



International
Labour
Organization

Progress Report – Senegal

16/12/2022 – 30/11/2023

ILO GLOBAL FLAGSHIP PROGRAMME ON BUILDING SOCIAL
PROTECTION FLOORS FOR ALL - PHASE II

Project Code: GLO/21/34/MUL



A handcraft worker receives treatment in a hospital in Dakar ©OIT, 2020.

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Donor: Belgium and Luxembourg

Admin Unit: ILO DWT for West Africa Country Office for Senegal, Cabo Verde, Gambia, Guinea and Guinea-Bissau (CO-DAKAR)

Project title:	BUILDING SOCIAL PROTECTION FLOORS FOR ALL SUPPORT TO THE 2ND PHASE OF THE ILO GLOBAL FLAGSHIP PROGRAMME (2022 - 2025) – WESTERN AFRICA STRATEGY
Report type (pick one):	Annual
Reporting period:	From December 2022 to November 2023

Linkages

ILO Strategic Policy Outcome: Outcome 7: Universal Social Protection

DWCP Outcome: Protection sociale étendue aux travailleurs(ses) non couvert(e)s de l'informel urbain et rural d'ici à 2022..

Sustainable Development Goal:
SDG 1.3: Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable
SDG 3.8. Achieve universal health coverage, including financial risk protection, access to quality essential healthcare services and access to safe, effective, quality and affordable essential medicines and vaccines for all.
SDG 8.5: by 2030 achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.

Preparation and Review

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1. Country context

Demographic situation: The preliminary report of the fifth General Census of Population and Housing, recently published by the National Agency for Statistics and Demography, shows that the resident population of Senegal in 2023 is 18,032,473. Senegal's population is mainly characterized by its youth: half of the population is aged under 19, and children aged under 15 make up 39.2 per cent of the overall population. This category comprises more boys (40.6 per cent) than girls (37.6 per cent). In addition, 3.8 per cent of the population is aged 65 and over. In 2023, there were 1,991,012 ordinary households and 14,408 collective households. The largest numbers of the latter group were found in Dakar and Diourbel, with 2,443 and 2,349, respectively, at a density of 15 inhabitants per km². The average household size in 2023 was estimated to be nine individuals. This census provides a benchmark for formulating, planning, monitoring and evaluating public policies and economic and social development projects and programmes, in particular the Plan for an Emerging Senegal (PSE).

Economic situation: In 2022, domestic economic activity was particularly affected by geopolitical tensions, notably the crisis between Russia and Ukraine and the Mali embargo in the first half of the year. Overall, economic activity was forecast to grow by 4.2 per cent in 2022, compared with 6.5 per cent in 2021, a slowdown of 2.3 percentage points. The outlook for the end of 2023 is good, given the expected production of oil and gas. In addition to the impact of hydrocarbon production, economic activity in 2023 will be consolidated by the expected effects of the various measures taken to support the national economy, particularly in agriculture and industry. Continued implementation of the second MCA-Senegal "Power Compact" was also expected to make a considerable contribution to consolidating economic activity.

Social protection: Social protection is one of Senegal's priority public policies. The Constitution of the Republic considers the right to health to be fundamental for all citizens. As a member of the International Labour Organization (ILO), Senegal has ratified the Social Security (Minimum Standards) Convention, 1952 (No. 102) and is also implementing the ILO Social Protection Floors Recommendation, 2012 (No. 202). Senegal has also ratified a number of instruments as part of its participation in ECOWAS, WAEMU and CIPRES. The fundamental right to social protection, enshrined in the Constitution of Senegal and in international and regional instruments, is now embodied in a multitude of legislative and regulatory texts. The normative effort is consolidated at institutional level by the existence of various public bodies, in particular the social protection institutions, the Universal Health Coverage (CMU) system¹, the General Directorate for Social Protection and National Solidarity (DGPSN) and the National Solidarity Fund. This momentum is also evident in the political commitment to make social protection one of the strategic axes of the Plan for an Emerging Senegal (PES) embodied in the National Social Protection Strategy, 2016-2035.

