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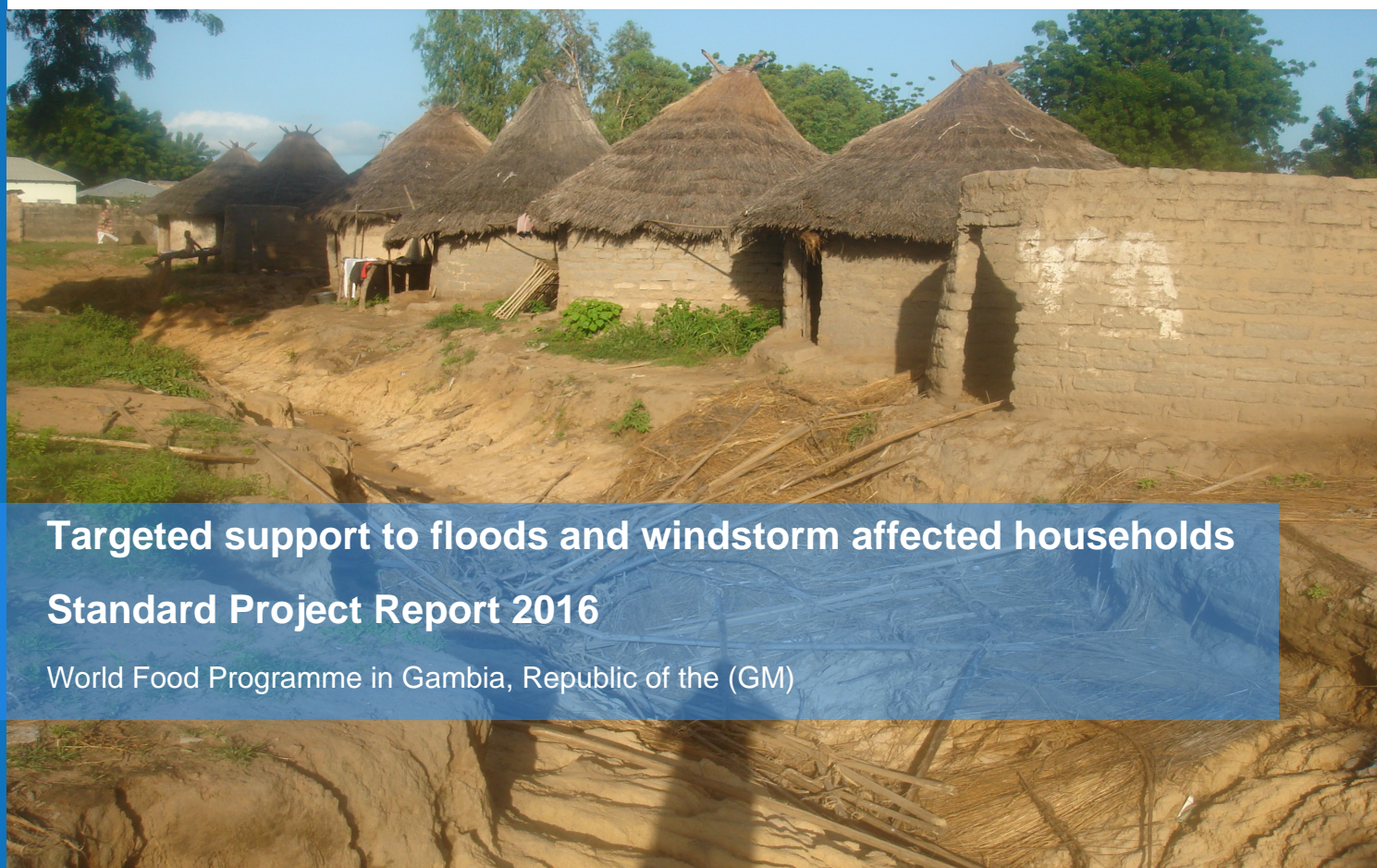
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Further Information

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SPR Reading Guidance



Targeted support to floods and windstorm affected households
Standard Project Report 2016

World Food Programme in Gambia, Republic of the (GM)



World Food Programme

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Country Context and WFP Objectives



Country Context

Located in West Africa, The Gambia, with a population of over 1.9 million, remains one of the least developed, low-income and food-deficit countries in the world. The country is highly vulnerable to recurrent droughts, floods, and food insecurity. Low economic indicators do not favour households in meeting basic food and nutrition needs. With a gross domestic product (GDP) per capita of USD 428, The Gambia ranks 175 out of 188 countries in the 2015 United Nations Development Programme (UNDP) Human Development Index, seven places lower than in 2014. About 55.1 percent of the population aged 15 years old and over are literate [1]. Government policies provide for universal access to pre-primary and primary education, although the quality of education as well as retention of children in schools is of concern. Gender Parity Index is 1.05 in favour of girls. Completion rate for primary education (Grade 6) stands at 75.4 percent: 76 percent for girls and 74.7 percent for boys [2]. University admissibility rate for high school completion (Grade 12) is 4 percent (5 percent for boys and 3 percent for girls) in 2016 [3].

