



# Senegal readiness assessment: delivering anticipatory social protection

Working Paper

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**Climate change**

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*Keywords:*

Climate resilience, social protection, loss and damage, climate finance, climate change justice, Small Island Developing States (SIDS), least developed countries (LDCs), early warning systems

This is an extract from the IIED working paper 'Delivering anticipatory social protection: country readiness assessment'. The full paper includes complete analysis of eight countries and can be downloaded from [www.iied.org/21896iied](http://www.iied.org/21896iied)

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# 1

# Introduction

Climate change poses severe and urgent risks, especially to vulnerable communities. Social protection programmes, which historically focused on poverty alleviation and basic services, are increasingly seen as vital tools for building climate resilience. Proactive, anticipatory measures in social protection can offer cost-effective resilience against climate shocks, reducing poverty, enhancing access to services, and preventing distress migration. These programmes contribute to long-term sustainable development by tackling multiple dimensions of vulnerability, from raising living standards and human development to empowering individuals and fostering economic growth.

However, despite potential, vulnerable countries grapple with challenges in delivering anticipatory and risk-responsive social protection. These challenges include ineffective targeting of beneficiaries due to limited data and poor information systems, inconsistent social protection coverage caused by resource limitations and policy gaps, sometimes resulting in programme duplication, underdeveloped early warning systems (EWSs) that lack comprehensive climate hazard coverage, particularly in Least Developed Countries (LDCs), inefficient decision making and delivery mechanisms, and difficulties in coordination among various stakeholders and sectors during crisis.

## 2

# Anticipatory Social Protection Index for Resilience (ASPIRE) Tool

The ASPIRE diagnostic tool offers a multi-layered approach to evaluate a country's readiness and effectiveness in delivering anticipatory and shock-responsive social protection. It assesses the maturity, readiness and gaps within existing social protection programmes by considering diverse national contexts, which include varying climate risks, institutional capacities and policy frameworks. The tool assesses a country's policy domain, covering aspects such as policy objectives, innovation, risk definition, target specification and assistance types, which identify areas that require attention to enhance the anticipatory risk-responsiveness of social protection programmes. The ASPIRE tool assesses the systems domain, and covers aspects such as financial capacity, administrative capacity, fiscal space, infrastructure, technology and information systems, and institutional mechanisms. Overall, using the ASPIRE diagnostic tool can allow governments to identify gaps and challenges that impede the effective integration of anticipatory response in social protection programmes, including insurance-linked responses. Funding agencies can leverage ASPIRE's detailed analysis to allocate resources more effectively, focusing on the most urgent gaps and impactful opportunities. **More details about the ASPIRE tool and how it can be used can be found at [www.iied.org/21901iied](http://www.iied.org/21901iied).**

The applicability and effectiveness of the ASPIRE tool has been rigorously tested through the analysis of eight countries: Malawi, Ghana, Senegal, Bangladesh, Pakistan, Uganda, Ethiopia and India. These countries were selected to represent a diverse range of climate risk contexts. Within each country, three social protection programmes were further chosen for the assessment — representing different delivery mechanisms, such as public works, food and in-kind assistance, and cash transfers. By applying ASPIRE to these eight countries, the analysis offers valuable insights into how social protection programmes can be tailored to meet diverse climate risks and vulnerabilities. The end goal is to strengthen these countries against climate risks by enhancing their readiness, filling policy and system gaps, and facilitating the successful incorporation of insurance-linked anticipatory payout mechanisms. **The complete analysis of the 8 countries and 24 programmes can be found at [www.iied.org/21896iied](http://www.iied.org/21896iied).**

# 3

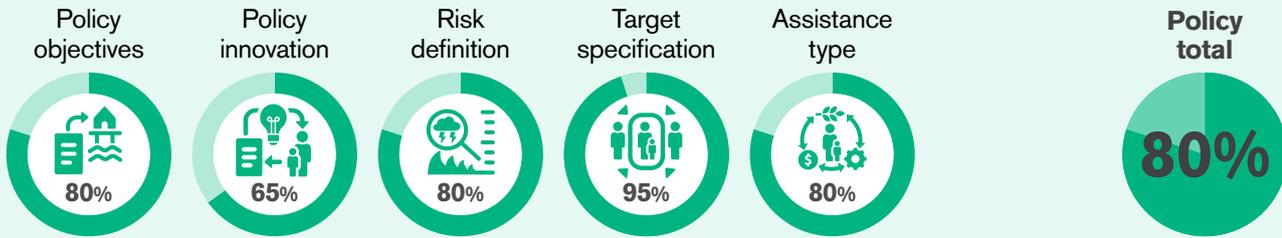
## Country analysis: Senegal

This document provides the full analysis of Senegal's social protection policies, systems and programmes in terms of their readiness in delivering anticipatory climate resilience, using ASPIRE tool. The secondary sources and evidence used for the review are listed in the Annex.

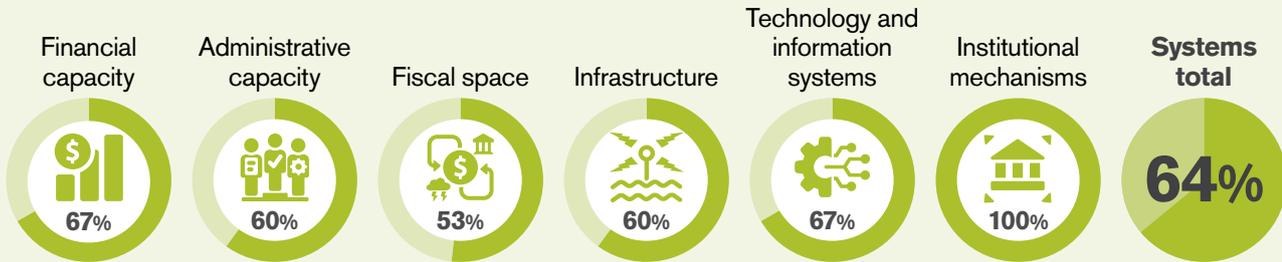
# SENEGAL SCORE CARD

## POLICY AND SYSTEMS

### Policy



### Systems



## PROGRAMMES

### Design

Programme efficacy	Programme effectiveness	Innovative DRM instruments	Climate-focused approach	Design total
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### Function

Prevention	Protection	Promotion	Function total
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#### Programme National de Bourses de Sécurité Familiale (PNBSF) – National Programme of Family Security Grants



#### Couverture Maladie Universelle (CMU) – Universal Healthcare Coverage



#### School Feeding Program (SFP)





# Policy framework

## Policy objectives

POLICY OBJECTIVES	
The country's social protection policy has a clear vision, goals and objectives	5
The policy explicitly mentions building resilience to climate shocks as an objective	5
The policy prioritises anticipatory response to climate shocks (ie preparedness and proactive measures to mitigate impacts)	2
The country uses systematic policy planning cycle mechanisms to manage the design and delivery of social protection programmes	4

**Clear vision, goal and objectives:** Senegal's social protection policy aims to provide adequate support to the poor and vulnerable, without creating a culture of dependency. The policy is part of the country's long-term vision for shared prosperity and is aligned with the Emerging Senegal Plan. The strategy focuses on reducing inequalities, promoting education, health and gender empowerment, and addressing the root causes of poverty.

