



Sustainable Financing Initiative
for School Health and Nutrition (SFI)

School Meals Financing Rapid Assessment

Senegal

April 2022

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Acronyms and abbreviations

AFD	Agence Française de Développement
AMOPAR	Appui à la mise en oeuvre du plan alimentaire du département de Rusfique (Support for the implementation of the food plan of the department of Rusfique)
CBTM	Cash-Based Transfer Modality
CSP	Country Strategic Programme

CRS	Catholic Relief Services
DCaS	Division des Cantines Scolaires (School Canteens Division)
FCFA	Franc CFA
FFE	Food for Education
GHI	Global Hunger Index
GMSANE	Groupe Multisectoriel sur l'Alimentation Scolaire et la Nutrition (Multisectoral Group on School Food and Nutrition)
GPE/PME	Global Partnership for Education/ Partenariat Mondial pour l'Education
GRDR	Groupe de Recherche et de réalisations pour le Développement Rural
IA	Inspection d'Académie (Academy Inspectorates)
IEF	Inspection de l'Education et de Formation (Education and Training Inspectorates)
MEN	Ministère de l'Education Nationale (Ministry of National Education)
PADES-RR	Programme d'Appui au Développement de l'Education au Sénégal, Riposte et Résilience à la Covid-19 (Support Programme for Education Quality in Senegal, Response and Resilience)
PAQUET	Programme d'amélioration de la qualité, de l'équité et de la transparence (Programme for Improving Quality, Equity and Transparency in the Education and Training Sector)
PNCS	Programme National de Cantines Scolaires (National School Canteen Programme)
NIAMDE	Programme to support the resilience of food systems in 10 vulnerable departments of Senegal for post-covid social and economic recovery
REPAS	Réseau des Parlementaires pour la Promotion de l'Alimentation Scolaire et la modernisation des daaras au Sénégal (Network of Parliamentarians for the Promotion of School Feeding and the modernisation of daaras in Senegal)
SDG	Sustainable Development Goal
SY	School Year
WFP	World Food Programme

1. National context

1.1. Levels of reported malnutrition among school age children

According to the WFP, food insecurity and malnutrition in Senegal stand at 7.2% and 8.2% respectively, with major regional disparities (ENSANR 2019). During the 2020 lean season, about 770,000 people were estimated to be food insecure, a 124% increase compared to 2019. Senegal is frequently subject to climate hazards, especially in the North. Insufficient food production, droughts, land degradation, high food prices and low resilience have further compounded food insecurity¹.

According to the Global nutrition Report², Senegal's efforts in the area of nutrition led to some progress towards:

- Achieving the low-birth-weight target, with 18.5% of infants having a low weight at birth (in 2015, from 22% in 2000³).
- Exclusive breastfeeding, with 42.1% of infants aged 0 to 5 months exclusively breastfed (in 2017, from 32,4% in 2014⁴)
- Achieving the target for stunting, but 17.9% of children under 5 years of age are still affected, which is lower than the average for the Africa region (30.7%).

However, Senegal has not made progress towards achieving the target for wasting, with 8.1% of children under 5 years of age affected, which is higher than the average for the Africa region (6.0%). The prevalence of overweight children under 5 years of age is 2.3% and Senegal has not made progress to reduce this increasing figure.

In the 2021 Global Hunger Index⁵, Senegal ranks 66th out of the 116 countries with sufficient data to calculate 2021 GHI scores. With a score of 16.3, Senegal has a level of hunger that is moderate.

Information on school-aged children's nutrition is scarce, but a study carried out in 2015 on a sample of 604 children aged from 5 - 17 years in urban areas in and around Dakar concluded that many school-aged children in urban Senegal have a poor nutritional status, illustrated by the high prevalence of iron and zinc deficiency, as well as the fact that iodine intake was either too low or too high in over half of the children. Although the low rate of stunting in the population suggests adequate nutrition during the first years of life, the prevalence of thinness going up to almost 20% remains alarming.

The study highlighted that the transition from home meals in the preschool period to self-catering at school is most likely the basis for these nutritional problems. The study stresses therefore the need for nutritional interventions to improve dietary quality and quantity of school children in Senegal.

1.2. National school feeding policy – aims and objectives

Short history of School feeding policies in Senegal

Senegal has a long history of school feeding dating back to the 60's. In recent years, the government has demonstrated commitment to school feeding by setting up a line of credit of 500 million CFA since 2006 (increased to 1.2 billion in 2008 but its actual provision is very fluctuant) and by creating the School Canteens Division (Division des Cantines Scolaires, DCaS) in 2009 to ensure the steering and coordination of canteens. Housed in the General Secretariat of the Ministry of Education, it

¹ <https://docs.wfp.org/api/documents/WFP-0000121031/download/>

² <https://globalnutritionreport.org/resources/nutrition-profiles/africa/western-africa/senegal/>

³ <https://data.worldbank.org/indicator/SH.STA.BRTW.ZS?locations=SN>

⁴ <https://data.worldbank.org/indicator/SH.STA.BFED.ZS?locations=SN>

⁵ <https://www.globalhungerindex.org/senegal.html>

relies, at the decentralised level, on canteen officers in the Inspections d'Académie (IA) and the Inspections de l'Education et de la Formation (IEF).