About a tenth of its population is moderately or severely food insecure, 7.9 percent of households headed by men and 8.7 percent of those headed by women, and almost a third of all Gambians are vulnerable to food insecurity. Food insecurity disproportionately affects households residing in rural areas [4]. Basse, Kuntaur, Janjangbureh and Mansakonko local government areas (LGAs) were found to have the highest number of food-insecure households in the country. In these four LGAs, the number of food insecure households range between 12 percent and 18 percent [5]. Households headed by an illiterate individual are four times more likely to be food insecure than those headed by a literate one [6]. Domestic cereal production accounts for only 60 percent of annual consumption requirements and the country relies heavily on food imports [7]. Over the past decade, the retail price of imported rice has almost

doubled. The relatively undiversified economy makes The Gambia highly vulnerable to external shocks such as rises in fuel and food prices on the international market. These put the country's food security at risk. The Gambia's economy is predominantly based on subsistence and rainfed agriculture. As of the 2013 Census, the population has grown by 36 percent from the 2003 census. Increasing urbanisation has seen a shift of 12 percent of the rural population to the urban areas. Poverty remains high with 48.4 percent of the population living below the poverty line of USD 1.25 per day [8].

According to the 2015 Standardized Monitoring and Assessment of Relief and Transitions (SMART) survey the prevalence of global acute malnutrition (GAM) is 10.3 percent, having gone up from 9.9 percent in 2012. Four out of eight LGAs registered GAM rates above the national average. National stunting prevalence is high, at 24.9 percent. Kerewan, Basse, Kuntaur and Janjanbureh LGAs recorded stunting rates above the national average. The 2013 Demographic and Health Survey, 2010 Multiple Indicator Cluster Survey and 2012 SMART surveys confirm the rising trend in malnutrition rates.

The Gambia is highly susceptible to natural disasters such as droughts and floods as it lies in the Sahelian agro-climatic zone, with a five-month wet season (June– October). According to the International Institute for Environment and Development, The Gambia is top on the list of 100 countries that are most exposed and vulnerable to the effects of climate change, especially weather related hazards such as drought, windstorms and floods [9]. The varying topography of The Gambia is one of the key factors that leads to the recurrence of floods in the country. About 20 percent of Gambia's land space is covered by freshwater swamps and salt marshes, which serve as a trigger for riverine flooding. Flood and flash floods are common in both the rural and urban areas, with a trigger including continuous rainfall which increases the water levels of the rivers. This can be exacerbated by poor drainage systems, non-adherence to physical planning regulations, waterlogged soils, riverine flooding and high tidal levels.

[1] Population and Housing Census Report, Gambia Bureau of Statistics, 2013.

[2] Statistical Year Book, Ministry of Basic and Secondary Education, 2016.

[3] WASSCE Results, West African Examination Council, 2016.

[4-6] Comprehensive Food Security and Vulnerability Analysis Report, 2016.

[7] Vision 2016 Project, Government of The Gambia.

[8] Integrated Household Survey, Gambia Bureau of Statistics, 2010.

[9] International Institute for Environment and Development. 2007. Critical list: the 100 nations most vulnerable to climate change.

Response of the Government and Strategic Coordination

Due to recurrent crises and chronic vulnerability, the Government has requested WFP assistance in the implementation of school meals and increased engagement in capacity development activities towards safety nets and social protection in The Gambia.

In 2016, the Government finalised two major policies, the National School Meals Policy and National Social Protection Policy which emphasised the need for technical assistance and cooperation with partners in empowering vulnerable people. Initiatives towards strengthening financial capacity included a national cost assessment of school meals as well as a cost-benefit analysis (yet to be validated). National strategic committees are in place for social protection as well as home-grown school meals.

