

Joint Programme Document - Template -

A. COVER PAGE

1. Fund Name: Joint SDG Fund
2. MPTFO Project Reference Number
3. Joint programme title: Developing an integrated social protection model in the region of Guidimakha, Mauritania
4. Short title: Integrated Social Protection Model in Mauritania
5. Country and region: Mauritania, West and Central African Region
6. Resident Coordinator: Anthony Kwaku Ohemeng-Boamah, Representative of the UN Secretary General and Head of the United Nations Country Team in Mauritania, anthony.ohemeng-boamah@one.un.org
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9. Short description:

Building on a shared vision of the government, the United Nations, the World Bank, and civil society actors, the Joint Programme will develop a pilot approach of a coherent integrated regional model of existing social protection programmes and support social protection dialogue in Mauritania. The initiative will address issues of fragmentation and critical gaps in **Mauritania's support to vulnerable populations by improving articulation between safety net programmes**, developing the critical missing pieces of a coherent social protection system as well as a data system for vulnerable groups. UNICEF, WFP and ILO will mobilize expertise to support national efforts in the creation of an integrated social protection system piloted in the region of Guidimakha (population estimated at 280,000 people), one of the areas of convergence of the new UNDAF (CPDD) and one of the most vulnerable regions of the country. Evidence and empirical experience will allow to upgrade the national social protection strategy and programmes and propose a more holistic, coherent and applicable model for replication in other regions or for scale-up at national level, as well as to accelerate the achievement and monitoring of specific SDGs targets related to poverty reduction, social protection, policy strengthening and gender equality. Valued at US\$ 10 million, with a US\$ 2 million contribution from the Joint SDG Fund and US\$ 8 million from the three participating United Nations organisations (PUNO), the programme is aligned with the new World Bank investment in social protection in the Guidimakha region and may contribute to model interventions which could be replicated in other regions of Mauritania.
10. Keywords:
 - o SDGs
 - o Social protection
 - o Social registry
 - o Safety nets
 - o Mauritania

- o Guidimakha
- o Basic social services
- o Social security

11. Overview of budget

Joint SDG Fund contribution	US\$ 2,000,000.00
Co-funding 1 (WFP)	US\$ 4,085,916
Co-funding 2 (UNICEF): <i>(core resources, BMZ)</i>	US\$ 3,805,667
Co-funding 3 (ILO)	US \$ 200,000
TOTAL	US\$ 10,000,000.00

12. Timeframe:

Start date	Initial End date	Initial Duration (in months)
February 3 rd 2020	February 2 nd 2022	24 months
Start date	Revised End date	Revised Duration (in months)
February 3 rd 2020	02 October, 2022	32 months

13. Gender Marker: Score 2

14. Target groups

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	
Children	X	
Girls	X	
Youth	X	
Persons with disabilities	X	
Older persons	X	
Rural workers	X	
Migrants		X
Refugees & asylum seekers		X
Other groups: Persons affected by the vestiges of slavery, food insecure households	X	

15. Human Rights Mechanisms related to the Joint Programme

2. Human Rights Treaty Bodies

2.2 Committee on Economic, Social and Cultural Rights (CESCR), Recommendation 2012 [E/C.12/MRT/CO/1](#)

2.4 Committee on the Elimination of Discrimination against Women (CEDAW) Recommendation 2014 [CEDAW/C/MRT/CO/2-3](#)

Committee on the Elimination of Discrimination against Women (CEDAW), Recommendation, 2007, [CEDAW/C/MRT/CO/1](#)

2.6 Committee on the Rights of the Child (CRC), Recommendation 2009, [CRC/C/MRT/CO/2](#)

Committee on the Rights of the Child: Concluding observations on the combined 3rd to 5th periodic reports of Mauritania (CRC/C/MRT/CO3-5 – Oct 2018)

3. Special Procedures of the Human rights Council

- 3.36 Special Rapporteur on contemporary forms of slavery, including its causes and consequences, Recommendation 2010 [A/HRC/15/20/Add.2](#)

4. ILO Committees of Experts

- 4.9 C102 - Minimum Standards of Social Security, ratified in 1968 and Recommendation R202. Comments by supervisory bodies, CEACR and CAS published in various ILC sessions

16. PUNO and Partners:

16.1 PUNO

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16.2 Partners

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B. STRATEGIC FRAMEWORK

1. Call for Concept Notes: 1/2019

2. Relevant Joint SDG Fund Outcomes

- Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale.

3. Overview of the Joint Programme Results

3.1 Outcomes

- Outcome 1: Improved effectiveness and efficiency in the delivery of social protection services in the region of Guidimakha, as a result of social protection programmes being integrated, expanded, more accessible and inclusive.
- Outcome 2: (UNDAF/CPDD Strategic priority 3 – Governance – Outcome 4) Central and local institutions ensure a more efficient and transparent conduct of public policies.

Intermediary Outcomes

- Improved coherence, reactivity and inclusiveness of existing safety net programmes.
- Enhanced practices in terms of maternal and child health, hygiene practices, nutrition, early childhood education, prevention of violence, gender equity, etc., and utilization of basic social services by hard-to-reach population.
- Technically and financially viable models of contributory social security schemes (including community-based health schemes) identified to expand social insurance to a larger number of Mauritanian in the rural/informal sector.
- Policy / strategic developments related to social protection are fostered and informed by the lessons learned from the integrated model.

3.2 Outputs

Outcome 1, Outputs:

- 1.1. The various components of an integrated safety-net package are better articulated and piloted in Guidimakha, in a way **that deliberately supports women's** choice and empowerment.
- 1.2. Enhanced reactivity, inclusiveness and relevance of the Social Registry, including for the most vulnerable women, men, boys and girls.
- 1.3. Improved ability of vulnerable populations to access basic social services (both in terms of quality and quantity), including for women, men, boys and girls.
- 1.4. Increased household knowledge of existing basic social services and their access conditions as well as essential family practices, child protection, and gender equity notions.
- 1.5. Social security programmes' tools and procedures reviewed, adapted and tested to expand contributory social security schemes (including community-based ones) to the rural/informal sector in Mauritania.

Outcome 2, Outputs:

- 2.1. Gender-sensitive evidences generated and lessons learned on the implementation of the integrated social protection model (for replicability and scale-up).
- 2.2. Improved dialogue and coordination at all levels on social protection.

4. SDG Targets directly addressed by the Joint Programme

3.1 List of targets

The proposed integrated social protection approach will contribute to accelerating achievements of five SDGs and of a total of six targets. The target baselines and progress measurement methodology are indicated in section 1.3 of **the “The Joint Programme description” section.**

Identified SDG targets:

SDG 1 targets:

- 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.
- 1.4 By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.

SDG 3 target:

- 3.8 Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all.

SDG 5 target:

- 5.1 End all forms of discrimination against all women and girls everywhere.

SDG 10 target:

- 10.4 Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality.

SDG 17 target:

- 17.14 Enhance policy coherence for sustainable development.

SDG targets 1.3, 3.8 and 10.4 are directly addressing the issue of social protection both at system and service delivery levels, while SDG target 1.4 will complement these efforts by covering the area of access to social services which is addressed in UNICEF programme. SDG target 17.14 is related to the Joint Programme efforts around policy dialogue, the revision of the National Social Protection Strategy and system strengthening. Finally, SDG target 5.1 has been selected in recognition of the importance of gender equity issues embedded in the overall strategy and targeting mechanisms.

The Joint Programme is expected to have a multiplier effect that will indirectly impact other SDG targets identified below but these will not be especially measured and monitored during the project:

SDG 1 targets:

- 1.2 By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions.

- 1.5 By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters.

SDG 2 targets:

- 2.1 By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round.
- 2.2 By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons.

SDG 3 targets:

- 3.1 By 2030, reduce the global maternal mortality ratio to less than 70 per 100,000 live births.
- 3.2 By 2030, end preventable deaths of new-borns and children under 5 years of age, with all countries aiming to reduce neonatal mortality to at least as low as 12 per 1,000 live births and under-5 mortality to at least as low as 25 per 1,000 live births.

SDG 4 targets:

- 4.1 By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and Goal-4 effective learning outcomes.
- 4.5 By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations.

SDG 5 target:

- 5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation.