The policy recognises the importance of social protection in reducing poverty and promoting social and economic cohesion. It considers social protection as complementary to poverty reduction and human development policies, rather than a substitute.

The Government of Senegal is committed to eradicating discrimination, ensuring gender mainstreaming and promoting accountability in social protection programmes. The Inter-ministerial Steering Committee plays a key role in coordinating and prioritising social protection activities.

While there are challenges in reaching all vulnerable populations and expanding programme coverage, the government continues to work towards building an inclusive social protection system.

Overall, Senegal's social protection policy aims to provide effective and equitable access to services, prevent and protect against risks and promote active engagement of beneficiaries in livelihood opportunities.

**Building resilience:** Senegal's social protection policy aims to build resilience against climate shocks and includes mechanisms and programmes to respond to emergencies. The World Bank's Adapted Social Protection Program has provided funding to support innovative social protection systems in Senegal and other Sahel countries.

The R4 Rural Resilience Initiative, implemented by the WFP, focuses on supporting communities exposed to climate shocks. It helps them build resilient livelihoods and sustainable food systems through various interventions, including productive asset creation, income diversification, climate insurance access and village cereal banks. The WFP also collaborates with the government to procure foodstuffs from local smallholder farmers for school feeding programmes.

Senegal has identified six crisis response programmes, including those targeting drought, food insecurity, floods, fires and farmers affected by climate shocks. However, specific beneficiary data and a comprehensive coordination mechanism for these programmes are currently unavailable.

**Anticipatory response part of objective:** Senegal's social protection policy prioritises anticipatory response and preparedness against shocks, but it was not found to be part of the design and implementation architecture of the major social protection programme in the country.

**Systematic planning cycle:** Senegal's social protection policy and planning cycle mechanisms are systematically adopted. Public consultations were conducted, and mechanisms for review and monitoring of the policy practices are in place.

The country has made advancements in developing a national social safety net system, with a common targeting mechanism and wide programme coverage. The policy prioritises the adoption of a structural approach to risk prevention and management, addressing specific risks such as climate change and natural disasters.

Regular evaluations are conducted to assess the effectiveness of the policy and the social protection system. The government has undertaken expenditure reviews and impact evaluations to evaluate budgets, programme coverage, efficiency and the reduction of poverty and vulnerability.

The policy has been revised and updated at least once in the last five years, reflecting a phase of transition and the inclusion of priority commitments such as family security grants, universal health coverage, equal opportunities for disabled people and the establishment of a common targeting system through the Single National Register (RNU).

Overall, Senegal demonstrates a commitment to evidence-based policy development, monitoring and evaluation in the field of social protection, aiming to improve the effectiveness and inclusiveness of the system.

## Policy innovation

POLICY INNOVATION	
Rights-based regulatory provisions are given for the social protection of vulnerable communities	4
The policy offers portable benefits for migrant populations	1
The policy emphasises universal access to a range of benefits by vulnerable communities	4
The policy acknowledges community, CSO, NGO and private sector engagement in social protection interventions	4

**Rights-based entitlement:** Senegal's social protection policy includes rights-based regulatory provisions and a thorough analysis to identify the most disadvantaged and vulnerable groups. The establishment of the RNU enhances coordination and efficiency in targeting and implementing social safety net programmes.

Efforts are made to provide rights holders with access to information, decision-making processes and effective access to justice and remedy. The National Social Protection Strategy emphasises transparency, equity and the role of civil society in monitoring and evaluation.

A grievance and redress mechanism is proposed for the social protection system, with a hotline and grievance management system. While there is no recent literature evidence of its implementation, plans are in place to extend it to various social programmes.

Overall, evaluations and findings indicate that access to social protection has improved in Senegal, with the implementation of programmes for vulnerable groups and the expansion of social protection policies. However, specific evaluation findings on equal access for vulnerable communities are not available.

**Portability of benefits:** Senegal does not define portability benefits for migrant populations in its policy document. While Senegal is a party to the Economic Community of West African States (ECOWAS) General Convention on Social Security, there is no evidence of the implementation of collective decisions made at the Convention. Consequently, migrants working in another country cannot extend benefits to their family members staying in Senegal, and those who choose to leave the host country risk losing their rights. The lack of social security agreements and portability provisions has been a concern raised by associations of Senegalese emigrants, who advocate for reforms and dedicated institutions for the social protection of emigrants. However, significant policy improvements in this regard are yet to materialise.

**Universal access:** The policy in Senegal emphasises universal access of a range of benefits for vulnerable communities. The National Family Security Grants Program (PNBSF) is designed to address a wide range of needs and targets all households living in extreme poverty, which accounts for approximately 14% of the population. The programme aims to reach around 3.5 million people, and by the end of 2016, it had enrolled 300,000 households, achieving its target. However, there are some inclusion and exclusion errors that need to be addressed in the targeting process. In terms of healthcare coverage, the insurance arm of the Universal Health Coverage (CMU) programme had a low coverage rate of approximately 7% of the population, excluding children under five and people over 60. The coverage objectives of the Equal Opportunity Cards (CEC) also remain below the identified needs. Despite these challenges presented here, the PNBSF has proven to have a strong impact among the vulnerable populations. Further thought should be given to increasing the amount granted to the beneficiaries and taking into account others who are on the margins and are also in need.

**Stakeholder engagement:** Policy in Senegal acknowledges the importance of community and civil society engagement in social protection interventions. Non-state actors, such as CSOs, CBOs and NGOs, play a crucial role in various aspects of social protection. They contribute by testing innovative ideas, identifying potential beneficiaries, especially those in remote areas or among marginalised groups, and managing appeals, grievances and disputes related to social protection programmes. Non-state actors also ensure transparency, equity and citizen control of public action. The Civil Society Monitoring Committee monitors the implementation of the strategy and prepares an independent annual report for monitoring and evaluation.