The Government's New School Meals Policy aims to (i) increase enrolment, attendance, retention and completion rates through school meals; (ii) reduce household expenditures on food and provide an incentive for school attendance for all vulnerable children; and (iii) promote agricultural production and increase incomes of rural households by supporting reliable markets for local smallholder farmers. This policy is aligned with the Government Vision 2020 and long-term development plans. Reviews are being conducted in the agriculture sector to eventually replace the current Agriculture and Natural Resources Policy that expired in 2015. A review of the Nutrition Policy is also due, with technical assistance to be provided by key agencies such as the United Nations Children's Fund (UNICEF), National Nutrition Agencies and the Ministry of Health and Social Welfare.

The capacities of key government agencies such as the National Nutrition Agency and the Ministry of Health (including community level structures) are being strengthened for the implementation of nutrition and nutrition-sensitive interventions, of which behavioural change communication is key. The Gambia is currently at a very advanced stage in the formulation of the post 2015 development agenda, the National Development Plan (NDP) and Programme for Accelerated Growth and Employment (PAGE), Phase Two.

To strengthen resilience in mitigating the effects of recurring shocks, the Government has signed up to benefit from the Africa Risk Capacity project and is now a beneficiary.

The approach to hunger solution is decentralised with most activities being coordinated and implemented by field representatives. The Gambia joined the Global Movement for Scaling Up Nutrition (SUN) in 2012 and the Renewed Efforts Against Child Hunger and Under-nutrition (REACH) partnership in 2013 to scale up food and nutrition actions.

Summary of WFP Operational Objectives

The PRRO supports the recovery of households from repeated climate shocks. The goal of the operation is to enable communities affected by the 2011/12 drought and floods to fully recover from the shocks, meet their daily food requirements and stabilise their nutritional and health status. The three components of the PRRO are: (i) nutrition security through prevention and treatment of acute malnutrition among children and pregnant and lactating women; (ii) disaster recovery via conditional cash transfers to flood and drought affected households during the annual June-October lean season; and (iii) capacity development of national institutions in disaster risk reduction, assessment and response planning. PRRO activities are designed to improve the food and nutrition security of most vulnerable households.

The development project's main objective is to develop capacities while food assistance continues, through the establishment of a nationally-owned, sustainable home-grown school meals programme, as requested by the Government. In addition to providing school meals, WFP aims to strengthen the institutional capacities and policy framework for a school meals programme. WFP supports the Government in achieving the universal access to pre-primary and primary education, through the provision of school meals to children in the most vulnerable regions and districts, especially in areas where education indicators remain low. Furthermore, WFP aims to develop policy formulation capacities and financial capacities of the Government, and to reinforce inter-sectoral coordination, design and implementation as well as community engagement to ensure sustainability. Improved project design is targeted through pilot initiatives linking local agricultural production and school meals. Activities under the Development project are in line with WFP Strategic Objectives 3 and 4, and contribute to the United Nations Development Assistance Framework (UNDAF) 2012–2016 Objective 2, Outcome 5.

The IR-EMOP aims to assist 10,000 people (51 percent women and girls and 49 percent men and boys) affected by the 2016 floods and windstorm with food assistance for a period of 3 months. This is in order to save lives and avert a possible deterioration of food and nutritional security of the affected population. Since markets are functioning and food commodities available, cash-based transfers have been chosen as the preferred modality of assistance.

Country Resources and Results

Resources for Results

Funding levels in 2016 were lower compared to previous years as most of the available contributions were multi-year funds that were exhausted by the end of 2015. New contributions were only received in late 2016. Contributions utilised in 2016 consisted mostly of directed multilateral funds. Government ownership and financial commitment towards hunger solutions were demonstrated through a multi-year financial contribution which covered vulnerable people in West Coast and Lower River regions in 2016. All funds were restricted to supporting specific regions and some of the funds were also restricted to the purchase of certain commodities in the food basket. Procurement delays that resulted in the late arrival of food commodities resulted in fewer feeding days than planned. WFP persuaded the Government of The Gambia to allow for a reallocation of government contributions that were meant for Lower River and West Coast regions to Greater Banjul Area and Upper River region, two areas that did not receive funding. However, the resources that were reallocated to the two unfunded regions were not sufficient to cover the needs for all targeted children. In order to ensure the continuity of meals, the rations were revised and children were provided with reduced meal rations.

Capacity development activities were greatly affected as providing school meals to children was prioritised considering the limited available resources. The cash-based transfers (CBT) pilot to 24 schools was fully funded.

