exam class. The remaining stocks available at school level prior to the closure will be distributed. That will minimize the risk of drop-out and enable children's attendance to the remote learning programme⁵ established by the Ministry of National Education. Children's attendance in the learning programme will be monitored.

⁵ National television and radio channels are used by the Government to implement the remote learning programme.



Partnerships

20. To reinforce the continuum of services between prevention and treatment activities, WFP and UNICEF will ensure that complementary interventions are timely undertaken, particularly in addressing moderate and severe acute malnutrition. WFP's guidelines and World Health Organization's expertise will be used to reduce the risk of contamination of COVID-19 during the implementation of activities (sensitization, targeting and distributions).

Supply chain challenges

21. Distributions of specialized nutritious products and/or CBT modalities will be undertaken. WFP will leverage the Global Commodity Management Facility established to timely acquire specialized nutritious foods. If required, WFP might consider alternative substitution measures as per the technical guidance provided by headquarters and will continue exploring alternative mechanisms, including feasibility of cash transfers to facilitate access to locally fortified powders for targeted groups.
22. Retailers contracted by WFP to supply schools under the CBT intervention will be encouraged to procure locally produced nutritious foods from the farmers who will be receiving improved seeds and trainings from FAO and IFAD. Through community sensitization, WFP will set a monitoring system to ensure an effective collaboration between schools, smallholder farmers and retailers.

Monitoring and evaluation

23. Following the guidelines issued to minimize the risks of COVID-19 transmission, WFP will strengthen remote data collection systems by using new technology, including the utilization of smartphones to liaise with key informants at field level. All data collection tools will be gradually digitalized and required trainings will be conducted for WFP and partner staff. The information will be disaggregated by sex and age and systematically uploaded online to allow immediate data processing, analysis and decision making on programme quality improvement.

Country office capacity

24. WFP's partners will be trained and additional staff will be recruited, mainly to supervise the implementation of COVID-19 preventive measures at the distribution sites. WFP will open an antenna office in Matam to strengthen the monitoring activities in the northern regions. Kolda sub-office and the Dakar office will cover the southern and central regions.

Accountability to affected populations

25. WFP will continue informing beneficiaries on their entitlements by broadcasting on local radios the ration scales or the amount to be received, the distribution dates and other key messages related to the response. Local community assemblies, in a much reduced composition, will be used as forums to answer beneficiary queries and to conduct sensitization on targeting process and on hygiene. The "do no harm" approach, prevention, detection of fraud and corruption will be continuously applied.
26. Women meeting set criteria will be trained on how to use the nutritional products and on the management of the mobile money wallet. WFP will ensure that all COVID-19 preventive measures are effectively implemented by partners and beneficiaries. The existing beneficiary complaints and feedback mechanism will be communicated to communities and the toll-free numbers displayed both at distribution sites and on ration cards.

Proposed transition

27. In line with the Government's promoted community-based approach to prevent malnutrition, general food distributions comprising fortified products will be combined with blanket supplementary feeding using specialized nutritious foods or equivalent CBT value for the same



targeted vulnerable populations. WFP will provide three months of emergency assistance and then will continue supporting vulnerable households through the CSP initial activities.

28. WFP will work with the National Unit Against Malnutrition to coordinate its interventions with the other stakeholders in charge of providing access to pre-/post-natal care, immunization and access to water and sanitation, etc.

Risk management

29. Insufficient resources would limit WFP's ability to address urgent food needs and prevent the deterioration of the food and nutritional situation of targeted populations.
30. Reputational risk remains a concern for WFP. Insufficient resources to support the Government in its response to COVID-19 in an effective and timely manner, could negatively impact WFP's current strong position as a key partner for the Government, notably on the forthcoming implementation of a national school feeding programme.
31. While closely monitoring the security situation to manage risks in a proactive manner, WFP will continue advocating for additional resources through bilateral meetings with donors, communication on its projects and capacities, and exploring all possibilities for joint initiatives with other stakeholders or operate as an implementing agency for the Government.

Beneficiary analysis

32. An additional 559,995 vulnerable persons, including those with underlying chronic diseases, will be assisted, including children and women meeting set criteria for nutritional assistance. The number of children benefiting from school feeding will remain unchanged.