The main characteristic of school feeding in Senegal is its vulnerability due to its heavy dependence on partners (particularly the WFP, which provides in average +/- 80% of the total funding), and a continuous decline in the coverage rate for several years due to the weakness and instability of the resources allocated by the State and partners, who are finding it increasingly difficult to mobilise the resources necessary to cover planned needs.

Indeed, after having reached a rate of 53% of schoolchildren (917,750 pupils, nearly 4,800 schools) during the year 2011/2012 following the mobilization of partners and the state to mitigate the 2008 food crisis' effects, the coverage of school canteens is now less than 20% of public elementary schools. This figure covers the interventions of the state (direct allocation to 1,050 elementary schools, 205,000 pupils, unfortunately not granted during the last three school years), WFP (1,261 schools, 235,000 pupils) and Counterpart International (270 schools, 50,000 pupils).

Currently in drafting national school feeding Programme in rural and suburban areas – aims and objectives

School feeding is a significant element of the strategy to expand access and improve the quality of education/learning, as targeted by the Programme for Improving Quality, Equity and Transparency in the Education and Training Sector (PAQUET 2018-2030) and is a social protection instrument integrated into the National Social Protection Strategy (SNPS 2016-2035). It is included in the Multisectoral Nutrition Development Plan (2016/2025) and the National Strategy on Food Security and Resilience (SNSAR 2015-2035). At least partly as a consequence of an important and coordinated lobbying effort from partners (WFP, Counterpart, CRS, GRDR...) and the Ministry of Education (MEN) and especially its DCaS, school feeding is currently benefiting from a renewed political will and commitment. President Macky Sall included the launch of a Canteen Programme as part of his «Liggëyeul Ellëk » (meeting the future) Programme.

In this context, the WFP is currently drafting with the government, under the leadership of the MEN and its DCaS, a national school feeding programme. This programme would implement the President Macky Sall's ambition to resolutely enhance school canteens.

This document defines a five-year intervention framework that advocates a gradual implementation, targeting the most vulnerable areas according to the prevalence of food insecurity, malnutrition and school performance with an intervention based on the use of local production through the numerous local initiatives previously developed in several localities. The proposed intervention plans to include intensive capacity building activities to be provided by WFP to actors involved in the implementation and proposes a plan for a gradual full takeover of the intervention by the MEN, at the end of this initial 5-year phase.

To support this programme, the Ministry of Education has initiated a transition process for the implementation of a national autonomous and sustainable school feeding programme, including the introduction of a law on school feeding, the updating of the School Canteen Policy Document (drawn up in 2012) and the School Canteen Implementation and Management Guide (drawn up in 2012 and updated in 2016). In this context, the MEN has also set up a Multisectoral Group on School Food and Nutrition (GMSANE) to ensure, under its authority, the coordination of interventions and to promote better synergy of actions between all actors involved in school food.

The general objective of this draft Programme is “providing regular nutritious school meals to schoolchildren, primarily in rural areas and disadvantaged peri-urban centres, with a view to

contributing to the achievement of the objectives of education, social protection and health of schoolchildren, as well as strengthening the resilience of the education system”.

It sets five specific objectives:

1. Strengthen children's access to and retention in school as a social safety net for children from vulnerable households and as a tool for reducing social and geographical disparities
2. Improve children's nutritional status through the consumption of healthy and nutritious food for school children living in disadvantaged areas
3. Promote the purchase of local products contributing to household resilience in vulnerable areas with market opportunities for agricultural producers and other economic actors
4. Strengthen the resilience of the education system (Response/Resilience COVID-19 and future crises)
5. Strengthen the capacity of the Government to implement a national self-sufficient and sustainable school feeding programme based on local production.⁶

2. Current programme

Currently (in 2022), all school canteens in primary schools and pre-schools are operated by partners and therefore covered in Section 4 Donor financing. For school year 2020-21, the government has only reported⁷ spending 388 000 000 FCFA (\$653 500) allowing to feed 123 500 students in secondary public schools.

As a result, this section covers the draft National School Canteen Programme (PNCS) currently elaborated by the WFP for the government. It must be noted that the Programme document this section is based on is a draft provided informally by the WFP and not agreed by the government of Senegal at this stage. All this information is therefore provisional and for confidential use.

2.1. Number of children targeted/reached

As mentioned in section 1.2, the draft Programme is currently designed over 5 years.

The following table shows the targeted evolution of the number of targeted children for primary schools over the 5 years:

Number of children targeted for Primary schools over the course of the draft Programme				
Years	Number of schools	EFFECTIFS		
		Boys	Girls	TOTAL
Year1 (Mar- Dec2022)	762	61 227	67 320	128 547
Year2 (Jan-Dec 2023)	1 525	122 259	134 834	257 094
Year3 (Jan-Dec 2024)	4 842	383 939	439 211	823 150
Year4 (Jan-Dec 2025)	7 802	627 307	698 996	1 326 303
Year5 (Jan-Dec 2026)	7 802	634 365	706 530	1 340 895
TOTAL	7 802	634 365	706 530	1 340 895

The following table shows the final objective during year five (i.e. the maximum number of children) for each other type of school covered.

⁶ Source : WFP, Ministry of Education of Senegal, Mise en place d’un Programme national de cantines scolaires en zones rurales et périurbaines, Document de programmation opérationnelle, budgétisée, février 2022 (not public as currently in drafting, provided by the WFP).