The involvement of civil society in policy formulation and implementation is evident, as civil society actors are key institutions through which individuals access social benefits. Local communities and administrations participate in the validation of eligible households, ensuring accountability and reducing fraud. Institutionalised consultations between local authorities responsible for delivering social protection and CSOs/NGOs/CBOs take place, leading to joint initiatives and advocacy for better consideration of social protection issues.

There are partnerships and collaborations between government agencies and non-state actors in social protection programmes. Strengthened civil society partnerships enhance local-level programming and create ownership and synergies. The capacities of government representatives, parliamentarians, civil society and trade union representatives are strengthened in relation to public finance management and social protection financing.

Regarding monitoring and review, the ILO's Social Protection Expenditure Review provides detailed information on coverage and exclusion, indicators of system performance and training for designing and implementing social security schemes. Social budgeting exercises assess current system performance, identify fiscal space for financing programme expansion and stimulate leveraging of funds.

Overall, the policy recognises the importance of community and civil society engagement, promotes transparency and accountability, and encourages partnerships to strengthen the implementation and effectiveness of social protection programmes.

## Risk definition

 RISK DEFINITION	
The policy identifies types of risk that the most vulnerable communities face	4
The policy clearly defines trigger points for hazard events (eg anticipated drought based on rainfall data) that may activate the anticipatory social protection	4
The policy sets out contingency plans for social protection measures to come into force when trigger points for hazardous events are reached	4

**Definition of risk to most vulnerable:** Senegal's policy recognises the types of risks faced by the most vulnerable communities. The PNBSF is designed to address a wide range of needs and targets all households living in extreme poverty, which represents approximately 14% of the population. The programme aims to reach around 3.5 million people, and by the end of 2016, 300,000 households were enrolled, with nearly 2 million people reached in 2015. Efforts are being made to address inclusion and exclusion errors in the targeting process.

However, there are challenges in achieving sufficient coverage in other areas. As of 2015, the insurance arm of the CMU had a relatively low coverage rate of around 7% of the population, excluding children under five and people over 60. The coverage objectives of the CEC also fall short of identified needs.

Overall, the policy acknowledges the specific risks faced by vulnerable communities and seeks to address them through targeted programmes like the PNBSF. However, there is a need for further progress in expanding coverage and meeting the identified needs in other areas such as healthcare and equal opportunities.

**Definition of trigger points:** Senegal's policy includes clear definitions of trigger points for hazard events (such as anticipated drought based on rainfall data) that will activate anticipatory social protection measures. This approach aims to provide early assistance to households affected by drought and prevent food insecurity.

The Annual Report 2022 of the Sahel Adaptive Social Protection Program (SNPS) also mentions that the Food Security Commission is exploring the use of a satellite-based trigger for early assistance to drought-affected households. The World Bank has provided technical assistance in assessing the feasibility of this approach. The Food Security Commission aims to operationalise the early response programme to provide relief to households affected by drought. However, there is no available evidence indicating whether these approaches have been implemented yet.

**Contingency plans for trigger points:** SNPS identifies climate-related risks affecting many individuals, households and businesses in an area simultaneously that can lead to food insecurity. The policy includes measures to address these risks and enhance the resilience of rural communities. However, there is no contingency plan specifically mentioned in the policy for social protection measures against trigger points of hazard events. Senegal is still in the process of developing an EWS that can identify these trigger points for emergency response and food security programmes.

## Target specification

TARGET SPECIFICATION	
The policy identifies the groups of households or individuals that are most at risk of being affected by shocks or crises, and should be targeted for assistance	4
The policy recognises diversity of vulnerability (eg women, children, elderly people, displaced people, etc.)	5
The policy specifies who is eligible for assistance from social protection programmes	5
Targeting criteria are transparent, fair and based on objective indicators defining vulnerability	5

### Identifies households or individuals most at risk:

The social protection programmes in Senegal target various vulnerable groups to ensure their coverage and assistance.

Women are a prime target in multiple programmes, including those offering free caesarean sections, community nutrition programmes, early childhood education centres, maternity leave and family benefits. They are also covered by major programmes such as the PNBSF, the CEC, the CMU, the National Food Insecurity Response Plan, the HIV/AIDS programme, the Disaster Fund, the Flood Fund and the National Solidarity Fund.

Children, particularly those under five years of age, are also prioritised in social protection programmes. They benefit from initiatives such as community nutrition programmes, early childhood education centres, maternity leave, family benefits and school feeding programmes. They are covered under major programmes like the PNBSF, the CEC, the Universal Health Coverage, the National Food Insecurity Response Plan, the HIV/AIDS programme, the Disaster Fund, the Flood Fund and the National Solidarity Fund.

Elderly individuals and disabled people are targeted through programmes such as the SESAME Plan, the PAPA programme, the National Retirement Fund, and the l'Institut de Prévoyance Retraite du Sénégal (private sector pension scheme). The CEC programme exclusively focuses on the disabled population. However, they are also covered by major programmes like the PNBSF, the Universal Health Coverage, the National Food Insecurity Response Plan, the HIV/AIDS programme, the Disaster Fund, the Flood Fund and the National Solidarity Fund.

Marginalised communities, including those living in extreme poverty, people with HIV/AIDS, people with serious disabilities and those affected by food insecurity, floods and shocks of all kinds, are covered by specific social protection programmes.

Displaced and migrant communities face challenges in accessing social protection in Senegal. While the country is a party to the ECOWAS General Convention on social security, implementation of collective decisions is lacking. Migrants working in another country are unable to benefit their family members in Senegal, and those who decide to leave the host country risk losing their acquired rights.

Improvements are needed in the legislation and the introduction of portability of social protection rights for Senegalese emigrants, especially regarding healthcare and disability. There have been calls for voluntary insurance schemes or the establishment of a comprehensive institution dedicated to the social protection of emigrants, but policy advancements in this area are limited.

**Policy identifies diversity of vulnerability:** The policy in Senegal recognises the heterogeneity of vulnerability and acknowledges the need to target different vulnerable groups within the target population. Evidence shows that multiple major social protection programmes cover various vulnerable groups. Furthermore, the RNU is utilised by 11 programmes or projects to select beneficiaries and monitor target audiences within low-income populations.

**Eligibility defined:** The policy in Senegal clearly specifies the eligibility criteria for social protection programmes. There is evidence of eligible groups receiving benefits from multiple social protection programmes. For instance, the PNBSF is a prominent social assistance programme implemented across all 14 regions of Senegal. It is integrated with other programmes, such as the CEC programme. Beneficiaries of the PNBSF are entitled to free health coverage, which addresses concerns regarding low vaccination rates and limited access to basic social services. This demonstrates the overlapping coverage of eligible groups across different social protection programmes, ensuring that assistance reaches those who meet the eligibility criteria.