A budget revision is being planned for the Development project (DEV 200327) in 2017, taking into account both the cash and in-kind available resource. With positive results of community ownership in the CBT through a community procurement method, WFP will continue to engage donors to support the expansion of the cash-based pilot and simultaneously boost local procurement thereby providing income to smallholder farmers.

A critical resource shortfall under the PRRO in 2016 continued to challenge WFP's efforts in assisting to rebuild livelihoods and transition to recovery in The Gambia.

With malnutrition rising in 2015, and even though prevention of malnutrition for children aged 6-23 months was planned for the lean season (June–October), it was necessary to reschedule this activity to early 2016. The worsening food insecurity and increase in malnutrition made it increasingly difficult to prioritise one community over the other. However, with an in-kind contribution of SuperCereal Plus and accompanying operational cost received from the US in late 2015, WFP continued with blanket supplementary feeding to prevent malnutrition among children aged 6 -23 months in the most vulnerable region (Upper River Region) in January and February 2016. As a result of the funding constraints, prevention of malnutrition was suspended in March 2016, while treatment of acute malnutrition for children aged 6-59 months and pregnant and lactating women, and CBT to households were not carried out in 2016.

Due to the long suspension of targeted supplementary feeding for the treatment of malnourished children and pregnant and lactating women and of CBT to food insecure households, and limited resources for blanket supplementary feeding for the prevention of malnutrition among children, the expected impact of the project on the food security situation of households and nutritional status of women and children remains limited. WFP extended the PRRO in support of food insecure households, malnourished children, and pregnant and lactating women to 2017.

Although the 2016 funding situation was rather challenging, there is a high probability of receiving a contribution from the European Commission (EC) for a multi-year United Nations joint programme with the Food and Agriculture Organization of the United Nations (FAO) and United Nations Children's Fund (UNICEF). A multilateral contribution received late 2016 from Ireland will cover nutrition activities in 2017. WFP will continue to engage with donors to mobilize resources for CBT and disaster risk management activities that are not currently covered by the EC fund.

WFP's immediate response to assisting households affected by windstorm, heavy rainfalls and flooding in mid-August was fully supported by the Immediate Response Account (IRA). The funds facilitated the purchase of equipment for the registration of affected people in SCOPE, WFP's digital beneficiary and transfer management platform. WFP Gambia for the first time is moving away from manual registration to electronic registration.

Achievements at Country Level

Capacity strengthening was provided in all areas of implementation such as procurement, tendering, monitoring and supervision at national, regional and community levels. At the central level, WFP provided assistance in the development of the country's School Feeding Policy. Regular stakeholder planning and project review meetings

were held to discuss challenges and achievements with partners from key sectors such as education, agriculture and health.

At the regional level, WFP staff worked with the Regional Education Department staff in the alignment of school meals within the overall regional education operations. Training was provided for cluster monitors to effectively embed school meals monitoring within school monitoring activities. At community level, all schools have instituted food management committees comprising of school and community members. WFP provided management training for 240 members of these committees. Fifty (50) percent of the committee members were women.

In a bid to assist the Government in making an informed choice on the most cost-effective and efficient model of school meals programme, WFP and regional stakeholders implemented two cash-based transfer (CBT) pilot initiatives of school meals in 24 schools: a caterer-managed school meals programme and a community-managed school meals programme. The pilot initiatives aimed to boost local production and local procurement.

Eighty-five (85) percent of the food consumed in the CBT pilot schools were locally grown. Purchases of food commodities (salt, beans and rice) were completed from seven smallholder farmer cooperatives. Salt was purchased from a cooperative group with 100 percent female membership, while women made up 50 percent of the membership in the six remaining cooperatives. All the food commodities supplied by smallholder farmers were channelled through local women traders. Within the current scheme, employment opportunities were created for community members to prepare meals and take care of kitchens and storage.

Children aged 6-23 months were reached for two months in 2016 through blanket supplementary feeding in three districts in Upper River Region. Due to resource constraints, WFP could not reach affected people in the livelihoods and nutrition treatment activities of the PRRO.

The registration of intended recipients through SCOPE was completed for households to be supported under the IR-EMOP. However, due to the political and security situation in the country no transfers could be completed before the end of the year.