These political, normative and institutional instruments have produced a number of appreciable results, but are now subject to limitations, mainly relating to the dispersal of documents and their reduced readability, and a lack of institutional consistency. These realities have also severely hampered the objective of extending social protection to the entire population.

In order to effectively implement coverage for all economic agents and thus ease the legal constraint, the Government has turned to revising the Social Security Code to enable all workers to benefit from social security coverage. The revision of the Code proposes major reforms aimed at optimizing coverage

¹ The Universal Health Coverage (CMU) system is based on a network of community-based mutual health organizations. Contributions to these organizations are subsidized by the State to the tune of 50 per cent. However, despite the financial efforts of the Government and its development partners, the effective coverage rate of health insurance remains modest and fragile (49.3 per cent), with the vast majority of beneficiaries coming from the National Family Security Grant Programme (PNBSF), the Equal Opportunities Card programme (CEC) and free health care programmes. The quality of the services offered by the CMU is still inadequate and may partly explain the low rate of voluntary enrolment, particularly among those working in the informal economy.

mechanisms and ensuring legal and effective extension to all categories of workers. The new Single Social Security Code (CUSS) thus introduces a "general social security scheme" covering private-sector workers and the various associated branches and a derogation from/adjustment to the "general social security scheme" that will be known as the "Simplified Scheme for workers in the informal economy" (RSPC). The aim of this scheme is to guarantee social protection for workers in the informal economy by offering them, in particular, sickness, maternity, occupational accident and disease and old-age insurance benefits. The RSPC is a contributory social security scheme which will be built up gradually, initially covering social risks linked to health and so-called "short benefits" (family benefits and work-related accidents and disease), then to old age.

Between 2021 and 2022, with support from Belgium, the ILO provided technical assistance to the Ministry of Labour, Social Dialogue and Relations with Institutions to set up a pilot phase of the RSPC, with the operationalisation of the health branch for the craft sector. The main outcome was the development of the National Social Mutual Organization for handicraft workers (Mutuelle sociale nationale des artisans du Sénégal (MSNAS)).

This project, which started in January 2023, maintains the objective of extending social protection coverage to workers in the informal economy by supporting the implementation of the RSPC, building on the achievements of the pilot phase. There are two areas of intervention:

- a) Implementing the MSNAS at central and regional levels, including preparing for the start-up of healthcare services and strengthening the capacity of socio-occupational handicraft organizations to participate in implementing the RSPC;
- b) Extending RSPC coverage to workers in the commerce sector by developing a national social mutual organization for this category of workers; designing and implementing a health branch for this group of workers; implementing an RSPC communication and social marketing strategy for this mutual organization and launching registration.

2. Progress report

During the first year of the project, the ILO supported the Ministry of Labour, Social Dialogue and Relations with Institutions by strengthening the operational capacities of the MSNAS to commence providing medical care and sickness benefits. Other results include capacity-building for the directors of handicraft organisations, validation of the MSNAS information and management system, and the distribution and dissemination of communication tools produced during the pilot phase. Collaboration with other social protection projects implemented by the ILO and financed by the Deutsche Gesellschaft für Internationale Zusammenarbeit GIZ) has made it possible to define the technical parameters of the health branch and forge relations with social protection institutions.

Outcome 1. Senegal: Institutional and technical stakeholders have the capacity and tools needed to implement the RSPC and gradually extend its coverage

The project in Senegal has implemented most of activities planned for the first year. As far as **Output 1** is concerned, namely making the decentralized structures of the MSNAS operational, all the milestones have been reached. The 14 regional units have been set up and equipped, and the focal points of the branches and the heads of the handicraft organisations have been trained. For **Output 2**, physical communication tools were distributed during a national awareness and information campaign focusing on the MSNAS, and audiovisual communication tools were disseminated via national television and community radio stations. Under this output, handicraft workers were trained as multipliers and informed about their role and how to encourage their peers to join and contribute to the MSNAS. Activities under **Output 3**, in particular activity 07.05.01, involved organizing a workshop to update the focal points on the information and management system. Resources from this output will also be used to organize the first meeting of the RSPC Steering

Committee (COPIL) in December 2023, which will plan the activities for 2024. A feasibility study on a National Social Mutual Organization for workers in the commerce sector will be carried out using funding from an ILO project financed by the GIZ, which is also involved in supporting the development of the RSPC in a complementary way. The other activities under Output 3 have been postponed until 2024. No progress has been made on **Output 4**, and the activities have been postponed until next year.