SDG 6 targets:

- 6.1 By 2030, achieve universal and equitable access to safe and affordable drinking water for all.
- 6.B Support and strengthen the participation of local communities in improving water and sanitation management.

SDG 8 targets:

- 8.6 By 2020, substantially reduce the proportion of youth not in employment, education or training.
- 8.7 Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, and by 2025 end child labour in all its forms.
- 8.8 Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.

SDG 10 target:

- 10.2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.

SDG 16 target:

- 16.6 Develop effective, accountable and transparent institutions at all levels.
- 16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels.
- 16.9 By 2030, provide legal identity for all, including birth registration.

SDG 17 targets:

- 17.16 Enhance North-South, South-South and triangular regional and international cooperation on and access to science, technology and innovation and enhance knowledge sharing on mutually agreed terms, including through improved coordination among existing mechanisms, at the United Nations level, and through a global technology facilitation mechanism.
- 17.18 Fully operationalize the technology bank and science, technology and innovation capacity-building mechanism for least developed countries by 2017 and enhance the use of enabling technology, information and communications technology.

3.2 Expected SDG impact

The proposed integrated social protection approach will create a momentum to establish national targets and track progress on key SDG related to social protection. The project is expected to demonstrate that better integration yields more efficiency in programme delivery to accelerate and sustain impact on vulnerable populations. It is expected that vulnerable populations, particularly females headed households and their children in Guidimakha, will benefit from productive and protective safety-nets, have better access to basic social services and expansion of social insurance schemes. The process will be documented to encourage national scale up.

5. Relevant objective/s from the national SDG framework

National strategic document #1: National Strategy for Accelerated Growth and Shared Prosperity (SCAPP 2016-2030)

- Strategic pillar 2: Human capital development and access to basic social services
- Strategic pillar 3: Governance in all its dimensions

National strategic document #2: National Social Protection Strategy

- Axis 1: Food security, nutrition, environment and climate change
- Axis 2: Health and education
- Axis 3: Social security and labour / employment
- Axis 4: Improved living conditions
- Axis 5: Social assistance and promotion of vulnerable groups

National strategic document #3: National Plan of Health Development (PNDS 2017-2020)

- Axis 4: Strengthening the health system oriented towards UHC
 - 3.4.1. Strengthening health coverage
 - 3.4.2. Financing universal health coverage

– 3.4.3. Strengthening community health

6. Brief overview of the Theory of Change of the Joint Programme

5.1 Summary:

The programme will primarily achieve more coherent integration and broader coverage of existing social protection programmes and support social protection dialogue in Mauritania through the areas of convergence approach. The Theory of Change relies on the four following components: activities, outputs, intermediary outcomes and outcomes/impact. The set of activities implemented by the three UN agencies – including complementary activities for which provision is made in the overall budget – are structured around four complementary pathways, namely: (i) the articulation of protective and productive safety nets; (ii) the promotion of social services; (iii) the rollout of social insurance schemes; and (iv) the evaluation and linkage to national policy dialogue. These pathways contribute to seven outputs, which represent short-term changes expected from the joint SDG programme. These outputs will in turn contribute to two outcomes (through four intermediary outcomes) that will also be fuelled by additional programmes, financing and mechanisms developed outside of the SDG Fund framework. In the end, this set of outcomes will directly support the achievement of five major SDGs (SDG 1 – End poverty in all forms everywhere; SDG 3 – Ensure healthy lives and promote wellbeing for all at all ages; SDG 5 – Achieve gender equality and empower all women and girls; SDG 10 – Reducing inequalities; and SDG 17 – Strengthen the means of implementation and revitalize the Global Partnership for sustainable development) and will indirectly address **ten further SDGs (specific targets are listed in the “Joint Programme description” section.**

5.2 List of main ToC assumptions to be monitored:

- o Financial resources: If adequate funding of complementary actions not directly covered by the SDG Fund, whether implemented by the PUNOs, the Government, or other partner organizations, is available to achieve project objectives;
- o Sustained political commitment: If the political will expressed by the recently elected Government, emphasizing the importance of social protection, is sustained throughout project implementation and echoed by solid leadership of this agenda at central and regional levels;
- o Partnerships between PUNOs and other partners: If a strong coalition of partners is acquired to support a comprehensive and consistent programme implementation in a timely manner and at a similar pace;
- o Community involvement: If community engagement and support are ensured for the relevance and comprehensiveness of the package of interventions, particularly for interventions regarding behaviour change;

Then, we will assure a successful integrated and coherent social protection model that could be effectively scale up at the national level.

7. Trans-boundary and/or regional issues

Mauritania is located in the Sahel region, characterized by enormous potential but also multiple overlapping structural and aggravating factors that severely affect its population and the ability of national and local systems to deliver services that can overcome poverty.

- o Climate change: the Sahel region is one of the most vulnerable to climate change. Given that a significant proportion of the working population lives off the **agropastoral economy, climate change has enormous consequences on people’s** ability to earn a living and avoid food insecurity, malnutrition and migration.

- Mauritania is experiencing more recurrent episodes of drought and flooding that affect agro-pastoralist communities in the central, southern and eastern regions of the country. In 2018, Mauritania experienced a second consecutive year with irregular rainfall distribution in space and time associated with an early and severe lean season. The information available to date points to another recurrence in 2019. These erratic climate patterns weaken an already bleak set of chronic vulnerabilities. A more generalized, comprehensive and predictable social protection system would prevent the risk of poverty trap for the most vulnerable Mauritanian groups.
- o Conflict and security: Complex security threats in the Sahel, and more importantly the conflict with neighbouring Mali, can influence the internal stability of communities in Mauritania and amplify various phenomena (migration, tensions linked to access to natural resources). The presence of refugees in the M'Berra camp in south-eastern Mauritania, one of the poorest areas of the country, puts an additional pressure on already strained resources available in Mauritanian communities. Note that the Mauritanian Government is currently in the process of securing its eligibility to the UN Peace Building Fund.
 - o Migration: The security context in the Sahel and peripheral areas, combined with the environmental fragility and chronic vulnerabilities, generate complex migratory movements within the Sahel zone and neighbouring countries. Mauritania is a destination country for Sub-Saharan Africans and a transit country for migrants making their way to North Africa and to Europe. The country hosts one of the largest Malian refugee population in the Sahel region and is driven by internal migratory movements, such as rural exodus. Regions bordering the right bank of the Senegal River including the targeted region of Guidimakha are the main areas of emigration. These migratory flows are likely to increase vulnerability in both emigration and immigration areas.
 - o Gender equality: Gender inequalities are still a significant challenge in Sahelian countries. In 2014, the Gender Inequality Index placed Mauritania among the last ten countries (152nd out of 162 countries). Women's participation in political life and economic activity at the national level is low, with limited income-generation opportunities, limited access to financial resources and employment opportunities. Early marriage and pregnancy remain a common practice, especially in rural areas, with strong implications for girls' health and education. In addition, women and girls continue to suffer several forms of violence (gender-based violence, FGM).

C. JOINT PROGRAMME DESCRIPTION

1. Baseline and Situation Analysis

1.1 Problem statement

Mauritania has made significant progress in its support to poor and vulnerable populations in recent years. Following the adoption of the National Social Protection Strategy (NSPS) in 2013, the Government of Mauritania has developed a range of social protection tools and programmes to tackle deep-rooted vulnerabilities, chronic poverty and shock-related food insecurity and malnutrition. These include regular and shock-responsive safety-nets (e.g. Tekavoul and El Maouna cash transfers, EMEL, School Feeding programmes), asset creation, the deployment of the National Social Registry, the strengthening of the National Social Security Fund (CNSS) and the National Health Insurance Fund (CNAM), as well

as a range of social promotion interventions and basic social services, including health, nutrition, education, water and sanitation.

However, these interventions remain fragmented, and critical gaps remain. Overall coverage and quality of programmes remains limited, and implementation is still fragmented way, with unequal resourcing, scope and results. Different interventions rarely interact despite the presence of the Social Registry, designed to foster better coordination. Most importantly, the case management and social security dimensions of a social protection system remain completely absent from the toolbox. Overall, the different interventions are not yet designed as complementary pieces of the same coherent social protection response package.