⁷ Answers to the 2021 Global Child Nutrition Global Survey, provided by DCaS

Number of children targeted Year 5				
School level	Number of schools (year 5 out of 5)	Girls	Boys	Total (year 5 out of 5)
Pre schools	1 197	40 516	37 306	77 822
High Schools	705	138 585	136 461	275 046
Islamic schools	540	15 277	15 277	30 554
Total	2 442	194 378	189 044	383 422

The Programme has not started yet so there are no children reached under it at this stage.

2.2. Brief summary of relevant evaluation evidence

The draft Programme does not formally include evaluation evidence for former programmes.

A 2013 study⁸ evaluated the impact of school canteen programs on the performance of rural primary schools in Senegal through a "randomized experiment". 120 schools that have never been equipped with school canteens have been selected in the four poorest regions of Senegal. They were randomly assigned to the control and treatment groups. Second (CP) and Grade 4 (CE2) students were observed in each of the selected schools.

The following results were observed:

- Canteens have a positive and significant impact on the overall grade 2 score (10.56 points). This result is confirmed both in mathematics (12.32 points) and in French (8.72 points). However, the impact is not significant for very old children at CP (over 10 years).
- In terms of gender, the study shows a difference in impact in favour of girls in the fourth year.
- Canteens have more impact on the cognitive skills of the youngest (aged between six and seven years). The skills in memorization (33.23 points) and reasoning (23.92 points) improve the most. The results are all significant at the 5% level.
- However, school canteens do not improve the internal efficiency of public primary schools: dropouts and repetition have decreased, but none of the results are statistically significant.
- While improving the dietary intake of children receiving school meals, canteens also have positive externalities in the dietary intake of children living with direct beneficiaries.

These results highlight the existence of significant benefits that can be derived from the provision of hot meals at school. However, the question arises as to whether other less costly interventions (iron supplementation, deworming, providing breakfast rather than lunch etc.) would be more cost-effective.

In 2018, the WFP carried out an evaluation focused on its cash-based transfer modality (CBTM, transferring cash to school for them to locally buy the commodities instead of providing all of these commodities), which is the modality envisaged in the draft programme.

The conclusions of this evaluation were:

- The decision to reduce food inputs and introduce a cash transfer modality to schools is appropriate, in line with government and WFP orientations.

⁸ Diagne, Abdoulaye & Diallo, Fatoumata L. & Moustapha LO, Mouhamadou, 2013. "Évaluation de l'impact des programmes de cantines scolaires sur l'efficacité interne des écoles, les acquisitions cognitives et les capacités d'apprentissage des élèves dans les écoles primaires rural," PEP Working Papers 164282, Partnership for Economic Policy (PEP).

- With the CBTM, WFP has demonstrated that school canteens management can be decentralized, managed by the schools.
- This change in intervention modality has been carried out in a context of reduced resources, which undermines the effects of the CBTM. WFP is having difficulty ensuring acceptable annual coverage in some IEFs. Complementary funding is available (and others can be mobilized) to supplement WFP support, but the linkage between the various supports suffers from a lack of coordination: there is no space for consultation to coordinate activities, nor are there action plans adapted to combine supports.
- The adoption of the CBTM was carried out very quickly, without taking the time to carry out certain prior analyses, adjust the manual of procedures, which is now obsolete; and understand the difficulties that arise in certain contexts.
- The most convincing effect of the MCBT can be seen in the local economy through the revitalisation of local shops.
- Measures to take into account the specific needs of women and certain key actions such as support for the inclusion of local products in school baskets are absent from the programmes; and the tools needed to measure the expected effects are not in place.

On its side, the DCaS highlighted two main lessons the MEN is drawing from Senegal's previous experience with school canteens, and which served as a basis to push for a national programme:

- Sustainability requires the core functions of a school feeding programme to be nationally funded. The current dependency on international partners has led to important fluctuation in available funding and an insufficient coverage.
- Monitoring and Evaluation (M&E) tools have to be steered at the national level, while being inclusive of all partners' needs and decentralised in its functioning. The Ministry has therefore worked on its M&E system (called Balise) in order to digitalise it and to make sure that it was useful and relevant to all partners so they would contribute to it.

2.3. Line ministry responsible for delivery

The implementation of the National School Canteen Programme (PNCS) would be carried out by WFP in close collaboration with and under the general supervision of the Ministry of Education through its central services, in particular the School Canteen Division (DCaS) and the Academy Inspectorates (IA) and the Education and Training Inspectorates (IEF), each of which has canteen officers dedicated to the monitoring of the programme at the deconcentrated level.

As the model promoted is an integrated one, other Ministries such as the Ministry of Agriculture and Rural Equipment, the Ministry of Livestock, the Ministry of Fishery or the Ministry of Health would also be involved. The Multisectoral Group on School Food and Nutrition (GMSANE) set up by the MEN in 2022 aims to ensure, under its authority, the coordination of interventions and to promote better synergy of actions between all actors involved.

3. Public financing

3.1. Level of financing from national and local government

National government

In theory, the MEN has had a credit line allocated to canteen from 2006 to the decentralisation reform of 2014, during which it was merged together with the rest of the operating budget allocated by the central state to decentralised levels, which are supposed to allocate a minimum of 16% of this operating budget to canteens. However, documentation granular enough to follow the MEN's budget, and a fortiori of canteen related expenses is not publicly available. Interviews have shown that the budget provided by the MEN since school year 2017-18 Has been too low to allow schools to implement canteens. For school year 2020-21, the government has only reported⁹ spending 388 000 000 FCFA (\$653 500), allowing to feed 123 500 students in secondary publics schools.