Output 1. The decentralized structures of the MSNAS are operational

Output status: On schedule

Activity 1.1 Support the establishment of regional MSNAS units

Setting up the regional MSNAS units required the involvement of chambers of trade and the Social Protection Directorate (DPS). The presidents of the chambers of trade first designated focal points responsible for welcoming, guiding and informing the beneficiaries of the mutual organization acting as regional MSNAS units. They also provided each focal point with a fully equipped office. In addition to providing technical assistance to the MSNAS and contributing to the inter-institutional coordination process, the project provided material support to each of the 14 regional units in the form of a computer and a mobile phone.



DPS, Chair of the MNSA board of directors and Sédhiou focal point, 4 October 2023.

The main purpose of this equipment is to automate and improve the management of customer relations by providing continuous assistance and guidance to beneficiaries. An equipment hand-over ceremony was held in the presence of all RSPC stakeholders. The design for phase 2 of the project allowed for the installation of four regional units but, with the support of the chambers of trade, the project ultimately succeeded in setting up a unit in each of Senegal's 14 regions.

Activity 1.2 Organize training workshops for national and regional MSNAS agents

In the margins of the equipment hand-over ceremony the ILO, in conjunction with the Social Protection Directorate and the MSNAS, organized a training workshop on 4 and 5 October 2023 for three agents from the technical unit and the focal points from the 14 regions of Senegal, a total of 17 national and regional agents. The aim of the workshop was to strengthen the capacity of the focal points to deploy the information and management system and the procedures for paying contributions by money transfer. As a result, the 17 participants acquired a solid understanding of the basic principles of the MSNAS information and management system. They learned how to record memberships, contributions and invoices, and how to record memberships and contributions using the mobile phones provided. They attended simulated sessions dealing with membership,



The trainer and MSNAS regional agents during a contributions payment simulation session on 5 October 2023.

contribution payments and invoice payments. The workshop was designed and facilitated by the ILO, with the participation of the consultant who developed the management and information system.

Activity 1.3 Implementing tools to monitor the progress of the MSNAS

As part of the institutional architecture for implementing the RSPC, a Technical Committee (COTECH) has been set up to bring together all the RSPC's stakeholders, namely the Ministry of Labour, through the Social Protection Directorate (DPS), the Handicraft Directorate, as the supervisory authority for handicraft workers, the ILO and the GIZ, the CMU, the MSNAS's management unit and the chairman of the MSNAS's board of directors. COTECH meets every week under the direction of the DPS. All aspects of setting up the MSNAS and its development are discussed.

Collaboration between this project and the ILO project financed by GIZ has made it possible to hire a monitoring and evaluation expert to monitor the progress and planning of the MSNAS's activities. This expert, who works under the supervision of the project coordinator, is strengthening the skills of the MSNAS's managers and developing monitoring tools. He has introduced a tracking table to monitor the activities planned for January 2023, which is reviewed every month. The tracking table has several compartments which monitor, inter alia, MSNAS activities, the RSPC's AWP, and CUSS activities.

In addition to this tracking table focused on the MSNAS, the project has contributed to monitor the progress made in the RSPC implementation and, as a result, in extending social protection coverage. Every three months, the project holds a meeting to bring together all the partners involved in implementing the RSPC. These meetings enable the milestones achieved to be monitored in line with performance indicators and also identify blockages and successes. A report on each of these meetings is sent to the secretariat of the Presidency of the Republic.

Among the project's achievements has been its contribution to the creation of an RSPC Steering Committee (COFIL), which meets at least once a year. The meeting of the Steering Committee scheduled for June 2023 will finally be held in December. At this session, which will be organized with the support of the project, the COFIL will be responsible for validating, among other documents, the latest developments in the MSNAS information and management system and the agreement between the CMU and the RSPC.