The Joint Programme funded by the SDG Fund will address these issues by improving articulation between contributory and non-contributory social protection programmes and support to developing the critical missing pieces of a social protection system for Mauritania. It will therefore mobilize technical expertise and coordination assistance to improve the operational interlinkages between existing social protection programmes (Pathway 1), promote basic social services (Pathway 2), and assess and move forward on the rollout of social security insurance in rural areas (Pathway 3). Social security insurance has been integrated in this approach as it remains an important asset in the protection of the poorest households against shocks.

While there is a strong operational dimension, the main impact of this project will be at the policy level. This project has a strong policy dialogue and learning component (Pathway 4) to translate the lessons and experiences into national policy and commitments. All this work will create the evidence on the ground to inform and guide national policy dialogue, especially in relation to the implementation of the revised National Social Protection Strategy. At the regional level, the work will seek to support the ongoing decentralization process and foster improved monitoring, coordination and leadership capacity by the regional administration.

The project is fully in line with both national strategic priorities and with the UNDAF **(revised version 'Cadre de partenariat pour le développement durable' – CPDD 2018-2022)**. The project is aligned with the strategic orientations and priorities included in the SCAPP (the National Strategy for Accelerated Growth and Shared Prosperity) and will contribute to the elaboration of its regional variant, the SCRAPP, which is due to be developed shortly in Guidimakha. The project is also in line with sectoral policies and existing national programmes. In particular, the lack of coherence of the social protection response, and the necessity to expand access to social services and social security coverage towards the hard-to-reach populations, has been already identified by stakeholders as a major priority of the ongoing revision of the NSPS.

The implementation of this Joint Programme is timely as social protection is increasingly supported by Group of Ministers and donors. On a very concrete level, the newly elected government (2019) has expressed strong commitment to expanding social protection coverage (including both safety nets and social security coverage) across the country and to increase the attributions and budget of the Taazour agency, the Government institution responsible for poverty alleviation and addressing the legacy of slavery which supervises the national social transfer program Tekavoul. Among the highest priorities are policies and initiatives aimed at extending social protection to those who are not covered by existing systems – mainly workers in the informal economy and the rural economy. This commitment is reflected in large-scale donor support for social protection currently in the **pipeline. Further information is available in section "2.5 Partnerships and stakeholder engagement"**.

The integrated model will be designed and tested in the region of Guidimakha, one of the most vulnerable regions in the country. The region registers the highest poverty incidence (49% compared to a national average of 31%), is prone to shocks, recurrent food insecurity and malnutrition, and faces underlying vulnerabilities. Access to basic social services is extremely limited in the region – only 29% of the population of Guidimakha has access to water within 1 km², only 64% of the population have access to a health facility within 5 kilometres of their homes, 67% of births are deliveries at home. The gross primary and secondary school enrolment rate in Guidimakha is only 18%, with a significant disparity between boys (22%) and girls (14%), compared to a national rate of 39% and 2 out of 5 children have no access to any type of toilet at the national level – in Guidimakha only 32% of schools have latrines and 7% have running water. Food security is of major concern in the region. The March 2019 *Cadre Harmonisé* estimated at 67,861 the number of people in phase 3 (food insecurity crisis) or more during the 2019 lean season, of whom more than 40,000 received seasonal food and cash assistance. According to the SMART nutrition survey (2018), Guidimakha is currently facing a nutritional emergency with a GAM prevalence of 18.8% (threshold >15%); SAM prevalence of 4.1%, (threshold >2%). This high malnutrition prevalence, combined with other underlying factors, contributes to high levels of stunting among children under five (26%). The prevalence of global chronic malnutrition in Guidimakha is 26.3%, exceeding the 20% national threshold. Further, prevalence of serious overall underweight is currently at 27.8%, well above the threshold of 20%. Full vaccination coverage in Guidimakha is only 30%. The social insurance programmes CNAM (health) and CNSS (pensions and family allowances) have had so far very limited outreach in this region. The region also has one of the highest rates of early marriage, with an estimated 54.8% of women aged 20-49 married before the age of 18. In Guidimakha only 44.2% of children under 5 years of age had their births reported on registers, compared to 65.6% at the national level. In addition, thousands of Mauritians have become stateless or at risk of statelessness due to the adoption of amendments to the law that removed rights based on birth in Mauritania and amendments to recognition of legal status. Finally, the percentage of children aged 5-17 who are involved in child labour in Mauritania is 37,6% (MICS 2015).

Significant challenges remain to progress towards gender equality in Mauritania, that rank among the last ten countries (152nd out of 162 countries) in the 2014 Gender Inequality Index. Multiple gender-specific barriers prevent women from acquiring and accessing the means and capacities needed for breaking out of poverty. Unmet needs such as access to social protection and basic social services, including education, skills training, finance, reproductive health, but also response to gender-based violence are amongst the key areas that leave women and girls disproportionately vulnerable and exposed to risk. Women in rural areas like the Guidimakha region face a double disadvantage in accessing social protection. They find themselves at the intersection of geographical inequities, with rural areas being relatively disadvantaged against urban areas, and gender inequities, with women and girls facing various disadvantages as compared to men and boys (particularly for what relates to ownership of land and productive assets).

Guidimakha was also selected on the basis of a – relatively – strong presence of safety net interventions, which presents important opportunities for synergy. It is the region with the highest number of households recorded in the national Social Registry (11,275), as well as the largest number of extreme poor households enrolled in the Tekavoul cash transfer programme (7,729 households, including 36,899 children and 11,564 children under five). The region is regularly prioritized for seasonal cash and food assistance, with more than 40,000 individuals reached during the peak of the 2019 lean season and 87 shops **selling food at subsidized prices (as part of the government's EMEL programme)**. **Guidimakha also hosts, among others, girls' education and access to health programmes** supported by the World Bank, and has a strong NGO presence. The Guidimakha region is part of the Aftout

area, also known as the "Triangle of Hope", which is the government's priority areas for poverty reduction and investment. The Guidimakha region is also a UN priority 'convergence area' for Mauritania.

The focus on 'tying the threads together' and working to develop the critical missing elements in Mauritania's social protection system, as well as feeding these experiences to inform national policy dialogue, is, in our analysis, the most effective use of Joint SDG Fund resources in Mauritania. The existence of several delivery channels for safety nets, as well as the appetite for improving the social protection system on the part of government, justifies the projects choice to focus on technical assistance, policy dialogue and leveraging existing interventions over, for example, direct delivery which would not stand to make a significant difference given the very high level of needs and the set of already existing programmes in the selected region.

1.2 Target groups

The Joint Programme does not intend to address directly all the needs identified in this short analysis but will contribute by influencing national social protection initiatives in the region of Guidimakha, which are targeting hard-to-reach and vulnerable groups listed below:

- Women and girls: Protection in relation to access to basic social services such as health, maternal health care and education, gender-based violence (MGF, early marriage), empowerment in decision-making process are key. Special attention will be given to vulnerable female headed households.
- Children and youth: In the Guidimakha region, the proportion of people under 15 years of age is over 50%. Children in Mauritania are exposed to at least one form of severe deprivation and a quarter of Mauritanian children live in absolute poverty. Access to education, employment and vocational training, health and nutrition, birth registry, protection in relation to forced labour and worst form of child labour, protection from violence (exploitation, abuse, GFM, early marriage) will be central in the intervention.
- Persons with disabilities: Areas of need relate to health care, access to clean water, food aid, inclusive vocational training programs and livelihood opportunities, access to housing, employment, financial resources, legal services, access to basic social services, psychosocial assistance, community integration, rights awareness and promotion.
- Older persons: Health care, access to basic social services will be the primary focus for this population group.
- Rural workers: Decent work condition, access to employment, health care, vocational training and education opportunities as well as financial opportunities are among the most pressing needs for rural workers.
- Migrants¹: **Areas of need of migrants are nuanced by each migrant's intrinsic and extrinsic characteristics and circumstances.** To be resilient, external support to address the regulatory and governance needs of migrants is essential and other dimensions that are likely to require support include, access to regular financial sources, access to shelter and basic social services (health, sanitation, nutrition, education, water, sanitation and hygiene), practical information, psychosocial support. The project will focus on access to basic social services and health insurance for this population.