An analysis carried out in 2019¹⁰ shows that while the budget dedicated to education has consistently risen between 2010 and 2018, this rise was necessary to cope with demographic pressure, especially by recruiting more teachers. For the MEN in 2018, 79.3% of expenditure went to salaries and wages, 17% to operations and 2.6% to investments. When looking at the education budget excluding salaries, it appears clearly that the proportion of expenditure dedicated to higher education and research constitutes the largest share of the overall the largest share in the overall budget dedicated to education (65% in 2018). The share for primary education in the total education budget has decreased drastically from 31% in 2010 to 14% in 2018. When analysing per capita expenditure by level of education, primary education is significantly underfunded compared to higher education. In 2018, the state spent more than one million CFA francs for a student at the tertiary level against 19,498 CFA francs for a student enrolled at the primary level.

In 2022, a budget of 1bn FCFA (1 700 000USD) was specifically allocated to canteens in order to kick start the national programme. It will be complemented by the contribution of partners, estimated at 5 billion FCFA, amounting to a total budget of 6 billion FCFA (USD10mio) for school canteens.

Local government

As mentioned above, schools are supposed to allocate at least 16% of their operating budget to canteens. However, on the one hand, this budget is often too low for it to be able to cover canteens and this allocation is not mandatory, meaning that there is no control.

When it launched its NIAMDE project¹¹, the GRDR conducted an assessment of the budgetary capacities of local authorities as part of its baseline study. It shows that they have very little financial capacity to support school canteens, if one refers to the budgets allocated to education. In both urban and rural areas, local authorities lack financial resources. In the absence of money, they offer their services to broker partnerships with local actors to finance canteen activities. Another way they could participate is by allocating land to create school fields and kitchen gardens to support the

⁹ Answers to the 2021 Global Child Nutrition Foundation's Global Survey, provided by DCaS

¹⁰ UNICEF, Save the Children, Ministère du Plan et du Développement, 2019 Analyse du Budget de l'Éducation au Sénégal, Promouvoir des investissements en faveur des enfants, 2019 https://www.economie.gouv.sn/sites/default/files/2021-04/OSBS_Analyse%20Budget%20de%20l%27Education_SN.pdf

¹¹ NIAMDE « *Appui à la résilience des systèmes alimentaires dans 10 départements vulnérables du Sénégal pour un relèvement social et économique post-Covid* » targeting 7 030 vulnerable children through 57 school canteens from Nov 2020 to June 2022, document provided by the GRDR.

canteens. A minority of local authorities (2 of the 17 municipalities surveyed) advocated that a budget line should be set aside for school canteens.

However, as part of the lobbying in favour of school canteen in the context of the upcoming law on school feeding, a network of parliamentarians for the promotion of school feeding and the modernisation of daaras in Senegal (REPAS) was launched in 2021. Its main ambition is to mobilise parliamentarians to advocate for the modernisation of daaras and the institutionalisation and funding of school canteens in Senegal.

3.2. Revenue source (i.e., general taxation, earmarked taxation)

In 2022 a special line was set up to kick start the National Programme. So far, there is no specific revenue sources for school canteens.

3.3. National vs Local government mobilisation & expenditure

At the national government level, budget has fluctuated and has generally been lower than the theoretical mobilisation.

There is no robust data to follow local government mobilisation & expenditure.

3.4. Financing by level of school system

The budget of the currently in drafting National Programme of School Feeding show the following levels of financing required for primary schools over the 5 years¹²:

Primary schools				
Priority level	Years	Nb of schools	Nb of children	Budget (FCFA)
Priority 1	Year 1 (mars-déc2022)	762	128 547	1 361 099 824
	Year 2 (jan-déc2023)	1 525	257 094	4 899 959 367
	Year 3 (jan-déc2024)	4 842	823 150	15 688 431 287
Priority 2	Year 4 (jan-déc2025)	7 802	1 326 303	25 278 033 749
	Year 5 (jan-déc2026)	7 802	1 340 895	26 011 096 728
TOTAL		7 802	1 340 895	73 238 620 956

¹² WFP, Ministry of Education of Senegal, Mise en place d'un Programme national de cantines scolaires en zones rurales et périurbaines, Document de programmation opérationnelle, budgétisée, février 2022 (not public as currently in drafting, provided by the WFP).