Extract from the MSNAS activity monitoring table

Suivi Activités		Legende:		= Fait		= En cours		= Pas encore fait		= Pas fait	
		Trimestre	Statut	T1	T2	T3	T4	T1	T2	T3	T4
		Oui	En cours	Oui	En cours	Non	Oui	En cours	Non	Pas encore	En cours
Opérations de suivi de la MSNAS											
1. Assurer le fonctionnement régulier des instances de gouvernance de la MSNAS											
1.1. Réunion CA											
1.2. Réunion CA											
1.3. Réunion CA											
2. Mettre une étude actuarielle sur le branchement											
2.1. TDR											
2.2. Appel à candidatures											
2.3. Recrutement											
3. Développer le système d'information et de Gestion de la MSNAS											
3.1. Adaptation											
3.2. Recrutement opérateurs											
3.3. Validation SIG											
3.4. Formation utilisateurs											
3.5. Recueillir et rassembler données											
3.6. Cartes											
3.7. Paiement mobile											
4. Définir les modalités des outillages de la MSNAS											
4.1. Conception opérateurs											
4.2. Collecter bases de données											
4.3. Communiquer appel cotisations											
5. Organiser une campagne d'affichage de lancement											
5.1											
6. Mettre une étude de faisabilité pour la mise en place de mécanisme de prélèvement automatique des cotisations											
6.1. Rédaction TDR											
6.2. Appel à candidatures											
6.3. Recrutement											
6.4. Appeler cotisations											
7. Mettre à jour les capacités de contribution des acteurs de l'économie informelle											
7.1. Atelier de consultation											
8. Operationaliser les mesures incitatives du RSPC											
8.1. Définir avec la collaboration											
8.2. Cadre de référence											
8.3. Appeler modalités mesures incitatives											
8.4. Note technique											
9. Implémenter											

Output 2: The capacities of socio-occupational organizations of workers in the informal economy are strengthened to enable them to participate more effectively in the implementation of the RSPC

Output status: On schedule

Activity 2.1: Develop tools for socio-occupational organizations to implement local functions, including communication tools and materials

During the pilot phase of implementing the RSPC, the project supported the design of all the communication media defined in the strategy and communication plan. In 2023, it supported the production of all physical, audiovisual and digital communication tools, including 4,000 T-shirts, 4,000 caps, 100 polo shirts, 4,000 information leaflets and four roll-ups. These physical materials were distributed during a national awareness-raising campaign for handicraft workers and healthcare providers, conducted in 2023 with support from the project.

A one-minute spot and a radio announcement were also produced as part of the project. These were broadcast via Senegal's national television channel (RTS).

A call for registration was also made via these channels:

- 1) MSNAS website: www.msnas.org/
- 2) WhatsApp: 774839595
- 3) Facebook: [Mutuelle Sociale Nationale des Artisans du Sénégal](https://www.facebook.com/MutuelleSocialeNationaleArtisansSenegal)
- 4) Instagram: [msnasofficiel](https://www.instagram.com/msnasofficiel)
- 5) LinkedIn: MSNAS (Mutuelle sociale nationale des artisans du Sénégal)

An administrative assistant is responsible for updating the social network pages. A great deal of interactivity has been developed, with handicraft workers setting up several WhatsApp groups to share information and good practices.

Activity 2.2 Organize training sessions for socio-occupational organizations of workers in the informal economy

On 26, 27 and 28 April the project, in partnership with the GIZ-funded ILO project, held capacity-building sessions for the leaders of socio-occupational organizations of handicraft workers (OPA). The general aim of the training sessions was to enhance the knowledge and skills of OPA delegates and representatives from the Dakar region on the technical parameters of the MSNAS health branch, membership procedures, the healthcare benefits package offered and the documents needed for registration. The reason for organizing these training sessions was that the

QUELLES SONT LES PRESTATIONS CONTENUES DANS LES PAQUETS ?