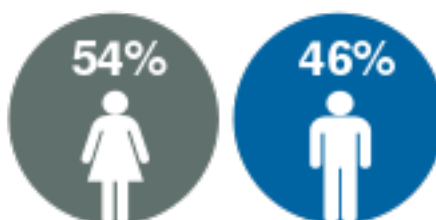
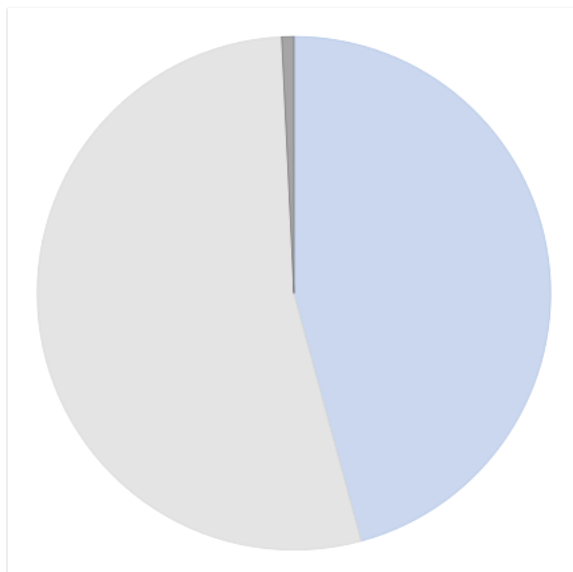


Annual Country Beneficiaries

Beneficiaries	Male	Female	Total
Children (under 5 years)	49,412	57,730	107,142
Adults (18 years plus)	-	821	821
Total number of beneficiaries in 2016	49,412	58,551	107,963

Country Beneficiaries by Gender and Age

- Children (under 5 years)
- Children (5-18 years)
- Adults (18 years plus)
- Children (under 5 years)
- Children (5-18 years)
- Adults (18 years plus)



Annual Food Distribution in Country (mt)

Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Development Project	1,066	76	322	-	18	1,482
Single Country PRRO	-	-	-	63	-	63
Total Food Distributed in 2016	1,066	76	322	63	18	1,545



Cash Based Transfer and Commodity Voucher Distribution (USD)

Project Type	Cash	Value Voucher	Commodity Voucher
Development Project	52,794	-	-
Total Distributed in 2016	52,794	-	-

Supply Chain

Commodities were procured through international, regional, local purchases and the Global Commodity Management Facility (GCMF). Some quantities procured locally were sent directly to the schools, while international and regional purchases were delivered to the WFP warehouses in Kanifing. The hub for local purchases was in the Central River and North Bank regions.

WFP worked closely with partners – such as the Ministry of Basic and Secondary Education, Food and Agriculture Organization of the United Nations (FAO), Ministry of Agriculture, The Gambia Standards Bureau, Food Safety and Quality Authority, National Agricultural Research Institute and National Nutrition Agency – at different stages along the value chain to address challenges encountered in local procurement. These challenges were mainly: inadequate quantity of surplus or aggregation of locally grown commodities, limited storage space and low processing capacity of smallholder farmers. These challenges hampered the prospects of acquiring the total amount of locally produced food as per the annual procurement plan.

Commodities were purchased internationally through the GCMF stocks and arrived at Banjul Port via international shipment. In situations where regional purchase is the feasible option, procurement is done through the regional bureau in Dakar and consignments arrive by road using overland transport. Proper storage and handling processes/procedures are in place to minimise losses and pilferage at the central warehouse level. At the field level, guidance on proper food management and storage procedures are provided to the storekeepers at the school level during monitoring and other routine visits.



Annual Food Purchases for the Country (mt)

Commodity	Local	Regional/International	Total
Beans	52	-	52
Rice	70	2,138	2,208
Total	122	2,138	2,260
Percentage	5.4%	94.6%	

Annual Global Commodity Management Facility Purchases Received in Country (mt)

Commodity	Total
Rice	250
Split Peas	312
Vegetable Oil	140

Commodity	Total
Total	702

Implementation of Evaluation Recommendations and Lessons Learned

The main findings of the 2016 PRRO 20557 evaluation states that “PRRO has not changed the underlying causes that heightened people's vulnerability in 2011/2012 and slowed recovery”. Specifically, the following recommendations were made in the PRRO evaluation report: (i) adopt strategies for maximising nutritional benefits and sustaining recovery rates for beneficiaries; (ii) facilitate the creation of a central early warning system for The Gambia; (iii) take proactive measures against gender bias and inequality; and (iv) strategically strengthen monitoring and evaluation (M&E) coverage.