For other levels (preschools/ nurseries (écoles maternelles et Cases des tout petits), high schools (collèges and lycées) and islamic schools (daaras modernes)) the expected required financing levels are as follow:

Pre-schools (écoles maternelles et case des tous petits)					
YEARS	Nbr	EFFECTIFS			COST (FCFA)
		Girls	Boys	Total	
Year1	293	10 097	8 934	19 031	77 558 933
Year2	293	11 208	9 917	21 125	258 271 248
Year3	705	23 604	22 196	45 800	559 955 085
Year4	966	32 674	30 085	62 760	767 308 220
Year5	1 197	40 516	37 306	77 822	951 462 193
TOTAL	1 197	40 516	37 306	77 822	2 614 555 681

High schools (collèges)					
YEARS	Nbr	EFFECTIFS			COST (FCFA)
		Girls	Boys	Total	
Year1	175	34 129	33 983	68 112	626 402 246
Year2	175	36 518	36 362	72 880	2 010 751 211
Year3	359	68 441	71 542	139 983	3 862 136 100
Year4	569	111 762	110 049	221 811	6 119 758 590
Year5	705	138 585	136 461	275 046	7 588 500 651
TOTAL	705	138 585	136 461	275 046	20 07 548 798

Islamic schools (Daaras modernes)					
YEARS	Nbr	EFFECTIFS			COST (FCFA)
		Girls	Boys	Total	
Year1	135	4 050	4 050	8 100	84 798 526
Year2	135	4 220	4 220	8 440	303 129 980
Year3	270	8 270	8 270	16 540	594 041 668
Year4	405	12 320	12 320	24 640	884 953 357
Year5	540	15 277	15 277	30 554	1 097 342 163
Total	540	15 277	15 277	30 554	1 964 265 693

3.5. Is funding adequate and consistent with programme delivery goals

The level of funding necessary to extend the coverage according to the draft Programme's objectives rises steeply over the 5 years, from 1.3billion FCFA for year 1 to 4.9 billion FCFA for year 2 and 26 billion FCFA for year 5, for primary schools alone (see all financing needs details for all levels in section 3.4 above).

At this stage, no credible financing plan outlines how these financing levels will be reached in a context of economic uncertainty and while education's budgets have been too low for several years to finance canteens at all. Under pressure, the government has allocated a special budget (as the general budget was already agreed) of 1bn FCFA to finance the first year of the programme for primary schools.

4. Donor financing

4.1. Level of donor financing

Given the fact that school canteens are currently implemented by a number of development partners and mostly following a project approach (with different timelines and budget covering more than canteens), it is challenging to get a precise picture of donor financing. The general estimation is that partners have historically represented around 80% of the funding dedicated to canteens in Senegal, and that this share has increased since the Covid-19 crisis (due to reduction in government funding).

In 2020-21, there are four main actors: the WFP, Counterpart, the GRDR and CRS.

The reporting done for the 2021 Global Child Nutrition Foundation's Global Survey gives the following overview (CRS was not reported):

Partner	Budget for SY 2020-21	Number of children reached
WFP	1.4 billion FCFA	234 533 primary school pupils
Counterpart	2.4 billion FCFA	5740 children in pre-schools
		42 821 primary school pupils
GRDR	984mio FCFA (1.5mio €)	240 children in pre-schools
		8 113 primary school pupils
		1 000 secondary school pupils

In more details:

Present in Senegal since 1974, the WFP generally represents around 80% of the school coverage of canteens. As part of its 2019-23 Country Strategic plan, the WFP provided school meals for 127 000 primary schools' pupils in 2020-21. Many bilateral donors have contributed to financing WFP's canteen programme over the years:

Year	Financing received for School canteens in USD									Total
	Gov of Senegal ¹³	Canada	Luxembourg	Monaco	Germany	Japan (in kind)	Spain	Sweden	UK	
2016						434 454				434 454
2017			515 200							515 200
2018			472 425		229 894					702 320
2019			475 038		560 583		143 723	709 198	277 444	2 165 986
2020	893 779		511 634	56 797						1 462 211
2021		2,000,000	603,000	114,000						TBC
2022	1,700,000		514,000	114,000						TBC

Moreover, within the framework of the "Programme d'appui au développement de l'enseignement au Sénégal - Riposte et Résilience (PADES-RR), a Covid-19 response and recovery emergency programme financed by the GPE for a total of 3.8 billion FCFA, 552 million FCFA (USD931 000) were allocated to school canteens. It targets nearly 107,000 pupils enrolled in 637 elementary schools

¹³ These contributions are mentioned here in order to be exhaustive but they are addressed in section 3.1

over four months of the 2020-21 school year. It was executed by the GPE’s partner agency, the French Development Agency (AFD) and implemented by the World Food Programme (WFP). The WFP used its own budget to finish the school year after the end of this programme.

Since 2014, Mc-Govern Dole Food for Education (FFE) projects implemented by Counterpart benefited from three awards:

Year	Award Value
2021	\$25,000,000
2018	\$20 995 831
2014	\$11 357 092

Part of these awards is in-kind.

The GRDR was conducting two projects including school canteens: NIAMDE and AMOPAR.

- NIAMDE (Programme to support the resilience of food systems in 10 vulnerable departments of Senegal for post-covid social and economic recovery) carried out in partnership with AVSF, and involves the local organisations CARITAS and CICODEV, it is deployed in ten departments of Senegal to support social and economic recovery after the Covid-19 crisis. It sets up or strengthens school canteens in 57 schools, targeting over 7,000 pupils. In addition, the project supports 32 local agricultural cooperatives and food companies and 28 producer organisations (market gardeners, dairy farmers, cereal growers) to supply these schools with healthy, quality products while respecting health standards. The project is complemented by dialogue and advocacy with the government. The total budget is 1.5mio € financed by the AFD, for 18 months of project (Jan 2021-Jun 2022).
- AMOPAR (Support for the implementation of the food plan of the department of Rufisque) aims to support the department of Rufisque in the implementation of its Territorial Food Plan around three axes:
 1. Improving the department's population’s access to healthy food, making the most of local production
 2. Supporting the structuring of the food processing sector
 3. Establishing a concerted governance of the food system

CRS is implementing since 2020 a school canteen component of a larger project, Baye Daare, which is financed by the EE and the AFD. This component enrolled 101 schools in 20 municipalities, covering 22 024 children.