**Targeting criteria transparent, fair and objective:** In Senegal, the targeting criteria for social protection programmes are transparent, fair, and based on objective indicators that define vulnerability. The RNU plays a crucial role in the country's social protection system. It is created through a participatory process and undergoes regular updates. Government has institutionalised the RNU, making it a mandatory tool for targeting all social programmes in Senegal. The aim of updating the RNU data is to ensure its usability, reliability, relevance and long-term validity. This process also enhances the social and political legitimacy of the registry.

To ensure accountability and minimise errors, eligible household lists are presented to communities and validated by over 15,000 village and district assemblies. This participatory approach reduces fraud and enhances the credibility of the targeting process.

Several social protection programmes in Senegal utilise the RNU, including the PNBSF, CMU, WFP, Helen Keller International, the Agency for Technical Cooperation and Development, Action Against Hunger, the Program for the Development of Entrepreneurship and Employment (PRODES), Coordination of Islamic Charity Organizations (CORRIANS), National Secretariat for Food Security (SECNSA) and the High Authority of Waqf.

By utilising the RNU, these programmes ensure that assistance reaches the intended beneficiaries based on transparent and objective targeting criteria, promoting fairness and effectiveness in the delivery of social protection measures.

## Assistance type

ASSISTANCE TYPE	
The policy explicitly sets out the types of assistance provided through social protection programmes (ie income support, food assistance, healthcare, etc.)	4
The assistance specified is comprehensive (ie livelihood support, health, food, shelter, education etc.), depending on local context	4

### Assistance through social protection support:

Senegal's social protection policy explicitly identifies the types of assistance provided through anticipatory social protection programmes, including income support, food assistance and healthcare. In addition to the flagship cash transfer programme, the PNBSF, Senegal has implemented other social protection programmes that offer cash transfers and productive inclusion support to the poorest communities. These programmes aim to enhance the resilience of the poor and vulnerable populations.

**Assistance provided is comprehensive:** Senegal has implemented approximately 50 social protection programmes that cover various thematic areas, including social assistance, emergency programmes, employment programmes and social insurance. These programmes adopt a lifecycle approach and target different vulnerable groups such as women, children under five, children over five, young people, adults in productive ages, and the elderly. The principle guiding these programmes is to ensure that no poor and vulnerable individual is left behind.

One example of a multifaceted social protection programme in Senegal is the Yock Koom Kom programme. Implemented in four regions, this programme provides cash transfers to nearly 15,000 urban households, with accompanying measures aimed at boosting financial inclusion, training and economic empowerment. This approach promotes livelihood diversification and resilience in the face of climate-related challenges.

Efforts have been made to break down programme silos and enhance coordination through a convergence strategy. The Social Equity pillar emphasises the importance of tools such as the Single National Registry for managing complaints and claims, a payment system, decentralised services and an inter-sectoral coordination mechanism. These measures ensure complementarity and effective implementation of social protection programmes.

While Senegal has not enshrined social protection in its constitution to guarantee access, the government is committed to establishing an inclusive social protection system by 2035, anchored in national culture and supported by law. This long-term vision aims to provide communities with assured access to safety net programmes.

To facilitate the translation of policies into practice, coordination among schemes and ministries/ departments is ensured. The Ministry of Employment, Social Affairs, and Solidarity plays a key role in designing and implementing policies for social inclusion and cohesion. The Directorate General for Social Protection and National Solidarity (DGPSN), along with other agencies, is attached to the Ministry, enabling effective coordination and implementation of social protection initiatives.

## Systems framework

### Administrative capacity and fiscal space

 FINANCIAL CAPACITY	
Country income category	2
Economic dependency index	4
 ADMINISTRATIVE CAPACITY	
Government effectiveness index	3
Corruption perception index	3
 FISCAL SPACE	
Spending on social assistance programmes as a % of GDP	1
Special allocation of contingency funds for anticipatory risk financing	1
The country has access to extra-budgetary resources, including international financial institutions and donor organisations	3
Policies incorporate the use of private sector financing (such as green bonds, resilience bonds, etc.)	1
The country integrates and uses disaster risk financing instruments (eg crop insurance, health insurance, contingent credit, catastrophe insurance, reinsurance, catastrophe bonds, etc.)	4

**Financial capacity:** The country's income category is lower middle; the economic dependency index is 2.9, based on INFORM. The spending on social protection as a percentage of GDP is 0.86.

**Administrative capacity:** The government effectiveness index is 4.9 and the corruption perception index is 5.7 as per INFORM.

**Contingency funds for anticipatory risk financing:** There is no evidence of a special allocation of contingency funds for anticipatory risk financing in Senegal.

**Access to other sources of finance:** The government of Senegal has access to extra-budgetary resources, including international financial institutions and donor organisations, to support the development of its social protection system. One major programme that benefits from these resources is the Senegal Safety Net Project, which has received financing from the World Bank's Investment Project Financing and the Sahel Adaptive Social Protection Program Multi-Donor Trust Fund. The project has received successive financings totalling US\$328 million. These funds have been instrumental in implementing various initiatives, such as large-scale cash

transfer operations in response to the COVID-19 crisis.

**Private sector finance:** There is no evidence of the adoption of private sector financing, such as green bonds or resilience bonds, in the implementation of the social protection system in Senegal.

**Integration of DRF instruments:** Senegal integrates and uses various DRF instruments in its social protection system. These instruments include insurance, a Disaster Fund and the National Agricultural Insurance Fund of Senegal (CNAAS). Insurance has been applied to promote universal health coverage, with increasing coverage over the years. The Disaster Fund provides assistance to farmers in distress due to shocks like droughts and floods. The CNAAS offers agricultural insurance. However, there is no evidence of anticipatory DRF support being provided.

The country has policies in place for targeting DRF to the most vulnerable geographies, households and individuals. DRF integration and implementation are supported by various stakeholders. Senegal receives support from multilateral development institutions like the World Bank, WFP, the Food and Agriculture Organization of the United Nations (FAO), and the ILO in building its social protection system. These institutions have played a significant role in developing and implementing DRF integration, particularly in emergency response programmes. However, there is still a need for better coordination and an overarching mechanism for these programmes.