PAQUET MINIMUM GARANTI	
Prestes, centres de santé, hôpitaux (préfinancement obligatoire)	
Prestations prises en charge par la mutuelle	Taux de prise en charge par la mutuelle
Soins ambulatoires	80%
Consultations	80%
Soins dentaires	80%
Analyses médicales / laboratoire	80%
Hospitalisation	80%
Matériel	80%
Transport par ambulance (de la résidence à la structure sanitaire la plus proche)	80%
Médicaments	50%

PAQUET SPÉCIFIQUE	
Prestations prises en charge par la mutuelle de santé	Taux de prise en charge par la mutuelle
Hospitalisations au-delà de 7 jours	80%
Recherches aux structures privées	80%
Implants	80%
Prothèses	80%
Orthèses	80%
Rééducation fonctionnelle	80%
Médicaments	80%

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Informations pratiques sur la Mutuelle sociale nationale des Artisans du Sénégal

1 C'EST QUOI LA MUTUELLE SOCIALE NATIONALE DES ARTISANS DU SÉNÉGAL (MSNAS) ?

C'est une mutuelle mise en place par l'État du Sénégal, dans le cadre du projet de « Régime simplifié pour les petits contribuables ». Elle a pour ambition d'offrir aux travailleurs indépendants et aux travailleurs des très petites entreprises du secteur de l'artisanat une couverture contre différents risques sociaux (santé, vieillesse, accidents du travail et maladies professionnelles, maternité, etc.) en commençant par la branche santé.

2 COMMENT BÉNÉFICIER DES PRESTATIONS DE LA MSNAS ?

Le bénéfice des prestations de santé offertes par la mutuelle est soumis aux conditions suivantes :

- le versement de frais d'adhésion d'un montant de **2000*** ;
- le versement de frais de cotisation dont le montant varie en fonction du paquet auquel l'artisan a souscrit.

ADHÉSION

- l'adhésion de groupe caractérisée par l'affiliation des OPA à la mutuelle sociale ;
- l'adhésion individuelle de l'artisan qui entretient les membres de sa famille et ses employés/apprentis (au moins 5 personnes).

FRAIS DE COTISATION

Cotisation paquet minimum garanti	Cotisation paquet spécifique
7.000 FCFA	15.000 FCFA
3.500* à la charge de l'artisan	7.500* soustraits par la mutuelle pour la couverture de l'artisan
3.500* de l'État en guise de subvention	7.500* à la charge de l'apprenti

3 A QUOI CORRESPOND LA PÉRIODE D'OBSERVATION ?

La période d'observation correspond à la période que le cotisant doit observer avant de bénéficier des prestations. Quel que soit le paquet souscrit, la période d'observation est de un (1) mois.

4 LISTE DES PIÈCES À FOURNIR

1 - Pour le maître artisan

- la fiche d'adhésion dûment remplie ;
- une photocopie de la CNI ;
- deux (2) photos d'identité ;
- un certificat de mariage et deux photos d'identité de (s) époux (suses) ;
- un extrait de naissance pour chaque enfant et deux photos d'identité par enfant de plus de 5 ans ;
- une attestation de travail ou une déclaration sur l'honneur et une photocopie de la CNI pour chaque employé.

2 - Pour l'artisan individuel ou l'apprenti

- la fiche d'adhésion dûment remplie ;
- une photocopie de la CNI ;
- deux (2) photos d'identité ;
- un certificat de mariage et deux photos d'identité de (s) époux (suses) ;
- un extrait de naissance pour chaque enfant et deux photos d'identité par enfant de plus de 5 ans.

Information leaflet on MSNAS distributed during the awareness campaign.



Training session for OPA managers from Pikine and Guédiawaye, 27 April 2023.

departmental delegates, who have a major role to play, particularly in raising awareness, do not have the same level of information and knowledge about the technical parameters of the MSNAS. These sessions enabled the heads of the OPAs to make better use of their proximity to direct beneficiaries of the MSNAS.