¹ Those group categories will only have an indirect influence from the national social protection programmes

- o Refugees and asylum seekers²: Multi-sectoral needs for this category include protection, access to food and water, shelter and essential non-food items, access to basic social services (health, nutrition, education, sanitation and hygiene), psychosocial support, social cohesion. The project will address similar needs as those of migrants.
- o Other groups: The poor and/or food insecure households are targeted groups of the national social protection programmes such as persons affected by the vestiges of slavery (which are directly targeted by the Tekavoul programme and represent an important percentage of the unreachable and vulnerable people in the country).

In line with the NSPS, the programme will ensure that all population groups can benefit from the various components of the social protection package. The following interventions linked to targeting mechanisms will be conducted:

- The extreme poor and food insecure recorded in the Social Registry will be targeted, complemented by mechanisms to identify and include those who may have been left behind at time of deployment of the Social Registry or of safety-net programmes, or may have fallen into poverty or food insecurity since (Activities 1.2, 1.3 and 1.4, as well as Activity 4.2);
- Other community members (informal workers and women in particular) requiring universal access to basic social services and insurance mechanisms (Activity 2.2, Activity 2.4, Activity 3.1 and Activity 3.2); and
- Individuals with specific needs for identification, referral and follow-up (Activities 2.2 and 2.3).

The project will analyse the social protection identification mechanism in order to extend the current targeting system. Different on-going information system will be analysed to increase information exchange between the different systems, from targeted mechanisms to contributory schemes so as to move towards an integrated and inclusive targeting approach using the single registry. This generalization of the identification for social protection should reduce the mistargeting of the most vulnerable.

The identification mechanism will include households (in general women with children) who **may have been "invisible" to current targeting because of identity criteria like descent-based servile status, gender, age and work as domestic servant.**

Selected human rights mechanisms will be fully included in the targeting process:

2. Human Rights Treaty Bodies

2.3 Committee on Economic, Social and Cultural Rights (CESCR), Recommendation 2012 [E/C.12/MRT/CO/1](#)

2.5 Committee on the Elimination of Discrimination against Women (CEDAW) Recommendation 2014 [CEDAW/C/MRT/CO/2-3](#)

Committee on the Elimination of Discrimination against Women (CEDAW), Recommendation, 2007, [CEDAW/C/MRT/CO/1](#)

2.7 Committee on the Rights of the Child (CRC), Recommendation 2009, [CRC/C/MRT/CO/2](#)

Committee on the Rights of the Child: Concluding observations on the combined 3rd to 5th periodic reports of Mauritania (CRC/C/MRT/CO3-5 – Oct 2018)

3. Special Procedures of the Human rights Council

² Idem

3.36 Special Rapporteur on contemporary forms of slavery, including its causes and consequences, Recommendation 2010 [A/HRC/15/20/Add.2](#)

4. ILO Committees of Experts

4.9 C102 - Minimum Standards of Social Security, ratified in 1968 and Recommendation R202. Comments by supervisory bodies, CEACR and CAS published in various ILC sessions

The program will ensure (i) participation and inclusivity, (ii) non-discrimination and equality, and (iii) accountability by:

- Clearly identified rights holder groups: poor and food insecure, vulnerable children and youth, invisible households, disabled workers, persons in exploitative labour relations and working rural vulnerable women and working children will be associated in a process through various types of support.

The Project will dedicate efforts to promote linkages with existing Government initiatives and projects for the identification and referral of victims of worst forms of child labour and the hazardous work list of Ministry of Labour.

The Leave no one behind approach (LNOB) will be central to this Joint Programme. Supporting the inclusion of people left behind is at the heart of the programme strategy. The **integrated model is designed to reach the 'invisibles', those who are not counted in official data** and in particular in the Social registry, with the aims of extending the scope and inclusiveness of existing social protection mechanisms at national and regional levels. People are more likely to be left behind by suffering from a combination of five factors that make them face multiple, reinforcing sources of deprivation and inequalities: discrimination; geography; vulnerability to shocks; governance; and socio-economic status. **Following target groups have been identified as potential "left behind" population for this intervention:**

- o Poorest rural and food insecure invisible households;
- o Working rural vulnerable women and girls;
- o Informal and disabled workers and persons in exploitative labour relations; and
- o Vulnerable children and youth, including working children and those victims of worst form of child labour, out-of-school children.

Multiple actions of the Joint Programme seek to enable groups and populations in vulnerable situations to organize, be heard and participate in national or regional development processes, and to provide accessible data and information to expose inequities of these category of population. Support to advocacy and public/decision-makers awareness efforts, community empowerment through community participation and information sharing, improved access to basic services will be conducted. Two initiatives will be implemented to proactively identify individual/households whom may be invisible to the various social protection programmes and – if and where relevant – advocate for their inclusion in the social registry, in these programmes' **targeting modalities and in predefined referral and follow-up** mechanism:

- Determination of criteria and identification of individuals/households that may have been excluded based on social structure, working relations and various dependencies.

Dedicated efforts will also – via the existing safety-net programmes – promote systematic birth and civil registration in the national civil registry database.

The project is also an opportunity to create a momentum for supporting the inclusion of an LNOB assessment in all SDG review processes at the national and regional levels, for better

integration and operationalization the principle of LNOB into the UN entities' different strategic priorities, programming, financing, assessments.

1.3 SDG targets

The proposed integrated social protection approach will contribute to accelerate achievements on the selected SDGs targets, at first in the region of Guidimakha. This project is a catalyst in the establishment of baselines and data collection mechanisms to measure the progress of SDG targets by national institutions. SDG targets have not yet been monitored at the national level to allow for the establishment of SDG baselines and targets of the Joint Programme, neither by the national voluntary review nor by the National Strategy for Accelerated Growth and Shared Prosperity (SCAPP). Activity 4.1 is dedicated to conduct a Social Security Inquiry at the launch of the project aiming at supporting the Government in establishing systematic data collection and review process for social protection. This inquiry will enable the Government to establish baselines and targets on SDG targets at the national level that will be used to inform the Joint Programme Results Framework. The baseline situation of the SDGs produced with the support of UNDP in 2016 will be put forward to the relevant institutions and used in the SDG Fund baseline exercise. As the Government is currently paying more attention to SDG targets linked to the SCAPP, advocacy efforts of the Joint Programme will be made towards the monitoring of all SDG targets, especially those impacted by the project. The support to the policy dialogue on the revision and operationalization of the NSPS (Activity 4.5) also aims to anchor SDGs progress tracking in a routine exercise at the central level.

The list of selected targets is available in the "Strategic Framework" section. The proposed integrated social protection approach will contribute to accelerating achievements of SDGs directly and indirectly on the two outcomes of the programme.

1. Outcome 1 - Improved effectiveness and efficiency in the delivery of social protection services in the region of Guidimakha, as a result of social protection programmes being integrated, expanded, more accessible and inclusive

SDG targets:

- o 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.
- o 1.4 By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.
- o 3.8 Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all.
- o 5.1 End all forms of discrimination against all women and girls everywhere.

2. Outcome 2 – UNDAF/CPDD Strategic Priority 3 - Governance – Outcome 4: Central and local institutions ensure a more efficient and transparent conduct of public policies

SDG targets:

- o 10.4 Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality.
- o 17.14 Enhance policy coherence for sustainable development.

The selected SDG targets will be interlinked and mutually reinforcing. The actual purpose of the SDG action will be – through pathway 4 – to establish a robust, evidence-

based dialogue between the operational practice of improved and expanded Social Protection systems and measures (SDG target 1.3) and the policy-level efforts related to the rollout of the revised National Social Protection Policy in Mauritania (SDG target 10.4). All governmental stakeholders acknowledge that these two endeavors need to move ahead in parallel and inform each other. Ultimately, all will contribute and/or relate to increased coverage and inclusiveness (SDG target 1.3), particularly with regards to addressing economic inequalities (SDG targets 1.4), disparities in access to basic health services (SDG targets 1.4 and 3.8), and addressing gender inequities and gender-based discriminations in terms of access to social protection services (SDG target 5.1). Taken altogether, these efforts will contribute to and benefit from broader policy coherence (SDG target 17.14), given that Social Protection policies are closely interlocked to those of other sectors such as Health and Nutrition, Food security, Poverty alleviation, Water and sanitation, Education and Decent work etc.