### Infrastructure, technology and information systems

 INFRASTRUCTURE	
Communication index	3
Physical connectivity	3
 TECHNOLOGY AND INFORMATION SYSTEMS	
A national database/social registry exists	3
Climate-smart information systems are used for different purposes including for social protection	3
Early warning systems for major climate hazards are available	1
Early warning systems are applied in social protection programmes	1
Artificial intelligence (AI), risk modelling, etc. are used to implement the programmes	1
Platforms for enhanced efficiency and effectiveness of the delivery of social protection entitlements are used (eg mobile-based payment)	3

**Infrastructure:** The communication index of the country is 5.6 and the physical connectivity is 5.6 according to INFORM.

**National database/social registry:** The RNU is used by multiple programmes and projects to select beneficiaries or monitor the target audience within low-income populations. Eleven programmes or projects have been using the RNU for beneficiary selection or monitoring purposes.

**Climate-smart information system:** The WFP in Senegal has implemented climate-smart information systems as part of their programmes. Farmers were trained on how to receive and utilise climate information to enhance their adaptive capacities. Climate information is disseminated through word-of-mouth messaging and radio broadcasts in local languages during the planting season. This approach has proved useful, as farmers were able to adjust their activities based on the rainfall information, preventing potential losses. The use of climate information services has been widely adopted in WFP-assisted programmes, as well as partner-implemented projects like PROVALE-CV and PASA LouMaKaf. These services reached 97% of target farmers, providing them with direct access to climate and weather risk information. However, there is no evidence of this practice being implemented in other major social protection programmes, despite its relevance in the agricultural sector.

**Availability and application of EWSs and AI:** There is no evidence of AI, risk modelling or EWSs being employed in the social protection programmes of Senegal. The development and adoption of EWSs are yet to be operationalised. The National Solidarity Fund (FSN) is exploring the use of a satellite-based trigger for providing early assistance to drought-affected households, with plans to operationalise the early response programme in the 2023 financial year.

**Efforts for enhanced efficiency and effectiveness in delivery:** Senegal has implemented platforms for efficient delivery of social protection entitlements in multiple major programmes. Use of the RNU and implementation of digital payments through the DigiPOS electronic payment platform has been initiated for the PNBSF, starting in the Sédhiou region, reaching 14,577 beneficiaries. This digital payment system leverages beneficiary lists from the national registry. These efforts mark the first time that key components of the social protection system have been deployed at scale for efficient payment processing.

## Institutional mechanisms

INSTITUTIONAL MECHANISMS	
Bodies and mechanisms exist for social policy coordination across ministries and departments	3
Bodies and mechanisms exist for multistakeholder engagement at the grassroots level	3

**Cross-ministry/department coordination:** Senegal has established bodies and mechanisms for social policy coordination and technical-level integration. The Inter-ministerial Steering Committee for the National Strategy for Social Protection, co-chaired by the DGPSN and the Ministry of Economy, Finance and Planning, plays a key role in coordinating and making decisions on social protection priorities. The committee holds regular meetings with various stakeholders to discuss progress and challenges in the sector's development. This ensures effective coordination and collaboration among sectors, civil society, and technical and financial partners. Additionally, the government has made significant progress in constructing a national social safety net system, including the implementation of a common targeting mechanism and programmes with broad coverage. Tools, mechanisms and a unified budget framework are available to support sustainable and inclusive social protection financing.

**Multistakeholder engagement in delivery:** Efforts have been made to build the capacity of subnational government institutions for improved implementation of the SNPS and social protection programmes. This includes the development of a platform to enhance coordination and collaboration between departments. Additionally, civil society and trade union representatives have worked together to develop a Charter of Commitment by local authorities, aiming to ensure adequate financing of social protection initiatives. These initiatives reflect the active functioning of bodies and mechanisms for social policy coordination at the grassroots level.

## Programme National de Bourses de Sécurité Familiale (PNBSF) – National Programme of Family Security Grants

This programme in Senegal is a conditional cash transfer initiative. It provides financial assistance to vulnerable households, focusing on improving health and education outcomes. Cash transfers are linked to specific conditions related to child health, education and nutrition.



### Programme design features

The PNBSF is a conditional cash transfer programme that aims to combat vulnerability and social exclusion among poor households.

The programme is largely funded by the state budget, with operational costs and a portion of allowances financed through lending by the International Development Association. It utilises the RNU for targeting 100% of its beneficiaries. Vulnerability mapping, developed in collaboration with Senegal's National Statistics Agency, has estimated the overall vulnerability rate to be 55% of the population, representing approximately one million households that are either poor or at risk of falling into poverty. The objective of the programme is to reach one million households in the registry, covering not only the existing poor population but also those vulnerable to poverty in the face of shocks. The focus remains on conditional cash transfers and supporting beneficiary households in building their productive capacities.

Although the PNBSF indirectly contributes to addressing climate-related risks by alleviating poverty and improving the socioeconomic conditions of vulnerable households, it lacks a specific climate-focused approach. The PNBSF primarily focuses on poverty reduction and social inclusion rather than explicitly incorporating innovative disaster risk management instruments. While the programme provides financial support to vulnerable households, it may lack specific mechanisms to anticipate and respond to potential disasters or climate risks. These mechanisms could include adaptive social protection measures that proactively target vulnerable households and provide support in the face of potential hazards. Incorporating such mechanisms into the PNBSF could enhance its effectiveness in building resilience by addressing both chronic poverty and acute shocks related to disasters.



### Programme functions

**Prevention:** The PNBSF does not have insurance-linked anticipatory support services or specific interventions for risk prevention. It primarily consists of conditional cash transfers and support for beneficiary households to enhance their educational and productive capacities. While agricultural insurance is available in Senegal through a separate programme, it is not directly integrated into the PNBSF. By providing cash transfers to the poorest households, the programme aims to alleviate poverty and prevent families from falling into deeper poverty. This targeted support helps prevent the adverse effects of extreme poverty on individuals and communities. The PNBSF includes conditionalities related to education, such as ensuring children's school attendance and health check-ups. By prioritising education, the programme aims to break the cycle of poverty and promote human capital development, which can contribute to preventing intergenerational poverty and vulnerability.

**Protection:** The PNBSF aims to combat vulnerability and social exclusion by providing integrated social protection to beneficiary families. It offers cash transfers and enrolment in programmes such as the CMU to ensure access to essential services. However, the programme does not directly provide food and non-food aid, income-generating activities or post-shock response benefits. These aspects are covered by other social protection programmes layered over the PNBSF. The PNBSF focuses on targeting the most vulnerable households, including those with orphaned and vulnerable children, severely disabled people and pregnant women. By specifically identifying and assisting these groups, the programme offers protection to those who are most at risk of falling into poverty or facing severe economic hardships.