A total of 105 OPA managers were trained. The day of 26 April was devoted to the *département* of Dakar, with 25 participants. On 27 April, 40 OPA managers from the *départements* of Pikine and Guédiawaye attended. Finally, on 28 April, 40 OPA managers from the *départements* of Rufisque and Keur Massar were trained. The training sessions were facilitated by the project team and staff from the MSNAS technical management unit.

Activity 2.3 Support socio-occupational organizations in carrying out their functions on behalf of the RSPC

As part of its support for OPAs, the project decided to assist them in raising awareness among handicraft workers and providing them with accurate information. Given that the priority was to launch the MSNAS health benefits, it was agreed with COTECH to issue a national information campaign calling for registration and contributions and, at the same time, establishing agreements between the MSNAS and local healthcare providers. The campaign took place in 2023 in two phases: a first phase covering the Dakar region and a second phase covering the rest of Senegal. The project took charge of the first phase, and the GIZ-funded project took charge of the second phase. This was an important activity, in that it enabled MSNAS managers to respond to the needs of handicraft workers who were waiting for the launch of health benefits and inform them about the procedures for paying their contributions. The campaign also encouraged handicraft workers who had not yet joined the MSNAS to do so.

The Dakar stage: A campaign to raise awareness and encourage the signature of agreements between MSNAS and healthcare providers was carried out with project support. With co-funding from the ILO SP&PFM project financed by the European Union, the project began by holding a communication day for the national press. The event brought together some 15 journalists from various media outlets and was broadcast to the general public on the evening television news.



Visit to handicraft workers' workplaces, Rufisque, 7 March 2023.

After the press conference, 75 selected resource persons (15 from each *département*) and the heads of the most representative OPAs in the Dakar region met to decide on the areas that would receive workplace visits and to assign responsibilities and dates for each *département*.

The Dakar *département* chose 11 March, Rufisque 7 March, Keur Massar 8 March, Guédiawaye 9 March and Pikine 10 March. These 75 resource persons conducted more than 800 visits. They travelled around the selected neighbourhoods, informing handicraft workers about the terms and conditions for registration and contributions, distributing the communication materials to them and completing visit forms enabling them to collect information about handicraft workers and feed it into the database.



Radio programme hosted by the MSNAS's coordinator and a member of COTECH.

In addition to the workplace visits, a radio programme was produced in each *département*.

Five community radio stations were involved, and the broadcasts were co-hosted by the MSNAS's local delegates and staff from its technical unit. By the end of the campaign, more than 9,000 memberships had been recorded, representing more than 60,000 registered beneficiaries.

The MNSAS's technical management unit took advantage of the awareness and information days to finalize agreements with the healthcare providers present. As a result, 57 agreements were signed and 25 are in the process of being signed for the Dakar region.



Signature of agreements between the MSNAS and the healthcare providers, Keur Massar 8 March 2023.

Output 3: A mutual organization is set up to extend the RSPC to workers in the commerce sector

Output status: Delay : Not yet started

The activities for this product will be carried out in 2024 after the priorities for implementing the RSPC have been redefined.

Output 4: The capacity of institutional players to implement the RSPC's communication and social marketing strategy as part of the Mutual organization for the commerce sector is strengthened

Output status: Delay : Not yet started

The activities for this output will be carried out in 2024 after the priorities for implementing the RSPC have been redefined.

OUTPUTS: Overall delivery assessment ²			
<input type="checkbox"/>	Highly satisfactory Implementation of almost all (>80%) outputs is on schedule as envisaged in the implementation plan and almost all (>80%) indicator milestones have been met.	<input checked="" type="checkbox"/>	Satisfactory Implementation of the majority (60-80%) of outputs is on schedule as envisaged in the implementation plan and the majority (60-80%) of indicator milestones have been met.
<input type="checkbox"/>	Unsatisfactory Some (40-60%) outputs are being implemented on schedule as envisaged in the implementation plan and/or only some (40-60%) indicator milestones have been met.	<input type="checkbox"/>	Very unsatisfactory Few (<40%) outputs are being implemented on schedule as envisaged in the implementation plan and/or only a few (<40%) indicator milestones have been met.