These recommendations are yet to be implemented due to limited resources availed to the PRRO. However, the following plans have been made in the last budget revision that will address the recommendations above: (i) intensify socio-behavioural change communication activities on nutrition to improve community-level knowledge and practice on nutrition and discourage sharing of rations thereby ensuring that rations are adequately consumed by targeted people – through training of village support groups and food management committees; (ii) set up a national early warning system within the Government, possibly managed by a dedicated national agency; (iii) target severely food-insecure households through food assistance for training activities through cash transfers only; and (iv) operationalize an M&E strategy that has been developed to strengthen M&E capacity and coverage. In addition, third party non-governmental organizations (NGOs), community-based organizations or community volunteers will be engaged in conducting monitoring of WFP-supported interventions including moderate acute malnutrition treatment activities. WFP will use the latest information available in the 2016 Comprehensive Food Security and Vulnerability Analysis (CFSVA) and the nutrition surveillance reports to fine-tune the targeting criteria (location and intervention activity) for populations to assist. The Government has also formally requested WFP to provide technical inputs and deepen its involvement in the planning process for establishing the national early warning system. Gender issues will also be mainstreamed in targeting criteria and trainings.

A mid-term review of the Development Project 200327 conducted jointly with the Ministry of Basic and Secondary Education highlighted ownership and engagement at high level as key for a successful transition to full hand-over by 2020. The review recommended a signed hand-over agreement with the Government, including a way forward. Currently, there is no hand-over strategy in place for the school meals programme. It is noted that the school meals hand-over process works best when accompanied by a sustainable resource mobilization strategy to ensure food is available to the children at all times. More efforts are also required in making school meals more nutritious; this in part started by adapting school menus to local diets through a pilot cash-based transfer that started for 24 schools in 2016. Agreeing on a comprehensive hand-over plan will be one of the priorities in 2017.

The priority in the implementation of the school meals programme is the operationalization of the updated School Meals Policy which will expand on the existing policy approved under the current (2016–2030) education policy. The operationalization of the policy will outline all aspects of the implementation of the school meals programme by different stakeholders at the national, regional, school and community levels.

Based on previous experience, another important lesson learned is the importance of strengthening regional educational directorates and school meals management at the school level, and advocacy for school meals at the national level. WFP staff continue to assist the regional education directorates through coaching and support of government partners to ensure greater national ownership. A strong community engagement strategy enhances community ownership and participation in ensuring successful implementation of a sustainable school meals programme. For a successful home-grown school feeding programme, there is a need for adequate food availability, through increased productivity and available milling, processing and storage facilities, without which supply of required food stocks would be limited.

One of the main recommendations of the rapid joint assessment that preceded the start of the IR-EMOP 201036 was the provision of food assistance to affected households for three months to avert the deterioration in food security situation of the vulnerable households whose livelihoods and assets were directly affected. A major lesson learned during the implementation of the IR-EMOP was the importance of coordination with all relevant actors for an efficient and quick response. In addition to the resources, it is also crucial to have all the required technical expertise available from the onset of implementation.

Project Objectives and Results

Project Objectives

The Immediate Response Emergency Operation (IR-EMOP) aimed to assist households affected by floods and windstorm during the August and September 2016 rainy season to recover from the shock and also safeguard their food and nutrition security. The project is aligned with the government strategies on food security, disaster risk reduction and response, and is in line with WFP Strategic Objective 1, Save lives and protect livelihoods in emergencies.



Approved Budget for Project Duration (USD)