**Promotion:** The PNBSF provides cash transfer that aims to improve the socioeconomic conditions of the beneficiary households. This support can contribute to enhancing their overall wellbeing, including access to better healthcare, nutrition, education and other essential services. The PNBSF also promotes social inclusion by targeting the most vulnerable and marginalised groups. By providing them with financial assistance, the programme aims to empower these households and enhance their social and economic participation, ultimately promoting their resilience.


**SENEGAL: PROGRAMMES**
**Programme National de Bourses de Sécurité Familiale (PNBSF) – National Programme of Family Security Grants**

<b>PROGRAMME DESIGN</b>		Total: <b>39%</b>	<b>PROGRAMME FUNCTION</b>		Total: <b>58%</b>
<b>PROGRAMME EFFICACY</b>			<b>PREVENTION</b>		
Coverage	1		The programme offers anticipatory support	4	
Benefit incidence	2		The programme offers services to protect health, livelihoods and incomes before crises hit	4	
Benefit adequacy	2		The programme encourages community-level advance planning and interventions (eg evacuation planning)	1	
Average per capital transfer	1		The programme offers subsidised health, food or education before crises hit	4	
<b>PROGRAMME EFFECTIVENESS</b>			The programme offers skills training, capacity building or awareness generation to prepare crisis response	1	
Benefit cost ratio	1		The programme supports individual or community-level asset creation (eg cyclone shelters) to protect from future crises	1	
<b>INNOVATIVE DRM INSTRUMENTS</b>			The programme promotes awareness, particularly among marginalised people, to achieve their representation in decision-making processes	4	
The programme uses early warning systems to provide anticipatory support to target groups	1		<b>PROTECTION</b>		
The programme uses anticipatory risk financing instruments such as contingency funds, catastrophe bonds, parametric insurance, weather derivatives, etc.	1		The programme offers cash transfer, food aid or livelihood support during a crisis	4	
The programme adopts a layers of risk approach (ie assessing the probability and severity of risks) that reflects a continuum from frequent but less damaging events through to rare but catastrophic disasters and then manages this risk through a variety of instruments	1		The programme offers rapid additional humanitarian support to tide communities over a crisis	4	
The programme uses a national database/registry for its operations	4		The programme supports access to health facilities or relief assistance (eg food, water) after a crisis	1	
The programme uses platforms that enhance delivery efficiency and effectiveness of delivery (eg mobile-based payments)	4		The programme provides income-earning opportunities through public works programmes or protection against livelihood loss or non-economic loss and damage (NELD) through insurance or other compensatory mechanisms	1	
<b>CLIMATE-FOCUSED APPROACH</b>			The programme offers waiver/relaxation/subsidy benefits to target populations in the event of climate hazards	1	
The programme maps geographical areas, livelihood groups, social groups, etc., which are vulnerable to climate change impacts and uses these different dimensions of vulnerability to plan scaling up and resource allocation	4		<b>PROMOTION</b>		
The programme undertakes environmental conservation and restoration of degraded landscapes (eg biodiversity conservation) to help protect natural resource-based livelihoods	1		The programme offers support for livelihood diversification	2	
The programme undertakes interventions on improving water management (eg rehabilitating water bodies) that can lead to water security for domestic and agriculture purposes	1		The programme supports improved income opportunities via building entrepreneurial skills, access to higher education or community/individual asset creation	1	
The programme undertakes interventions that lead to climate-proofing of physical infrastructure (eg roads, bridges, etc.)	1		The programme promotes new livelihood opportunities	3	
The programme envisages constructing community-based disaster risk reduction assets (eg storm shelters)	1		The programme implements planned labour mobility, migration and placement interventions	1	
			The programme improves access to markets, natural resources, government departments, financial inclusion, community infrastructure, etc.	3	
			The programme encourages target populations to participate in decision-making processes	2	

## School Feeding Program (SFP)

The SFP provides nutritious meals to school children, aiming to improve enrolment rates, attendance and overall nutrition. It contributes to better educational outcomes and overall wellbeing of students.



### Programme design features

The SFP's programme design elements are undergoing ongoing improvements to enhance its efficiency and effectiveness. However, there is no evidence of EWSs or anticipatory risk financing instruments being part of the programme design. The programme uses a combination of geographic targeting, categorical targeting, and self-selection by poor and vulnerable families to identify eligible schools. While the programme does not directly use the social registry for targeting children, it indirectly utilises the registry for geographic and categorical targeting of schools.

Efforts have been made to optimise resources and enhance programme effectiveness. This includes targeting schools in the most poor and vulnerable regions, promoting community participation, integrating health aspects like de-worming and vision screening, introducing e-vouchers for payment and sourcing food from local farmers. The programme aims to provide school meals to children based on poverty and vulnerability assessments, covering a significant number of children in primary and secondary schools.

The WFP plays a major role in implementing school feeding programmes in Senegal. They have provided meals to a considerable number of children, focusing on poverty and vulnerability mapping. The WFP has also initiated initiatives such as providing fuel-efficient cook stoves, establishing school gardens and adopting the concept of 'Home Grown School Feeding' by procuring raw materials from local farmers.

Although community-based disaster risk reduction assets are not built as part of the programme design, the WFP implements projects to promote climate change adaptation among communities.



### Programme functions

**Prevention:** The school feeding programme in Senegal aims to prevent food insecurity and improve the nutritional status of school children. It provides nutritious meals and integrates health interventions, such as de-worming and vision screening, to promote the overall wellbeing of the children. The programme also focuses on promoting hygiene practices such as hand washing. Providing regular meals to schoolchildren helps to prevent malnutrition and associated health problems. By incentivising school attendance, the SFP also helps to prevent educational dropout, helping children gain the knowledge and skills they need to build a more secure future.

**Protection:** In terms of protection, the programme primarily provides food to school children, ensuring they have access to regular meals. It addresses the nutritional needs of the children and helps protect them from food insecurity. While there is no evidence of humanitarian cash transfers or specific health services under post-shock responses, the programme operates in collaboration with other social protection programmes, such as the Universal Health Coverage programme, which provides health services for the poor.

The programme also creates job opportunities for women as cooks in school canteens, empowering them and providing income-generating activities. This employment opportunity contributes to the protection and wellbeing of women in local communities. Additionally, the programme links local farmers to the school feeding system, promoting a circular economy and supporting local agriculture. This collaboration offers protection by strengthening the livelihoods of farmers and promoting local food production.