² This is a self-assessment.

Summary of outcome(s)

OUTCOME ACHIEVEMENT ³				
Indicator	Baseline (before project start)	Indicator Milestone (compare planned against actual)	Target (end-of- project goal)	Immediate Outcome Summary
Outcome 1. Senegal: Institutional and technical stakeholders have the capacity and tools needed to implement the RSPC and gradually extend its coverage				
Number of persons effectively covered by the MSNAS – health branch	0	9,121 workers registered (60,000 registered beneficiaries)	50,000 workers	On track: most milestones met
Number of persons effectively covered by the Mutual organization for workers in the commerce sector – health branch	0	0	10,000 workers	No progress
Number of regional MSNAS units established	0	14	4	Result achieved: target met
Number of national and regional MSNAS agents trained on the management and information system	0	17	17	
Number of tools and mechanisms developed to monitor the progress of the MSNAS	8	12	12	
Number of communication tools and materials on the MSNAS produced (types)	0	12	12	Fully on track: all milestones met
Number of OPA managers trained in technical parameters of the MSNAS	45	105	150	

³ On the basis of a monitoring and evaluation plan.

Number of persons of the targeted population who, as a result of this project, is better informed of their entitlement and benefits under the RSPC	0	800 visits 20,000 (radio)	50,000	On track: most milestones met
Number of agreements signed between the MSNAS and healthcare providers	0	164	181	
Number of feasibility studies conducted to implement the national mutual organization for workers in the commerce sector	0	0	0	No progress
Number of staff from the new mutual organization for the commerce sector trained on managerial and information system	0	0	0	

► Gender and non-discrimination

In the design of the pilot phase of the RSPC, the gender aspect was not considered. A study carried out by the ILO with the support of UN Women made several operational recommendations, including: reviewing the design of the RSPC by integrating gender-sensitive mechanisms, completing the RSPC's range of services to meet women's practical and strategic needs, promoting maternity as a priority service, creating the conditions for high-level political support and ownership by all, and creating a monitoring, evaluation and learning framework that incorporates the gender dimension. Discussions with UN Women on how to implement the recommendations are under way.

3. Collaboration and partnerships

The implementation of this project builds on the efforts already made by the national stakeholders in the pilot phase. Consequently, the institutional frameworks for implementing the RSPC are still functional. The COTECH, which brings together the operational stakeholders (the Ministry of Labour, Social Dialogue and Relations with Institutions, the Handicraft Trade Department, the CMU Agency, BOS/PSE and MSNAS, GIZ and the ILO), meets on a regular basis and deals with day-to-day matters. The RSPC's strategic steering framework, set up by ministerial decree and made up of the sectoral units working in social protection, will hold its first meeting at the beginning of December 2023 to validate the strategic documents and draw up the work plan for 2024. The expert on monitoring and evaluation also sends a quarterly report on the progress of RSPC implementation to the Office of the President of the Republic.

The RSPC is supported by three ILO projects (financed by Belgium, France and the GIZ, respectively). These have been designed to ensure synergies among the actions to be carried out in the course of developing and making operational the MSNAS mutual. In January 2023, the Ministry of Labour, Social Dialogue and Relations with Institutions organized a workshop to plan the activities to be implemented in that year, which was attended by all the members of the COTECH involved in the implementation of the RSPC. The approach was to identify all the activities planned for 2023 in each project. They were then grouped together and a timetable drawn up. This was followed by budgeting in line with the financial contribution made by each project.

It was with the GIZ-funded project that synergies were most apparent. Following the planning workshop, regular meetings were held between the two projects to decide on priority activities and to share out, on a consensual basis, the activities to be carried out between the two projects. For example, following such discussions, the GIZ-funded project was entrusted with carrying out the feasibility study on the new national mutual organization for the commerce sector. Likewise, the two projects shared the organization of the national awareness and information campaign. This project financed the campaign in Dakar, while the GIZ project organised the campaign in the other regions of Senegal. The GIZ-funded project has also made it possible to produce the MNSAS's beneficiary cards that had been designed during the pilot phase. The plan is to produce 4,500 cards, which will be made available when beneficiaries submit the required documents.