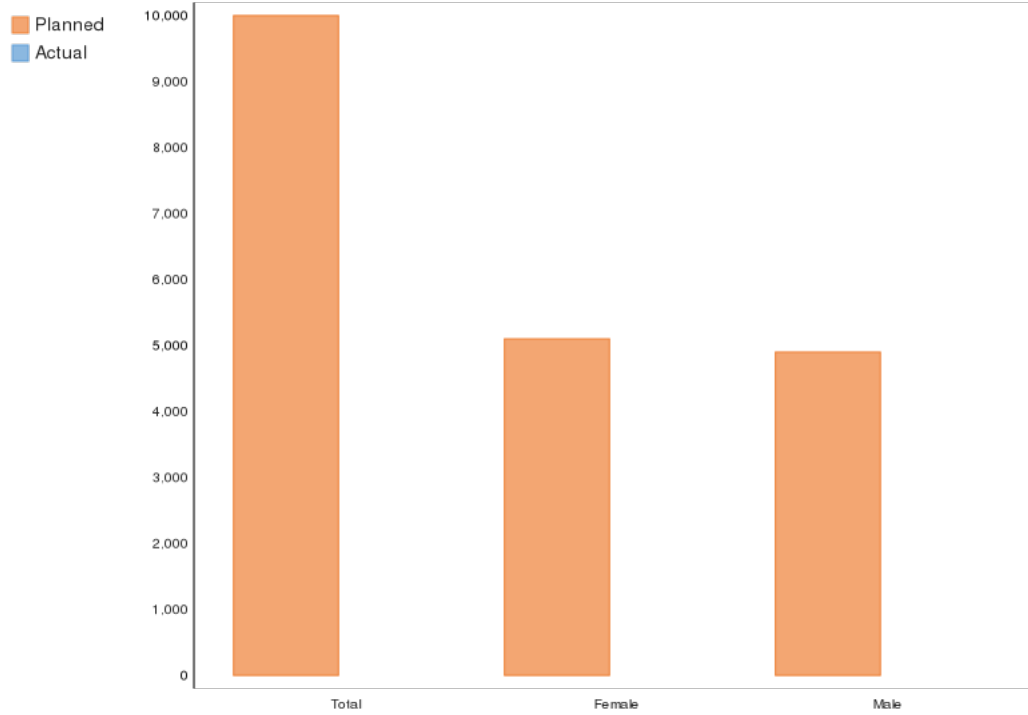
Cost Category	
Direct Support Costs	81,481
Indirect Support Costs	27,302
Cash & Voucher and Related Costs	308,543
Total	417,326

Project Activities

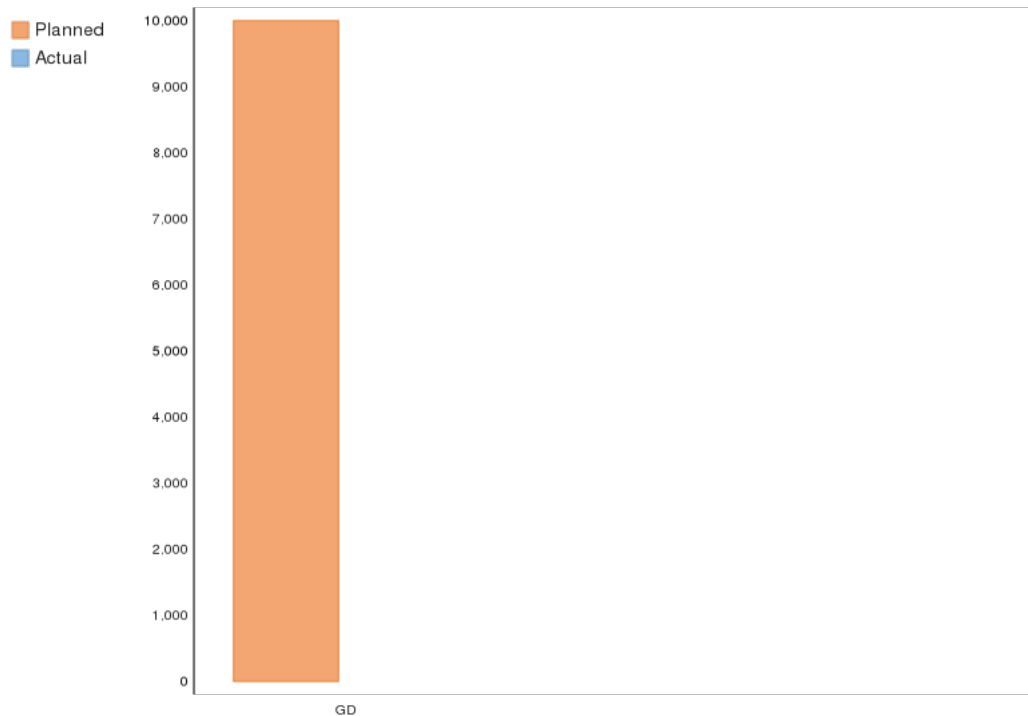
The assistance under the IR-EMOP was planned for three months starting in November 2016. Registration of recipient households and sensitisation of local communities on the targeting mechanism for the IR-EMOP were completed. However, none of the targeted people were reached for assistance in 2016 due to the political impasse that resulted from the disputed presidential elections and threw the country into turmoil.

The operational partners for the IR-EMOP included the National Disaster Management Agency, the United Nations Children's Fund (UNICEF), United Purpose, Gambia Red Cross Society and ActionAid International. The partnerships were formed in the areas of rapid and multi-sectorial assessments, sensitisation and targeting.