**Promotion:** The programme has evolved to promote a 'Home Grown School Feeding' model, which emphasises local procurement of agricultural produce for the school meals. It encourages the establishment of school gardens, the use of fuel-efficient cook stoves and the adoption of sustainable practices. By promoting local agriculture and sustainable practices, the programme contributes to environmental protection and community resilience.

Furthermore, the programme provides training and capacity building for various stakeholders involved in its implementation. Children, parents, cooks and retailers receive training on a variety of issues, including hygiene practices, nutrition and management of school canteens. This promotion of knowledge and skills enhances the effectiveness and sustainability of the programme.

The programme operates under a decentralised governance model, where resources are transferred directly to schools. Schools Management Committees comprised of representatives from the local community, school staff, parents and municipal councillors are responsible for managing the programme at the grassroots level. This decentralised approach promotes community participation and ensures that the programme aligns with local needs and priorities.

Overall, the SFP in Senegal focuses on prevention, protection, and promotion. It prevents food insecurity by providing nutritious meals and promoting hygiene practices. It offers protection by addressing the nutritional needs of school children, creating job opportunities for women and supporting local agriculture. Additionally, it promotes sustainable practices, local procurement and community participation. The programme operates under a decentralised governance model, ensuring local involvement in decision making and implementation.



## SENEGAL: PROGRAMMES

### School Feeding Program (SFP)

<b>PROGRAMME DESIGN</b>		Total: <b>36%</b>	<b>PROGRAMME FUNCTION</b>		Total: <b>79%</b>
<b>PROGRAMME EFFICACY</b>			<b>PREVENTION</b>		
Coverage	1		The programme offers anticipatory support	4	
Benefit incidence	2		The programme offers services to protect health, livelihoods and incomes before crises hit	4	
Benefit adequacy	1		The programme encourages community-level advance planning and interventions (eg evacuation planning)	4	
Average per capital transfer	1		The programme offers subsidised health, food or education before crises hit	4	
<b>PROGRAMME EFFECTIVENESS</b>			The programme offers skills training, capacity building or awareness generation to prepare crisis response	4	
Benefit cost ratio	1		The programme supports individual or community-level asset creation (eg cyclone shelters) to protect from future crises	1	
<b>INNOVATIVE DRM INSTRUMENTS</b>			The programme promotes awareness, particularly among marginalised people, to achieve their representation in decision-making processes	4	
The programme uses early warning systems to provide anticipatory support to target groups	1		<b>PROTECTION</b>		
The programme uses anticipatory risk financing instruments such as contingency funds, catastrophe bonds, parametric insurance, weather derivatives, etc.	1		The programme offers cash transfer, food aid or livelihood support during a crisis	4	
The programme adopts a layers of risk approach (ie assessing the probability and severity of risks) that reflects a continuum from frequent but less damaging events through to rare but catastrophic disasters and then manages this risk through a variety of instruments	1		The programme offers rapid additional humanitarian support to tide communities over a crisis	4	
The programme uses a national database/registry for its operations	2		The programme supports access to health facilities or relief assistance (eg food, water) after a crisis	1	
The programme uses platforms that enhance delivery efficiency and effectiveness of delivery (eg mobile-based payments)	2		The programme provides income-earning opportunities through public works programmes or protection against livelihood loss or non-economic loss and damage (NELD) through insurance or other compensatory mechanisms	4	
<b>CLIMATE-FOCUSED APPROACH</b>			The programme offers waiver/relaxation/subsidy benefits to target populations in the event of climate hazards	1	
The programme maps geographical areas, livelihood groups, social groups, etc., which are vulnerable to climate change impacts and uses these different dimensions of vulnerability to plan scaling up and resource allocation	4		<b>PROMOTION</b>		
The programme undertakes environmental conservation and restoration of degraded landscapes (eg biodiversity conservation) to help protect natural resource-based livelihoods	3		The programme offers support for livelihood diversification	1	
The programme undertakes interventions on improving water management (eg rehabilitating water bodies) that can lead to water security for domestic and agriculture purposes	1		The programme supports improved income opportunities via building entrepreneurial skills, access to higher education or community/individual asset creation	4	
The programme undertakes interventions that lead to climate-proofing of physical infrastructure (eg roads, bridges, etc.)	1		The programme promotes new livelihood opportunities	1	
The programme envisages constructing community-based disaster risk reduction assets (eg storm shelters)	1		The programme implements planned labour mobility, migration and placement interventions	4	
			The programme improves access to markets, natural resources, government departments, financial inclusion, community infrastructure, etc.	4	
			The programme encourages target populations to participate in decision-making processes	4	

## Couverture Maladie Universelle (CMU) – Universal Healthcare Coverage

The CMU aims to ensure access to essential healthcare services for all individuals and communities. It aims to provide equitable and affordable healthcare, including prevention, treatment and health promotion, to the entire population.



### Programme design features

The design of the CMU programme lacks evidence of EWSs and anticipatory risk financing instruments. However, the programme benefits from the Integrated Disease Surveillance and Response (IDSR) system, which collects data on diseases and takes preventive measures.

There are significant issues regarding the financing of the health system in Senegal, with weak prioritisation of health provision in the state budget. The state owes a lot of money to hospitals because of the CMU. These debts are plugging hospitals into economic lethargy, impacting care staff and patients alike. There is lack of vulnerability mapping, and insufficient pooling of funds for health risk protection schemes hinder the reduction of financial risk and have negative effects on the health system and service delivery. Governance of the health and social protection sectors is also weakened by disparities in resource allocation and the fragmentation of institutions leading to rivalry between them and therefore a lot of inefficiency. The absence of specialised services outside of Dakar contribute to inefficiency and low effective coverage of primary health services.

The RNU is used in various programmes, including the CMU, to select beneficiaries and monitor low-income populations.

The National Health Sector Development Plan focuses on governance, financing, provision of health and social action services and social protection. The CMU includes compulsory health insurance, medical assistance, voluntary health insurance through community-based mutual insurance and commercial health insurance. The voluntary health insurance scheme through community-based health insurance targets households in the informal sector and rural areas. Benefits of the programme require RNU enrolment.

The CMU, as a health insurance programme, essentially acts as a disaster risk management instrument, insulating beneficiaries against the risk of catastrophic health expenditure. It mitigates the financial risk

associated with illness and injury and ensures access to healthcare, which can be critical in times of disaster or health emergencies. However, as a health insurance programme, its design does not necessarily incorporate specific anticipatory response mechanisms to disasters, which are typically associated with more comprehensive disaster risk management strategies.