1.4 Stakeholder mapping

Partners

Government:

- Ministry of Economic Affairs and Promotion of Productive Sectors: Interest in achieving overall coherence and efficiency in the implementation of the National Social Protection Strategy (NSPS), improving coordination among Government and non-Government stakeholders engaged in the NSPS, and in establishing sustained dialogue on the revision of existing social protection policies and programmes. The unit in charge of the Social Registry is part of the MEI. The MEI also coordinates the implementation, the monitoring and evaluation processes of the SCAPP based on SDGs, as well as the review of progress towards SDG (through the national voluntary review) and the localization of SDGs results;
- Taazour: The Government agency responsible for poverty alleviation and addressing the legacy of slavery, implements the national social transfer programme Tekavoul targeting extreme-poor households and will be a key entry institution for leveraging existing social protection mechanisms in Guidimakha;
- Regional Development Council (CRD) of Guidimakha and regional institutions: The regional dimension of the Joint Programme will be led under the joint leadership of the Regional Governorate (regional authorities and regional technical services) and the newly established regional council. The child protection table and organizations in charge of social services delivery, birth and civil registration in Guidimakha will be essential for the operationalization of the promotion of basic social services and referral mechanisms;
- Ministry of Interior and Decentralization (MI DEC): Supervises the Regional Councils. Both MEI and MI DEC are involved in the SCRAPP exercise which will be rolled-out shortly in the Guidimakha region and which will be informed by/and will inform the Joint programme;
- Ministry of Health (MoH): Supervises the National Health Insurance Fund (CNAM) and implement the national health policy;
- Social security institutions: National Health Insurance Fund (CNAM) is supervised by the Ministry of Health and is responsible for administering health insurance for civil and military officials. It also covers the agents of the para-public service, private and most recently, a voluntary insurance offered to all Mauritians. The National Social Security Fund (CNSS) manages the social security scheme for para-public and private sector employees from the formal sector. This social security scheme comprises of family benefits, benefits in the

event of work accidents and occupational diseases, and old-age, invalidity and survivors' pensions;

- o The Food Security Commission (CSA): Interest in anchoring and linking its programmes to the broader and more sustainable Social Protection agenda (rather than just short-term interventions renewed every year);
- o Ministry of Public Service and Labour: Supervises the National Social Security Fund in charge of the social protection of workers in the Para public and private sector; Labour Inspectors in charge of labour control and regulation.
- o National Council for Social Dialogue on child labour and worst forms and on forced labour issues.
- o The Decent Work Country Programme of the Ministry of Labour includes priority axis 2 on "Strengthening and extending social protection";
- o Other ministries involved in basic social services provision: Ministry of National Education and Vocational Training (in charge of the national school feeding programme), Ministry of Health, Ministry of Water and Sanitation, Ministry of Social Affairs, Childhood and Family.

Social partners:

- o Trade unions and employers' organizations: Social dialogue actors and social protection policy stakeholders and managers of social protection bodies will be specifically involved in interventions related to child labour, informal workers and other marginalized workers groups.

Beneficiaries/communities

- o Beneficiaries and community engagement/support will be central to ensure full ownership and sustainability of the intervention, particularly regarding behaviour change. More specifically, representatives of communities will be invited to contribute to C4D planning mechanisms and the development of modules and will play a major role in the dissemination of good practices (Activity 2.4). Also, populations will be consulted through joint working sessions, field visits and exchanges on safety nets programme quality and improvement (Pathway 1).

Stakeholders

Technical and financial partners:

- o The World Bank: Strong strategic synergies with PUNOs will be ensured. The World Bank is instrumental in providing funding to support the rollout of the **Government's NSPS, including through its Adaptive Social Protection Programme** (Social Registry, Tekavoul, El Maouna) as well as through other programmes aimed at enhancing the offer of basic social services in Mauritania (health, education and water in particular) which are currently implemented in the Guidimakha region;
- o Islamic Development Bank, African Development Bank and International Monetary Fund: Strong strategic synergies with PUNOs will be ensured to encourage strategic partnerships and synergies;
- o Humanitarian donors: In a context characterized by increased frequency and incidence of shocks, seasonal interventions progressively anchored into a broader national adaptive social protection system is necessary. This challenge is being addressed through the convergence of humanitarian, development and conflict-sensitive programming through the Humanitarian-Development-Peace nexus;
- o UNCT:
 - IOM: Although not recipient of this SDG Fund, OIM will be a key and very active stakeholder as co-lead of the Guidimakha area of convergence and

- remains one of the few UN actors with permanent field presence in this region;
- UNDP: Through the PAGOURDEL programme, synergies will be established to orchestrate support at regional level, in terms of diagnostics and planning;
 - UNFPA: The agency plays an important role in the fight against maternal mortality, improve access to family planning, and eliminate harmful practices and gender-based violence, specifically through the Sahel **Women’s Empowerment and Demographic Dividend (SWEDD)** initiative;
 - Other UN agencies, such as UNHCR, WHO, OHCHR: Synergies will be sought as part of the UNDAF/CPDD annual work plan in Guidimakha to ensure programme synergies at local level within the framework of the UN convergence zone approach.
- o European Union: As lead of the health sector, the EU plays a key role in the preparation of the next PNDS (national health development plan) 2021-2024. The EU is also planning to support a pilot project to extend CNAM;
 - o French Development Agency (AFD): **Synergies will be ensured with the AFD’s contributions to the health, education and WASH sectors, as well as the World Bank’s safety-net programme;**
 - o Civil society organizations: National NGOs will be identified for the implementation of specific activities and will play a role in the social protection dialogue at both national and regional levels and in the revision of the National Social Protection Strategy.

2. Programme Strategy

2.1. Overall strategy

The SDG Fund will address issues of fragmentation and critical gaps in Mauritania’s support to vulnerable populations by improving articulation between safety net programmes and developing the critical missing pieces of a coherent social protection system. The SDG Fund will therefore mobilize technical expertise and coordination assistance to improve the operational interlinkages between existing social protection programmes (Pathway 1), promote basic social services (Pathway 2), and assess and move forward on the rollout of social security insurance in rural areas (Pathway 3). The intention is to demonstrate and document that better integration yields more efficiency in programme delivery to accelerate and sustain impact on vulnerable populations towards achieving SDG targets.

The implementation of the Joint Programme will support the institutional dialogue **to upgrade Mauritania’s social protection strategy and programmes on a more** holistic, coherent and effective model. While there is a strong operational dimension (better articulation of programmes, new mechanisms developed and tested), the main impact of this project will be at the policy level. The policy dialogue will be informed in the planned revision of the national social protection strategy and during its operationalization. In turn, this system will enable more efficient and impactful delivery of social assistance to vulnerable populations, thereby making a significant contribution to accelerating the achievement of the **SDGs in Mauritania. The strategy is also to support Mauritania’s new decentralization** engagement and make it a success.

The chosen approach will catalyse a fundamental evolution in Mauritania’s model for social protection. In line with the “convergence approach” enacted in the CPDD (new

UNDAF), the integrated model will, for the first time in Mauritania, combine within the same region the following key pillars of social protection: productive and protective safety-nets; promotion of access to basic social services; and expansion of social insurance schemes. The project seeks to effect fundamental change in both operational approaches, but also in mindset of policymakers, PUNOs and partners. The move from fragmented and partial interventions to a holistic model built around collaboration and integration is a high-risk high-reward endeavour with transformative potential. This model will rely on two “integration vectors”: (i) a tight geographic focus on an area facing multifaced vulnerabilities to develop mechanisms for programme articulation, integration and improvement, and develop and test critical new blocks for the system (reference and case management, and social security health insurance); and (ii) the promotion of a ‘human-centred approach’ whereby different programmes, and indeed the whole system, shift from a programme-delivery focus to a holistic support to the most vulnerable. In this respect, there is an opportunity to leverage the currently expanding Social Registry to use as a common targeting and beneficiary management platform. It is not ‘business as usual’.

Better operational articulation of social protection programmes with one another, and the development of critical new elements in the social protection system stand to make a strong impact on SDG achievement, particularly if integrated into national policies and taken to scale across the country. A set of five major SDGs will be directly impacted by the project (for a total of six SDG targets) and ten SDGs will be addressed indirectly (refer to section 1.3 of the “Joint Programme Description”). It is expected that this project will also create a momentum to define baseline to localize the direct SDGs identified. This will all ensure robust tracking towards the achievements of these SDG by 2030.