4.2. Type of donor financing (grant vs concessional etc)

As the description in section 4.1 points towards, the main type of financing is grants directly implemented by selected organizations. Although partners interventions usually comprise a capacity building component, the fact that they use their own capacity, systems, including for reporting, and logistics does not incentivize the development of a national entity able to run a canteen programme.

4.3. Major actors

For the 2020-21 school year, in primary schools:

Actors implementing	Number of schools	Number of pupils
WFP (CSP + PADES RR)	1261	233 779 (126 945 CSP, 106 834 PADES RR)
Counterpart	204	40 306
CRS/ Caritas (Baye Daare)	100	21 729
GRDR (in consortium with Caritas, AVSF and CICODEV)	51	8 934

Source: Database provided by GRDR, updated in December 2021, not public

Moreover, Counterpart provides school meals to 5 787 children in 66 pre-schools and GRDR provides meals in about 10 high schools to around 2 500 students.

4.4. Observations on coordination

All respondents from implementing agencies have mentioned competition when questioned about coordination. The lack of strong government coordination leaves it to partners to coordinate among themselves and to compete for available funds.

While partners such as the WFP, GRDR or Counterpart do advocate together in favour of school canteens toward the government, they also compete for available funds. Civil Society organizations do not necessarily look on the WFP's quasi monopoly, and potential implementation agency status under the draft national programme, with a favourable eye.

On the government side, setting up the Multisectoral Group on School Food and Nutrition (GMSANE) aims to ensure, under the MEN's authority, the coordination of interventions and to promote better synergy of actions between all actors involved in school food represents a good progress.

The evaluation of the cash transfer modality used in the WFP-supported school feeding programme in Senegal conducted by WFP in 2018 recommended to strengthen of coordination between actors in order to improve complementarities and synergies as well as to improve the efficiency of the M&E system, and design tools that fit into a relevant scheme for government. In particular to improve the design, use and valorisation of existing monitoring tools (registers, retailer sheets, Balise system).

5. Role of private sector and households

5.1. Are private sector actors engaged (specify actors and levels of financing)

Most respondents have mentioned the private sector as a potential source for further financing, especially with the support of local authorities to broker partnerships.

The GRDR AMOPAR project is a good example of private sector engagement with three companies (Sococim, Eiffage, Auchan) contributing to financing canteens as part of their corporate responsibility strategy. In this project, the GRDR experiments a canteen model with a centralised kitchen serving several high schools. This more centralised model makes it easier to reach a critical mass facilitating sponsorship from companies by ensuring them visibility, which would be more difficult for individual schools. As a result, as shown in the table under, CSR contributions from company represent respectively 35% and 49% of the total budget of the two centralised kitchens currently implemented as part of this project.

Centralised kitchen	Cuisine centrale 1		Cuisine centrale 2	
Location	Rufisque Est (Lycée Moderne)	%	Yene	%
Starting date	25/01/2021		20/05/2021	
Meal production capacity/ day	2 500		1 000	
Local authorities	10 000 000 CFA	20%		0%
CSR contribution	17 400 000 CFA	35%	11 000 000 CFA	49%
Community	3 105 000 CFA	6%	510 000 CFA	2%
Donors	19 678 710 CFA	39%	11 113 277 CFA	49%
Total in March 2022	50 183 710 CFA	100%	22 623 277 CFA	100%

Source: GRDR internal follow up of AMADOR project, not public

5.2. Do households contribute

In its draft National Programme, the WFP reckons with a 200FCFA/ month/ child contribution. This represents 15% of the total budget for primary schools (it is worth noting that out of these 15%, 9% are monetary or in-kind contribution for the commodities necessary to cook the meals (condiments, firewood...) and 6% is represented by the work of volunteer cooks).

The work undertaken for the baseline study of the GRDR NIAMDE project (cf above) identified the participation of parents in kind and/or in cash as necessary for sustainable canteens in a context of fluctuant national and international financing and given that the study showed that the overwhelming majority of households spend less on canteens than they would have to feed their children without them.

This is sustained by a study carried out on the basis of the 2019 Jangandoo Barometer¹⁴ on teaching quality, which shows that the canteens' level of operation varies significantly according to the type of canteen: while only 64.5% of the schools that have free canteens are operational throughout the school year, this rate rises to 90.2% in paying canteens.

Interviews with donors showed that school canteens requesting family contributions face challenges collecting regular monetary contributions and that in-kind contributions (e.g.: commodities, volunteering as cook) represent an important share of communities' contributions.

¹⁴ Rokhaya CISSÉ, Soufianou MOUSSA, Codé LÔ, Abdou Salam FALL, « La qualité des apprentissages au Sénégal – Les leçons de Jàngandoo 2019 », PRESSES UNIVERSITAIRES DE DAKAR (P.U.D.), Dakar, 2021
https://lartes-ifan.org/sites/default/files/publications/livre_jangandoo_2019_0.pdf

6. Efficiency and equity reflection

Like section 2, this section is based on the draft National School Canteen Programme (PNCS) currently elaborated by the WFP for the government and provided informally by the WFP and not agreed by the government of Senegal at this stage. All this information is therefore provisional and for confidential use.