The CMU does not directly address climate-related risks, as it is primarily focused on health coverage. However, by improving access to health services, it indirectly enables communities to better cope with health risks that could be exacerbated by climate change. For instance, diseases that are more prevalent due to climate change-induced factors (like vector-borne diseases due to higher temperatures or water-borne diseases due to increased flooding) could be treated more effectively when communities have better access to healthcare. Nonetheless, addressing climate risks in a more holistic way would likely require additional interventions beyond health insurance, such as climate-resilient infrastructure, climate-smart agricultural practices and community-based disaster risk-reduction measures.

To enhance the CMU's contribution to disaster risk management and climate resilience, other factors will need consideration, such as the scope of its coverage, the adequacy and reliability of its funding, the quality of healthcare services, coordination among the relevant ministries and departments, the efficiency of healthcare delivery and the integration of the programme within Senegal's larger health system and social protection framework.



### Programme functions

**Prevention:** The CMU, as a universal health coverage programme, greatly aids in prevention by ensuring that individuals have access to necessary healthcare services, including preventive measures. By making healthcare more accessible and affordable, it encourages early detection and management of diseases, which can help prevent their progression to more serious and costly health problems. This includes preventive healthcare services such as immunisations, health screenings and health education. The CMU focuses on providing universal health coverage and aims to ensure risk pooling and health financing.

The programme does not offer insurance-linked protection for livelihood assets, and there is no provision for skills training. However, awareness programmes on community resilience are promoted through campaigns titled "Resilience is a choice".

**Protection:** The core function of the CMU is to provide protection to all citizens from catastrophic health expenditure. By reducing the financial barriers to accessing healthcare, the CMU ensures that individuals can seek care when they need it, without fear of financial ruin. This is especially important for protecting vulnerable populations, such as the poor, the elderly and people with chronic illnesses, who often have higher health needs and are more at risk of financial hardship due to health costs. While the CMU programme primarily focuses on providing health coverage for all, there is evidence of humanitarian cash transfers as part of the programme's response to combat the COVID-19 pandemic.

**Promotion:** The CMU promotes the wellbeing and resilience of individuals and communities in several ways. By improving access to healthcare, it helps maintain and improve health, which is essential for individuals to work, learn and participate fully in society. At a community level, healthier populations can mean higher productivity, greater social cohesion and stronger capacity to cope with shocks and stresses. Additionally, the CMU's focus on universal coverage promotes equity and social justice, as it aims to ensure that everyone, regardless of their income or social status, has access to the healthcare they need.

One of the major schemes under the CMU programme is voluntary health insurance through community-based health mutuals. However, there are concerns about transparency, accountability and conflict of interest management in policymaking processes in Senegal.


**SENEGAL: PROGRAMMES**
**Couverture Maladie Universelle (CMU)**

– Universal Healthcare Coverage

<b>PROGRAMME DESIGN</b>		Total: <b>33%</b>
<b>PROGRAMME EFFICACY</b>		
Coverage	1	
Benefit incidence	2	
Benefit adequacy	2	
Average per capital transfer	1	
<b>PROGRAMME EFFECTIVENESS</b>		
Benefit cost ratio	1	
<b>INNOVATIVE DRM INSTRUMENTS</b>		
The programme uses early warning systems to provide anticipatory support to target groups	1	
The programme uses anticipatory risk financing instruments such as contingency funds, catastrophe bonds, parametric insurance, weather derivatives, etc.	1	
The programme adopts a layers of risk approach (ie assessing the probability and severity of risks) that reflects a continuum from frequent but less damaging events through to rare but catastrophic disasters and then manages this risk through a variety of instruments	1	
The programme uses a national database/registry for its operations	4	
The programme uses platforms that enhance delivery efficiency and effectiveness of delivery (eg mobile-based payments)	2	
<b>CLIMATE-FOCUSED APPROACH</b>		
The programme maps geographical areas, livelihood groups, social groups, etc., which are vulnerable to climate change impacts and uses these different dimensions of vulnerability to plan scaling up and resource allocation	1	
The programme undertakes environmental conservation and restoration of degraded landscapes (eg biodiversity conservation) to help protect natural resource-based livelihoods	1	
The programme undertakes interventions on improving water management (eg rehabilitating water bodies) that can lead to water security for domestic and agriculture purposes	1	
The programme undertakes interventions that lead to climate-proofing of physical infrastructure (eg roads, bridges, etc.)	1	
The programme envisages constructing community-based disaster risk reduction assets (eg storm shelters)	1	

<b>PROGRAMME FUNCTION</b>		Total: <b>60%</b>
<b>PREVENTION</b>		
The programme offers anticipatory support	4	
The programme offers services to protect health, livelihoods and incomes before crises hit	4	
The programme encourages community-level advance planning and interventions (eg evacuation planning)	4	
The programme offers subsidised health, food or education before crises hit	4	
The programme offers skills training, capacity building or awareness generation to prepare crisis response	1	
The programme supports individual or community-level asset creation (eg cyclone shelters) to protect from future crises	1	
The programme promotes awareness, particularly among marginalised people, to achieve their representation in decision-making processes	4	
<b>PROTECTION</b>		
The programme offers cash transfer, food aid or livelihood support during a crisis	1	
The programme offers rapid additional humanitarian support to tide communities over a crisis	4	
The programme supports access to health facilities or relief assistance (eg food, water) after a crisis	4	
The programme provides income-earning opportunities through public works programmes or protection against livelihood loss or non-economic loss and damage (NELD) through insurance or other compensatory mechanisms	1	
The programme offers waiver/relaxation/subsidy benefits to target populations in the event of climate hazards	1	
<b>PROMOTION</b>		
The programme offers support for livelihood diversification	1	
The programme supports improved income opportunities via building entrepreneurial skills, access to higher education or community/individual asset creation	1	
The programme promotes new livelihood opportunities	1	
The programme implements planned labour mobility, migration and placement interventions	1	
The programme improves access to markets, natural resources, government departments, financial inclusion, community infrastructure, etc.	4	
The programme encourages target populations to participate in decision-making processes	2	

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This document presents the country analysis of Senegal and is an extract from the IIED working paper ‘Delivering anticipatory social protection: country readiness assessment’, which uses the ASPIRE tool to evaluate the readiness and effectiveness of social protection systems in eight countries, identifying gaps and opportunities to improve anticipatory measures and climate resilience. The research provides actionable recommendations for enhancing these systems to not only respond but also proactively adapt to climate-related risks, thereby fostering resilience among vulnerable populations.

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