The UN has the critical expertise in a particularly low-capacity environment, **especially given the distribution of tasks that work to each agency’s strengths and the final objective that combines these strengths. WFP’s operational experience will be fully leveraged through pathway 1’s focus on programmatic articulation, integration and quality improvement. Pathway 2 is designed to leverage UNICEF’s unique experience with social mobilization and case management, and deep networks at the community level. The highly technical nature of pathway 3, focused on the very challenging task of advancing social security insurance to vulnerable rural populations, clearly falls within ILO’s skill set. In addition, taken together, each agency’s convening power, existing policy connections and relationships in government means that the project’s one voice will have a strong and convincing voice in policy dialogue. Of course, each agency’s commitment, expertise and proven track record in finding and supporting the neediest, most hard-to-reach and most discriminated-against groups of society that may have difficulty accessing social protection and basic social services. No discrimination in access also means active search for the most unreachable and vulnerable.**

The PUNOs are heavily engaged in the social protection agenda in Mauritania, at policy and operational levels. They work to advance the SDGs, those related to social protection targeted by this programme:

- ILO, through its Decent Work Country Program focuses on strengthening and extending of social protection. ILO provides long-standing technical support to the government for social protection, in relation to the extension of social protection to workers in the informal economy and innovative mechanisms for extending social coverage for difficult to reach groups. ILO will provide technical expertise to CNSS, CNAM and Ministry of Labour to extend social insurance mechanisms, on labour market interventions and fundamental principles and rights at work, promoting social protection floors in a humanitarian-development context, upgrading support to informal systems;

- UNICEF has long-standing engagement at both the policy and operational levels. UNICEF has built a strategic partnership with Taazour and various ministries to promote child rights, targeting young girls, boys and youth, providing technical support in child protection, social assistance and essential services. UNICEF and Taazour develop also a joint approach in cash transfers to enhance access to and utilization of education, health/nutrition and WASH services. UNICEF is a leading agency in social protection and supported the elaboration of the NSPS and its institutional anchorage and will be leading the evaluation and revision of the NSPS as much as collaborating with the National Agency for Statistics and Demographic and Economic Analysis (ANSADE) to implement the real-time monitoring tool. UNICEF initiated in 2013 the partnership with the World Bank in order to launch the national social transfer programme Tekavoul;
- WFP has been engaging strongly for several years around the Adaptive Social Protection agenda to support shock-responsive safety net functions (early warning, emergency planning and preparation, financing mechanisms and delivery support), and through close collaboration in developing and supporting implementation of the national Social Registry. WFP has adopted Adaptive Social Protection as main entry point of its 2019-2022 Country Strategic Plan, with a focus on enhancing the shock-responsiveness of existing safety-nets, their ability to tackle food insecurity, malnutrition and gender inequalities, and their coherence with pre-existing seasonal humanitarian interventions. This involves close collaboration with and technical assistance to the CSA, the MEI, Taazour , as well as continuous coordination with NGOs through the food security sector (which WFP is co-leading with FAO).

The UN is active in the Guidimakha region, one of the areas of convergence of the United Nations System in Mauritania. More specifically, UNICEF is currently piloting an integrated social protection programme in the Guidimakha (Ghabou district), to instore a social protection coordination mechanism at the district level, and tackle multidimensional poverty using the Tekavoul social transfer programme as a vector to promote key family practices and access to basic social services and convening with the national agency Taazour to develop basic social services infrastructures. A new Sahel resilience programme will encompass all sectors of UNICEF Mauritania – including social protection – to strengthen systems and communities to prevent shocks. Particular attention will be paid to improve access to basic social services, including WASH, education, nutrition, and child protection. In Guidimakha, the ILO contributes to develop an identification and referral mechanism of worst forms of child labour (WFCL) for the communal child protection system. WFP manages several large-scale operations in the region, including (i) seasonal cash and food assistance to approximately 35,000 food insecure individuals, (ii) seasonal treatment of children and pregnant and breastfeeding women affected by moderate acute malnutrition throughout the **region**, (iii) **support to the Ministry of Education’s school feeding programme** benefiting approximately 20,000 children, and (iv) integrated resilience interventions including Food assistance For Assets (FFA) in 15 sites across the region.

There are several additional programmes and stakeholders relevant to this initiative. First and most importantly, the Government of Mauritania is engaged and seeking to scale up its investments in safety nets and social insurance for vulnerable rural populations. The government has a flagship safety net program (Tekavoul – *Solidarity* in Mauritanian Arabic), providing long-term cash transfers and accompanying measures to extreme-poor households. The government has also established a Social Registry, which currently focuses on chronic poor households and those particularly vulnerable to shocks but represents a potential keystone in coordinating and articulating support to the most vulnerable. Both these initiatives are financially and technically backed by the World Bank, who is very active in the social protection space in Mauritania, especially through its Sahel Adaptive Social Protection

Program (ASPP). PUNOs will ensure convergence and sustainability with **the World Bank's** interventions in Mauritania in this sector and have developed deep working relations around the social protection agenda in Mauritania, for example exemplified in the MOU and joint annual social protection workplans between WFP and the World Bank. UNICEF is a member of the Inaya Programme Steering Committee and actively involved in microplanning and **monitoring. The Inaya World Bank's health programme in Guidimakha aim to ensure universal** medical coverage (CMU), to strengthen community health and improve access to the system for the poorest (via a cash transfer mechanism linked to the Tekavoul programme). A list of initiatives led by the World Bank related to this programme is available in Annex 1.

This programme is a decisive contribution to broader social protection efforts led by the authorities in collaboration with strategic partners and which is an entry point to implement a coherent social protection system in the region of Guidimakha. Multiple stakeholders are currently developing large-scale interventions in several development sectors, in which this project will develop areas of synergy. The objective is to provide an integrated package that goes well beyond the scope of this project. The NSPS steering committee held as part of the preparation of this proposal made it possible to share some of the avenues for collaboration to be consolidated, more specifically with the World Bank, the European Union, the French Development Agency, The Belgian Development Agency, the CNAM and other partners.

The programme is designed to be transformational through demonstrating an integrated and holistic social protection approach at small scale (one region) and leveraging this experience to inform policies and programmes at the national level. Each of the first three pathways are transformational. Pathway 1 seeks to replace fragmentation with programmatic coherence. Pathway 2 promotes basic social services to reach the most vulnerable populations and establishes the embryo of a mechanism for reference and case management of the most vulnerable. Pathway 3 lays the groundwork for a potentially game-changing extension of social insurance in rural areas. All of these come together under pathway 4, where PUNOs will work to influence policy with a single voice.

Implementation of the Joint Programme will be government-led. Overall stewardship for the programme will be with the steering committee for the National Social Protection Strategy, a multi-sectoral group co-chaired by the Ministry of Economy and Industry and the Ministry of Social Affairs, Childhood and Family. Regular reporting will be done to the technical steering committee. Operationally, the PUNOs largely work through government ministries (Ministry of Education for School Feeding, Ministry of Social Affairs for Ghabou social protection pilot, the National Health Insurance Fund for social insurance, etc), or alongside government-led programmes (Tekavoul, Social Registry). At the regional level, implementation will be coordinated by the National Strategy for Accelerated Growth and Shared Prosperity and its regional application, the Regional Development Council (CRD) of Guidimakha and regional institutions and authorities, including the Regional Governorate (regional administration and directorates) and the newly established regional council.

Pathway 1 and 2 are specifically geared towards developing mechanisms to seek out and include the excluded and left behind into social protection schemes. While all three operational pathways are designed to foster inclusion of the most vulnerable and at-risk, pathway 1 will specifically seek to improve the identification and inclusion of the most vulnerable, by reviewing and improving targeting for the Social Registry (pathway 1, activity 1.4). In turn, the central goal of pathway 2 is to promote basic social services and support the development of an identification and referral mechanism for the invisible and left behind.