TABLE 1: DIRECT BENEFICIARIES BY STRATEGIC OUTCOME, ACTIVITY AND MODALITY

Strategic outcome	Activity and modality	Period	Women (18+ years)	Men (18+ years)	Girls (0-18 years)	Boys (0-18 years)	Total
1	1 CBTs	Current	15 375	15 750	22 875	21 000	75 000
		Increase/decrease	-	-	-	-	-
		Revised	15 375	15 750	22 875	21 000	75 000
	2 CBTs and in-kind	Current	-	-	150 200	144 300	294 500
		Increase/decrease	-	-	150 200	144 300	294 500
		Revised	-	-	-	-	-
2	3 CBTs	Current	93 500	-	132 660	138 340	364 500
		Increase/decrease	-	-	-	-	-
		Revised	93 500	-	132 660	138 340	364 500
	4 institutional capacity strengthening activities	Current	-	-	-	-	-
		Increase/decrease	-	-	-	-	-
		Revised	-	-	-	-	-
	9 CBTs and in-kind	Current	-	-	-	-	-
		Increase/decrease	-	-	150 200	144 300	294 500
		Revised	-	-	150 200	144 300	294 500
3	5 CBTs	Current	55 350	56 700	82 350	75 600	270 000
		Increase/decrease	-	-	-	-	-
		Revised	55 350	56 700	82 350	75 600	270 000
4	6 institutional capacity strengthening activities	Current	-	-	-	-	-
		Increase/decrease	-	-	-	-	-
		Revised	-	-	-	-	-
5	7 CBTs	Current	-	-	-	-	-
		Increase/decrease	62 659	64 188	93 225	85 583	305 655
		Revised	62 659	64 188	93 225	85 583	305 655
	7 In-kind	Current	-	-	-	-	-
		Increase/decrease	26 854	27 509	39 953	36 679	130 995
		Revised	26 854	27 509	39 953	36 679	130 995
	8 In-kind	Current	-	-	-	-	-
		Increase/decrease	19 000	-	47 999	56 346	123 345
		Revised	19 000	-	47 999	56 346	123 345
Total (without overlap)		Current	164 225	72 450	388 085	379 240	1 004 000
		Increase/decrease	108 513	91 697	181 177	178 608	559 995
		Revised	272 738	164 147	569 262	557 848	1 563 995

Transfers

33. CBTs will be prioritized in providing required food assistance. WFP has a strong experience in using cash transfers in Senegal and effective partnerships are in place with key financial service providers. When necessary, WFP will distribute in-kind food where the market functionality has been seriously disrupted by the crisis. Local food procurement will be prioritized.

TABLE 2: FOOD RATION (g/person/day) or CASH-BASED TRANSFER VALUE (USD/person/day) BY STRATEGIC OUTCOME AND ACTIVITY			
	Strategic outcome 5		
	Activity 7		Activity 8
Beneficiary type	Tier 1		
Modality	Food	CBTs	Food
Cereals	350		
Pulses	60		
Oil	30		25
Salt	5		
Super Cereal	60		200
Super Cereal Plus			100*
Total kcal/day	1 795	2 100	394*/973
% kcal from protein	9.8		16.6*/12.6
Cash-based transfers (USD/person/day)		0.46	0.17
Number of feeding days per year	90	90	90

* Blanket supplementary feeding programme for children aged 6–23 months.

TABLE 3: TOTAL FOOD/CASH-BASED TRANSFER REQUIREMENTS AND VALUE						
Food type/ cash-based transfer	Current budget		Increase		Revised budget	
	Total (mt)	Total (USD)	Total (mt)	Total (USD)	Total (mt)	Total (USD)
Cereals	1 654	1 043 615	5 137	6 251 629	6 791	7 295 245
Pulses	441	453 391	881	1 090 940	1 322	1 544 331
Oil and fats	644	678 661	542	588 953	1 185	1 267 614
Mixed and blended foods	10 289	7 321 476	3 141	3 515 397	13 430	10 836 873
Other	827	2 870 719	73	(782 285)	900	2 088 434
Total (food)	13 855	12 367 862	9 773	10 664 634	23 628	23 032 497
Cash-based transfers		24 097 110		10 963 553		35 060 663
Total (food and CBT value)	13 855	36 464 972	9 773	21 628 187	23 628	58 093 159

Cost breakdown

34. An additional budget of USD 28.6 million will be required over the CSP implementation to meet additional needs for the crisis response component.

	Strategic Result 1/ SDG Target 2.1	Strategic Result 2/ SDG Target 2.2	Strategic Result 4/ SDG Target 2.4	Strategic Result 5/ SDG Target 17.9	Strategic Result 1/ SDG Target 2.1	Total
	Strategic outcome 1	Strategic outcome 2	Strategic outcome 3	Strategic outcome 4	Strategic outcome 5	
Focus area	Resilience building	Resilience building	Resilience building	Resilience building	Crisis response	
Transfer	10 797 686	10 284 463	-	-	24 039 122	23 525 899
Implementation	1 039 132	400 077	-	-	2 626 374	1 987 319
Adjusted direct support costs						1 356 600
Subtotal						26 869 819
Indirect support costs (6.5 percent)						1 746 538
Total						28 616 357

	Strategic Result 1/ SDG Target 2.1	Strategic Result 2/ SDG Target 2.2	Strategic Result 4/ SDG Target 2.4	Strategic Result 5/ SDG Target 17.9	Strategic Result 1/ SDG Target 2.1	Total
	Strategic outcome 1	Strategic outcome 2	Strategic outcome 3	Strategic outcome 4	Strategic outcome 5	
Focus area	Resilience building	Resilience building	Resilience building	Resilience building	Crisis response	
Transfer	12 932 666	21 316 611	16 832 770	7 115 067	24 039 122	82 236 236
Implementation	899 768	1 716 607	2 540 612	165 000	2 626 374	7 948 361
Adjusted direct support costs	884 080	1 841 730	1 594 189	570 504	2 028 046	6 918 549
Subtotal	14 716 513	24 874 947	20 967 572	7 850 571	28 693 543	97 103 146
Indirect support costs (6.5 percent)	956 573	1 616 872	1 362 892	510 287	1 865 080	6 311 704
Total	15 673 087	26 491 819	22 330 464	8 360 858	30 558 623	103 414 850

Acronyms

CBTs	cash-based transfers
CSP	country strategic plan
FAO	Food and Agriculture Organization of the United Nations
IFAD	International Fund for Agricultural Development
UNICEF	United Nations Children’s Fund