6.1. Administrative costs of programme delivery

The general budget of the draft programme outlines the following cost distribution for year 2:

Item	Cost	% of total
MEALS		
Cost of the food basket (cash transfer)	3 331 938 240	68%
Transfer costs	293 543 759	8,1%
Subtotal Transfer costs	3 625 481 999	73,99%
CAPACITY BUILDING		
Subtotal Capacity building	616 331 940	12,58%
PROGRAMME MONITORING/SUPERVISION		
Subtotal Programme supervision/monitoring/evaluation	469 685 453	9,59%
Internal management costs	188 459 976	3,85%
TOTAL PROGRAMME BUDGET (to be paid by the government)	4 899 959 367	100

6.2. Allocation against deprivation and targeting indicators

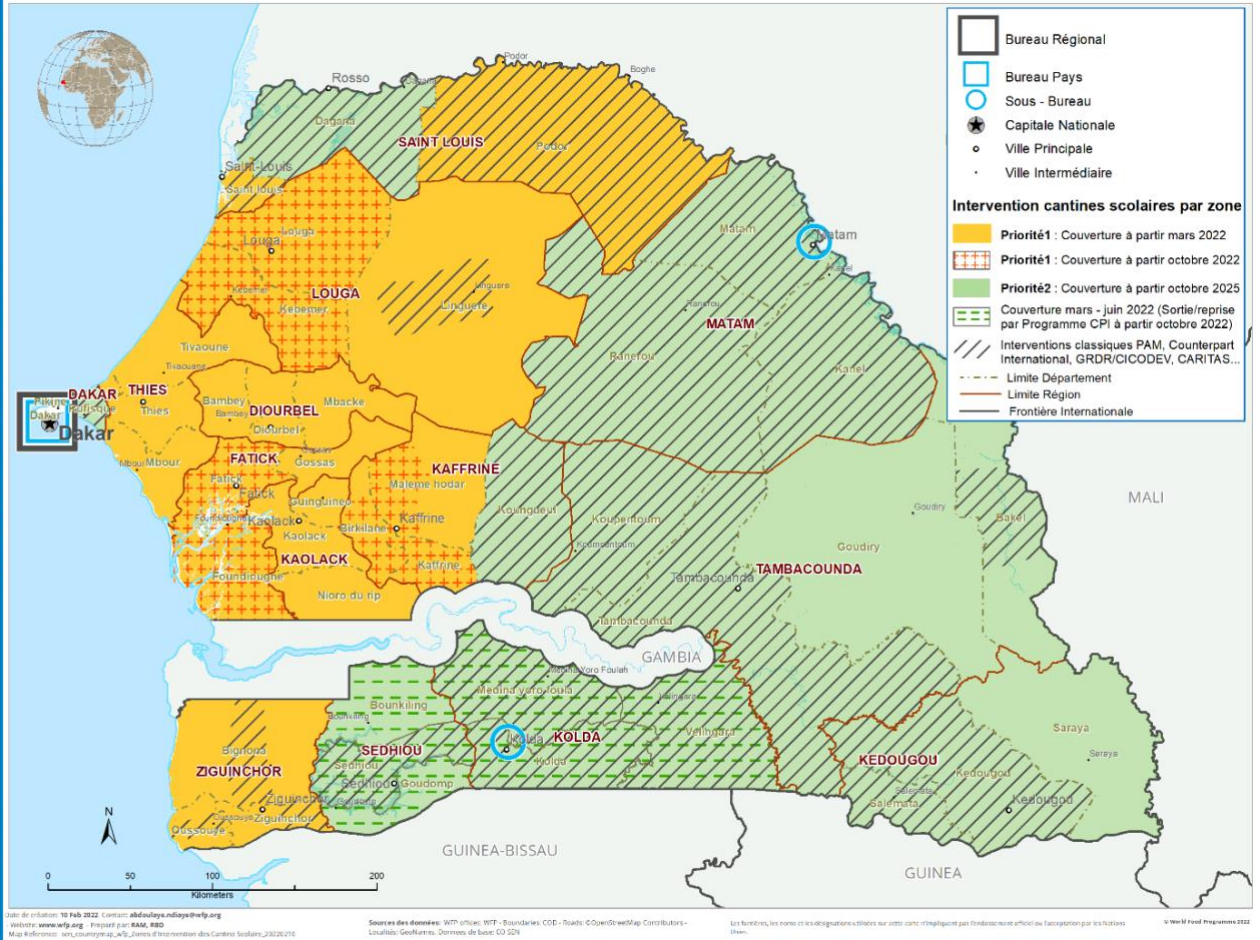
Originally, the intervention proposed targeting based on an annual prioritisation of departments according to the level of food and nutrition insecurity and education indicators on the basis of a composite indicator, derived from the combination (concentration) of food insecurity rates, the nutritional situation and education performance indicators (Gross Enrolment Rate (GER) and Primary Completion Rate (PCR)).

However, the intervention also seeks to make sure that the GPE financed PADES-RR canteens (see section 4.1 for more details) remain active after the end of this financing.