The proposal builds on the evidence of countries with mature social protection systems. Such systems approach support to vulnerable populations holistically, coordinating

support across the life cycle. In turn, mature systems invariably include referral and case management mechanisms, as well as, critically, social insurance for the health needs of the poor and vulnerable. Given its limited population and natural resources endowment, Mauritania can increase the amount and efficiency of redistributive spending as per Recommendation 202 of the ILO. As such, the integrated program will provide solid evidences to inform the strategic dialogue on the combination of targeted and universal social protection programmes and outcomes. Under the UN system convergence approach, a joint programme implemented by UNICEF, UNDP, FAO, OHCHR and supported by the UN Peacebuilding Fund is being implemented in the Hodh Chargui region to support peace initiatives and provide basic social services and sustained livelihood of Malian refugees and host communities. The approach demonstrates satisfactory results and efficient coordination from which lessons can be used for the proposed initiative.

Strategically, this project is in line with the annual plan of the CPDD (new UNDAF), which also geographically prioritizes the Guidimakha region (one of three **designated "areas of convergence"**). The Guidimakha region is identified as one of the convergence zones by the UN system in Mauritania with the objective of strengthening regional capacities and mechanisms for coordination, planning, monitoring, and the optimal coordinated management of existing resources. Convergence areas are geographical areas where several determining factors necessitate joint action by UN agencies, funds, programmes and partner international NGOs. Social protection is also a recurrent element of the CPDD covered by its Objective 3.2 (assist governments and stakeholders in ensuring equitable and effective coverage of basic social services and in promoting effective social protection systems).

The programme will adopt a gendered approach and undertake specific actions to **promote gender transformation to ensure that the logic of "leave no one behind" is fully deployed**. It will (i) deliberate target women for social transfers (when relevant) and identification of transfer modalities that are **supportive of women's choice and empowerment**; (ii) provide specific interventions for girls, pregnant and breastfeeding girl / women / caregivers (education; malnutrition prevention and treatment; access to basic services); (iii) use safety-nets as platforms to convey key messages promoting gender equity and **transformation, partly in relation to girls' education, harmful practices (child marriage; FGM; GBVs), the IYCF and on women's socio-economic empowerment**. 30% of the proposed budget is allocated to cover gender-related issues and the monitoring and evaluation process will highlight this dimension by including specific disaggregated data on gender.

2.2 Theory of Change

The theory of change relies on the four complementary pathways hereunder:

PATHWAY 1 / Articulate protective and productive safety nets (Lead organization: WFP)

Pathway 1 will foster articulation and integration among the various existing protective and productive safety net interventions through a piloted approach in Guidimakha. **The programmes covered will include Tekavoul cash transfers, the CSA's "El Maouna" shock-response programme and its "EMEL" subsidized food sales initiative, the Ministry of Education's School Feeding Programme, as well as non-governmental organization's seasonal targeted assistance and food assistance for assets programmes.** This will be a first step in shifting from the current reality of parallel and fragmented interventions, which is sources of inefficiencies and inaccuracies in service delivery, towards a reasoned and coherent safety

net system. Activity 2 will focus on developing a model for articulating these programmes. Activity 3 will pilot strengthened coordination and integration procedures. Activity 4 will focus on supporting the national Social Registry to adapt and respond to the needs of this increased integration. All activities will be undertaken under the guidance and leadership of national authorities and the coordination of regional authorities.

1.1 Support the delivery of safety-net programmes in the region of Guidimakha (Lead organization: WFP; complementary funding)

Achieving the objectives set forward under pathway 1 requires a pre-existing base of safety-net programmes implemented at scale in the region of Guidimakha. In order to secure this pre-existing base, the PUNOs will continue (i) prioritizing their financial and technical support to the delivery of safety net programmes to the region in 2020 and 2021, for the programmes that are relevant to their respective mandates, and (ii) advocating towards other governmental and non-governmental stakeholders (including the World Bank) so that they adopt the same approach for the programmes that relate to their area of responsibility. Within this logic WFP will, for instance, ensure that its seasonal cash and food assistance, nutrition prevention and treatment, school feeding and food assistance for assets (FFA) programmes are delivered at adequate level in the region (funding permitting).

Activities 1.2, 1.3 and 1.4 scheduled under pathway 1 will leverage and integrate such programmes as part of a broader coherent safety-net package bringing together interventions from the Government, UN Agencies and NGOs.

1.2 Develop a model seeking improved coherence in the targeting, assistance packages and assistance modalities of existing safety-nets programmes (Lead organization: WFP)

WFP will engage with the government and non-governmental organizations to **undertake an initial analysis of the different safety net programmes' objectives**, target populations, beneficiary identification systems, benefits and delivery channels. **This analysis of each programme's operational specificities will be an important asset** for regional and national authorities and will serve as a basis for the formulation of integrated targeting and delivery principles and modalities. It will be complementary to the Social Security Enquiry scheduled under Pathway 4.

WFP will then provide technical assistance to the different programmes to identify opportunities for articulation and integration. Key programme dimensions will be compared, in particular targeting and delivery mechanisms, to identify opportunities for **synergy. A "proof of concept" with recommended integration modalities will be elaborated and presented** to the steering committee of the National Social Protection Strategy.

This activity will also address programme quality and improvement, by fostering experience-sharing and cross-fertilization around specific themes. In particular, **assessing and improving programmes' impacts on nutrition (for example through nutrition-sensitive programming)** or gender (through re-assessing potential gendered biases in programme design and/or implementation). This will be done through joint working sessions, field visits and exchanges with populations and government. Operationalizing such potential measures to enhance programmes nutrition-sensitive and gender-transformative potential, could significantly help the system become more relevant, coherent, cost-efficient, shock-responsive and inclusive.

1.3 Pilot integration of existing safety-net programmes in Guidimakha region
(Lead organization: WFP)

Operationally, programme teams in the region will be strengthened and supported to pilot the integrated modalities identified in Activity 1.2. Programme teams will progressively apply the model developed under activity 1.2, adapting it to the local realities and specificities of the region of Guidimakha. This will be achieved by mobilizing local Government and partner technical services around this common objective. Where possible, bottom-up participatory approaches will be applied to ensure local relevance.

WFP will also foster this integration at regional coordination levels, to raise awareness and understanding of the benefits of an integrated safety net system. Regional-level ownership is the surest way to ensure rigor and sustainability over time. As a consequence, WFP will invest efforts in ensuring regional leaders and coordination mechanisms are fully onboard and tooled to monitor and supervise integration efforts.

1.4 Support the Social Registry to improve inclusiveness of hard-to-reach populations (Lead organization: WFP/ Contributor: ILO, UNICEF)

The Social Registry actively targets extreme-poor households, but WFP experience shows that many very vulnerable households are not yet included in the registry. WFP works closely with the nascent Social Registry, which represents a critical keystone for an integrated social protection system. However, achieving this potential call for close and continued engagement as well as iterative feedback to ensure the most **vulnerable do not 'fall through the cracks. This activity will therefore focus on improving the Social Registry's** targeting mechanism by developing and proposing new protocols for improving inclusiveness. This will capitalize on empirical evidence through WFP operations, both the SDG pilot (activity 1.3) and its broader portfolio of ongoing programmes. This activity links closely with Pathway 2's focus on the support to the identification, referral and monitoring of the most vulnerable.

This activity will also work to develop and pilot a mechanism for households already in the Social Registry to update their information. As it currently stands, the registry **database is 'static' in the sense that data collection is undertaken as a 'sweep'. Once information is included, the registry moves on to new communities. However, households'** conditions change, and these changes can severely impact livelihoods and overall vulnerability, potentially affecting eligibility into programmes. WFP will work closely with the Social Registry and regional authorities to develop and pilot a mechanism for households to **update information on their Social Registry profile. This activity complements Pathway 2's** focus on the support to the identification, referral and monitoring of the most vulnerable.

Importantly, this work will also explore where the Social Registry is *not* the appropriate instrument for coordinating interventions. Certain interventions for example are categorical (school feeding open to all children), or even universal (emergency support in case of a major flood) and it may not be relevant or efficient to use the Social Registry in such cases. This activity will also explore how the Social Registry fits within a broader, integrated programmatic environment, conceived and piloted in activities 1.2 and 1.3.

UNICEF through Activity 2.2 and ILO through Activity 2.3 will both support and advocate for **the integration of new criteria's and identification and monitoring mechanisms** in the revision of the Social Registry in 2020, to enable the identification and enrolment of other groups of vulnerable population (e.g. children suffering from multidimensional poverty, children victims of worst forms of child labour).