Annual Project Beneficiaries



Annual Project Beneficiaries by Activity



GD: General Distribution (GD)



Cash Based Transfer and Commodity Voucher Distribution for the Project (USD)

Modality	Planned (USD)	Actual (USD)	% Actual v. Planned
Cash	192,000	-	-
Total	192,000	-	-

Results/Outcomes

In order to determine the extent of the damage and number of people affected, and to adequately meet the immediate and longer term livelihood needs of affected people, a multi-sectorial task force involving the Government, United Nations (UN) agencies, and non-governmental organizations (NGOs) was set up to undertake a rapid Joint Assessment Mission to visit the worst affected areas. The assessment was to provide an update on the situation and complement the information already provided by the National Disaster Management Agency through their regional channels.

According to the rapid assessment information received through the National Disaster Management Agency vulnerability and reporting structures nearly 10,000 people were affected. Twenty-six (26) percent of the people affected were children under 5 years, 33 percent were between the ages of 6-17, 37 percent were between the ages of 18-65 and 5 percent were over 65 years. Forty-four (44) women were reported to be pregnant. Even though the assessment was unable to determine the psycho-social impact of the damage on the adolescent health and social well-being, it was observed that these groups were usually the first to seek shelter or accommodation in the community in case of collapsed houses or dwelling places resulting from the disasters.

About 10 focus group discussions and 40 household interviews were conducted in about 35 villages/communities across all six regions. The teams also conducted site inspection of affected houses, rice fields and infrastructure. Interviews were also conducted with regional education, health and agriculture directorates including livestock in all the regions to ensure the affected sectors and households are adequately captured.

Following the assessment, about 8,000 people were registered for assistance by WFP via the SCOPE platform. The main goal of the intervention is to stabilise the food and nutrition security of the affected households. Since the planned cash-based transfer (CBT) activities did not take place in 2016, information is not available on the food security outcomes of the intervention.

Transfer related activities for the IR-EMOP were yet to start. Fifty-two (52) percent of the targeted population are women. Partnership opportunities were explored with women and gender advocacy organizations to conduct sensitisation of affected households on gender issues during cash transfers.

Figures and Indicators

Data Notes

Cover page photo © WFP/ Mustapha Jammeh

A compound eroded by the flooding in Bakadaji, Central River Region.

Overview of Project Beneficiary Information

Table 1: Overview of Project Beneficiary Information

Beneficiary Category	Planned (male)	Planned (female)	Planned (total)	Actual (male)	Actual (female)	Actual (total)	% Actual v. Planned (male)	% Actual v. Planned (female)	% Actual v. Planned (total)
Total Beneficiaries	4,900	5,100	10,000	-	-	-	-	-	-
By Age-group:									
Children (under 5 years)	1,600	1,700	3,300	-	-	-	-	-	-
Children (5-18 years)	1,700	1,700	3,400	-	-	-	-	-	-
Adults (18 years plus)	1,600	1,700	3,300	-	-	-	-	-	-
By Residence status:									
Residents	4,900	5,100	10,000	-	-	-	-	-	-

Participants and Beneficiaries by Activity and Modality

Table 2: Beneficiaries by Activity and Modality

Activity	Planned (food)	Planned (CBT)	Planned (total)	Actual (food)	Actual (CBT)	Actual (total)	% Actual v. Planned (food)	% Actual v. Planned (CBT)	% Actual v. Planned (total)
General Distribution (GD)	-	10,000	10,000	-	-	-	-	-	-

Annex: Participants by Activity and Modality

Activity	Planned (food)	Planned (CBT)	Planned (total)	Actual (food)	Actual (CBT)	Actual (total)	% Actual v. Planned (food)	% Actual v. Planned (CBT)	% Actual v. Planned (total)
General Distribution (GD)	-	10,000	10,000	-	-	-	-	-	-

Participants and Beneficiaries by Activity (excluding nutrition)

Table 3: Participants and Beneficiaries by Activity (excluding nutrition)

Beneficiary Category	Planned (male)	Planned (female)	Planned (total)	Actual (male)	Actual (female)	Actual (total)	% Actual v. Planned (male)	% Actual v. Planned (female)	% Actual v. Planned (total)
General Distribution (GD)									
People participating in general distributions	4,900	5,100	10,000	-	-	-	-	-	-
Total participants	4,900	5,100	10,000	-	-	-	-	-	-
Total beneficiaries	4,900	5,100	10,000	-	-	-	-	-	-