This complementarity of project actions was also evident in the one financed by France. All the communication tools were designed at the pilot phase, but the radio spot then needed to be updated, contextualized, and disseminated via the community radio stations union. This was duly done in collaboration with the ILO French-funded project.

Synergies have also been established with the PROMEFI project, funded by Italy, and the SP&PFM project funded by the European Union. This has resulted in funding to develop a manual of administrative and financial procedures and management tools (forms, standard forms, liaison slips, etc.) which interact perfectly with the information systems and processes of the two social protection institutions, with the MSNAS acting as an interface, but also meet the essential need for simplification in relation to the needs of workers in the informal economy. Preliminary work on simplifying administrative documents was begun at the COPIL meeting on 21 and 22 September 2022, and is continued and expanded upon in this study.

4. Main problems and corrective measures

In the context of preparing the MSNAS for the start of health benefits provision, it was necessary that the MSNAS sign agreements with local health providers. Initially, it was decided to do this in the Dakar region only, but the MSNAS Board of Directors emphasized the need to do so in all regions of Senegal. The COTECH subsequently incorporated this point into the national information campaign. A total of 164 agreements have been signed and 181 are in the process of being signed.

One of the problems in putting the MSNAS into operation has been coping with the reforms underway at CMU level, including the abolition of the direct subsidy paid to mutual organizations societies to cover the

cost of the complementary package. The CMU plans to pay beneficiaries' complementary package bills directly. To deal with this issue, a workshop was held on 17 and 18 April 2023 to readjust operations between the CMU and the RSPC and to discuss new approaches taken by the CMU. This workshop made it possible to:

- 1) share information on the new reforms proposed for the development of the health insurance system;
- 2) share information on the level of implementation of the RSPC for workers in the informal economy;
- 3) define the practical arrangements for collaboration between the Ministry of Labour, Social Dialogue and Relations with Institutions and the CMU Agency;
- 4) share and approve the draft agreement between the CMU Agency and the Ministry of Labour, Social Dialogue and Relations with Institutions;
- 5) determine accompanying measures for the development of national mutual organizations.

At the end of the workshop, a draft agreement and action plan were produced. A further workshop is planned for 2024 to define how the agreement will be implemented.

The project has also had to address the impatience of handicraft workers waiting to access health care services. The MSNAS's board of directors came under strong pressure from the delegates of the *départements*. It was necessary to organize an extraordinary meeting of the board of directors to present them with the situation and the work in progress. Subsequently, the board's members held local meetings to share information about the situation.

5. Summary of progress and outlook

This first year of implementation of phase 2 of the project has seen important activities carried out to make the MSNAS operational. The national technical management unit has been set up and national and regional agents recruited and trained. With the support of the chambers of commerce, the DPS and the project, regional units branches have been set up, furnished, equipped and provided with IT and communications equipment.

With a view to starting healthcare services in December 2023, the RSPC has equipped itself with a functional information and management system adapted to the needs of the MSNAS, with all the simplifications needed to ensure proper use by beneficiaries. Agreements have also been signed in all regions with a view to starting up services. A call for contributions has been launched, and handicraft workers have begun to contribute and submit their membership documents. At present, the MSNAS has 9,121 insured persons (of whom more than 1,500 are up to date with contributions) and almost 60,000 beneficiaries.

Regarding the extension of the RSPC to other branches of social security, in particular pensions and ATPM, two workshops were held with support from other projects. The first presented the RSPC and the management manual for occupational accident and disease and old age benefits. The second addressed the RSPC's information and management system and its interoperability with the information systems used by the Social Security Fund (Caisse de Sécurité Sociale - CSS) and the Institute for Old-Age Pensions (Institut de Prévoyance Retraite du Sénégal – IPRES).

In terms of outlook, the priority is to start providing medical care and sickness benefits by the end of 2023. For 2024, the priority is to extend the RSPC to the other branches of social security and groups of workers in the informal economy.