As a result, and given the importance of strengthening the resilience of the education system to make it more resistant to the harmful effects of COVID-19 and to enable it to respond to future crises, this programme would target as a priority the regions most affected by COVID-19 (apart from Dakar) and which currently host PADES-RR school canteen component, and the regions not or poorly covered by the school canteen interventions of partners (WFP, Counterpart International, GRDR/CICODEV/AVFS, CARITAS, CRS, Baaye daare, CFSI, etc.) In the targeted regions and departments, the intervention would cover elementary schools located in rural areas and disadvantaged peri-urban centres.

Thus, for elementary schools, the geographical targeting, composed of 2 priority zones, would be carried out in a gradual manner during the 5 years of the initial phase of the programme

The following map illustrates the priority areas:



Source: WFP, 2022 (not public)

7. Observations on scope for financing scale-up of programmes

The political will to enhance school feeding programme in Senegal seems genuine from the presidential level to members of parliament, at least partly as a result of an intense lobbying effort from the Ministry of Education and in particular its School Canteens Unit (DCaS) supported by the WFP and other NGOs working in the field (Counterpart, GRDR, CRS...). The effort is still ongoing to support the current momentum, with the objective of getting a school feeding law voted to ensure adequate budgets will be allocated to the subject. For example, the GRDR is conducting a study as part of its NIAMDE project with the aim to measure the impact of school canteens school uptake levels, the generation of local income but also on the burdens on women. They hope that the results of the study will provide them with new messages to promote the canteens and demonstrate to the public authorities that the money invested in canteens is an investment in the economy of the territories.

However, while interviews have highlighted an intention to finance the core functions of a national school feeding programme with national resources, a credible financing plan has yet to be developed. The Ministry of Education's budget has been too low for several years to finance canteens. The long-term heavy reliance on external partners such as the WFP and Counterpart (FFE Mc Govern-Dole) has not incentivized national ownership of the subject or the need to finance it.

The government has allocated an adequate budget to finance the first year of the programme for primary schools with a special line of 1bn FCFA allocated specifically for canteens in order to kick start the national programme and make sure schools covered as part of the GPE Covid-19 response and recovery project (PADES-RR) carried on being covered although the project is now finished. However, the level of funding necessary to extend the coverage according to the objectives rises steeply, from 1.3billion FCFA for year 1 to 4.9 billion FCFA for year 2 and 26 billion FCFA for year 5, for primary schools alone.

According to the World Bank¹⁵, between 2014 and 2018, Senegal recorded annual growth of over 6%. Real GDP growth was 0.87% in 2020 compared to 4.4% in 2019 and 6.2% in 2018. The pandemic has significantly altered the economic outlook, affecting services - tourism and transport - and exports. Senegal has responded with containment measures and the implementation of an "economic and social resilience programme" (PRES). However, weak budgetary reserves and safety nets, a vulnerable health system and a large informal sector pose challenges. The conclusions of the IMF visit conducted on March 18th¹⁶ were that growth surprised on the upside in 2021, with the Senegalese economy regaining its pre-pandemic trend path in 2021, led by strong industrial production and the services sector. Real GDP growth is estimated at 6.1%, about one percentage point higher than previously anticipated. However, the outlook is clouded by the impact of the war in Ukraine, which is likely to put the economy under strain. Senegal's fiscal space has significantly narrowed as public debt has risen steadily over the last decade, largely reflecting the scaling-up of public investment. With limited resources, enhancing revenue mobilization, streamlining and better targeting subsidies, and reprioritizing spending, will be essential to avoid significant budget slippages and preserve debt sustainability.

Interviews have showed that several innovative financing ideas were considered in order to mobilise new and additional resources.

- The private sector was seen as a potential source for further financing, especially with the support of local authorities to broker partnerships.

¹⁵ <https://www.banquemonde.org/fr/country/senegal/overview#1>

¹⁶ <https://www.imf.org/en/News/Articles/2022/03/18/pr2279-IMF-Staff-Concludes-Visit-to-Senegal>

- Further financial participation, on top of in-kind already deployed today, was also anticipated from the local level of government, especially as education is a decentralised competency and municipalities are responsible for primary school, the focus of canteens. Another way local governments were foreseen to contribute is by allocating land to create school fields and kitchen gardens to support the canteens.
- School vegetable gardens were indeed seen as a way to contribute both in-kind to the meals on top of the dry commodities provided by the programme and financially by selling surplus food on the market.
- The financial contribution of parents was highlighted as necessary for the sustainability of school programmes. On the other hand, in-kind contributions such as cooking was problematic as it made it difficult to ensure the canteen functioned regularly and was no retributing the work of women who were often already poor, contributing in-kind to compensate for the fact that they could not contribute financially.

While all these sources are relevant, they already exist today, and they have not prevented school canteen coverage to drop importantly in the last few years. In this context, a common budgetary support mechanism, fully earmarked towards the national school canteen programme and requiring donor support to be matched by national co-financing with a pathway to full national financing could be relevant. This type of mechanism has been described by some respondent as being implemented in Togo and Burkina Faso. It seems relevant for the international community to support and incentivize Senegal's canteens ambitions.

Finally, while the government wishes to finance the core functions of a school canteen programme from national resources, it has signalled requiring help from partners to build the infrastructure and capacities at the national and subnational levels that are necessary to smoothly and sustainably implement a school canteen programme.

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9. List of persons interviewed

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