PATHWAY 2 / Promotion of basic social services (Lead organization: UNICEF)

This pathway will contribute to an increase in demand for basic social services at the community level in Guidimakha. It aims at improving access for vulnerable population to social protection floors and basic social services, namely health, nutrition, education, WASH, child protection, and civil/birth registration. This pathway will complement other activities of this programme and initiatives of PUNOs and other partners strengthening access to basic social services. For instance, the Joint Programme will pursue synergies with UNFPA who is dedicating significant efforts in Mauritania to improve access to family planning, to eliminate harmful practices and gender-based violence. The combination of these efforts will increase both demand and availability of services, which will ultimately contribute to break the cycle of multidimensional poverty and vulnerability.

Increased promotion of basic social services should allow better utilization of existing social protection programmes. It will result in increased knowledge of existing basic social services, an improved rate of birth registration/civil registration, improved C4D and Infant and Young Child Feeding (IYCF) outreach and availability, and increased utilization of basic social services within the community.

2.1 Promote access to basic social services and infrastructures in the region of Guidimakha (Lead organization: UNICEF; complementary funding)

UNICEF is undertaking interventions outside of SDG Fund support that will contribute to the achievement of outputs, outcomes and SDG targets contained in the ToC. UNICEF is supporting national social transfers programmes at the national level (i.e. Tekavoul), by providing additional integrated activities packages in the areas of health, nutrition, protection and WASH and by promoting the development of planification and coordination mechanisms to assure coherent social protection interventions, including in the region of Guidimakha. The SDG Fund as well as a large-scale resilience programme in the Sahel (2019-2023), funded by BMZ, will reinforce the ongoing efforts and enable to scale-up of UNICEF interventions.

2.2 Assess, promote, refer and follow-up on access to quality basic social services for the poorest/unreachable in Guidimakha (Lead organization: UNICEF/ Contributors: ILO, WFP)

The objective is to support an identification, referral and monitoring mechanism for the poorest who have not been enrolled in existing social protection programmes including social services. **The logic of "leave no one behind" is at the heart of this intervention**, with a specific focus on the most vulnerable population groups, mostly children and women/girls. UNICEF will support and advocate for the integration of new criteria and identification and monitoring mechanisms at the next revision of the social registry in 2020, to enable the identification and enrolment of other groups of vulnerable population, mostly children, suffering from multidimensional poverty (one or more deprivations: poor health, lack of education, inadequate living standards, threat of violence, no access to clean water, children with no birth registration, pregnant and lactating women). The introduction of new targeting criteria within the social registry will provide us with a larger scope of vulnerabilities (instead than just monetary poverty) and the definition of fitted social protection programmes or the integration of broader groups of vulnerable people into existing social protection programmes.

As the key organization in the management of poorest populations, national structures at the decentralized level will be central in the implementation of this

activity, especially to refer identified cases to the relevant institutions, and social protection services to remove the most significant obstacles to their development. The Memorandum of Understanding between Taazour and the National Agency for Secure Registries will facilitate the connection of the Social Registry with birth registration. Once enrolled in the Social Registry, access to basic social services can be facilitated.

Increased attention will be paid to the revitalization of the regional protection table in Guidimakha. This revitalization will improve decentralized mechanisms for the protection of children from violence, exploitation, discrimination, abuse and neglect. Efforts will also support the reintegration of the most vulnerable children into school and registration of these children in the civil registry system. The regional protection table are chaired by the regional Wali/governor and are composed of representatives from regional public services and national and international NGOs. The Guidimakha region has currently one protection table, which will **be revitalized as part of the forthcoming UNICEF project "Building up resilience in the Sahel"**, in partnership with the NGO Terre des Hommes-Lausanne.

The project will place special emphasis on strengthening the operational capacities of child protection systems to identify and support children from vulnerable families who are not enrolled in civil registration and who are not in school. Indeed, some constraints are remaining in Guidimakha and some of the needs of the population are not met in terms of civil enrolment. However, the centre remains very distant for many and is difficult to access because of travel costs.

The ongoing social protection pilot project in Ghabou, supported by UNICEF, will provide a robust basis of intervention for this activity. The project will also rely on another UNICEF project, developed in partnership with Médecins du Monde, which focuses on the integration of gender-based violence in the Regional Protection Table.

2.3 Develop an identification and referral mechanism (towards existing safety-nets and social services) of WFCL for the communal child (Lead organization: ILO/ Contributor: UNICEF)

This intervention will be implemented through government-led initiatives, supported by ILO and local NGOs and coordinated through the Regional Child Protection Table. The Ministry of Labour and the MASEF will be supported to develop and update the referral mechanisms for cases of unaccompanied children, children suspected of being victims of human trafficking or worst forms of child labour. Social service providers will be involved to assess needs of identified children (referral to other social services, immediate protection). The mechanism will include investigation to determine if the child is or has been subjected to trafficking or any form of abuse, ensuring special protection and support.

2.4 Maximize the utilization of existing safety nets programmes as platforms to deliver C4D for the poorest and most unreachable households (Lead organization: UNICEF/ Contributors: WFP)

This intervention will focus specifically on developing community participation and knowledge and will rely mainly on the communication for development (C4D) approach developed by UNICEF. C4D will be deployed on all social protection initiatives and social safety nets, including Tekavoul, the lean season response, school feeding, and Food assistance For Assets. This will extend the pilot that UNICEF has been developing with Tekavoul. This expansion is essential to deliver an integrated model and to ensure the complementarity of actions of PUNOs.

The Ministry of Social Affairs, Childhood and Family will coordinate the action and will play an important role in the operationalization of C4D activities among the various social protection initiatives (adapt C4D tools to social protection platforms, ensure consistency, complementarity and articulation of C4D delivery mechanisms to target communities).

C4D will be essential to improving the knowledge of rights-holders and duty-bearers **to change behaviours that affect children’s rights** by generating demand for services, addressing the consequences of harmful practices, and promoting positive social norms. C4D works on cross-sectoral issues using a range of communication tools that empower individuals **and communities, generate public debate and awareness on children’s rights and foster** participation by communities, children and adolescents. Representatives of communities will be invited to contribute to planning mechanisms and in the elaboration of modules.

The programme intends to use C4D tools in all aspects of the proposed programming in key family practices such as maternal and child health, infant and young children feeding practices/nutrition in schools, early childhood education, parental education, prevention of violence, hygiene promotion, and the promotion of the abandonment of harmful practices such as early marriage and female genital mutilation. These tools will be implemented through sensitization sessions for households. As described above, the ongoing social protection pilot project in Ghabou will provide an important basis of intervention for this activity. **Complementarity will also be facilitated by the forthcoming “Building resilience in the Sahel”** project led by UNICEF, which aims to produce and disseminate innovative C4D tools in collaboration with Tekavoul.

PATHWAY 3 / Rollout of social insurance schemes (Lead organization: ILO)

Pathway 3 will contribute to generate information on the social protection coverage to assess gaps, develop feasibility studies for coverage extension, and strengthen social insurance schemes in their financial sustainability and coverage extension strategy. It will also foster tripartite dialogue and social participation to support the rollout of social security schemes in Guidimakha and its scale-up process.

The ILO has developed a strategy on social protection extension through (i) the rapid implementation of national social protection floors containing basic social security guarantees that ensure universal access to essential health care and income security at least at a nationally defined minimum level (horizontal dimension), in line with the Social Protection Floors Recommendation No. 202 and (ii) the progressive achievement of higher levels of protection (vertical dimension) within comprehensive social security systems according to the 1952 Social Security (Minimum Standards) Convention (No. 102).

Considering that reducing the fragmentation of social insurance schemes is at the heart of the programme, social insurance has been identified to integrate the horizontal dimension and the vertical dimension of social protection (described above) in remote rural areas. Households will be better insured against sudden deterioration of health conditions and other shocks if they are covered for health, work injury, old age, family allowances, etc. The roll out of means-tested social assistance programmes enables to protect some of the poorest households. However, a more comprehensive and self-financed system can provide protection to other households with contributory capacities providing higher level of compensation and to larger groups than just the poorest households. This can be facilitated through innovative forms of social protection, in partnership with CNAM and the CNSS, which are going to be adapted to informal/rural populations in Guidimakha, such as pilot contributory health, pension and social insurance schemes through private health cooperative publicly guaranteed by the Ministry of Health and CNAM. Alternately, an updated

cooperation mechanism between French and Mauritanian CNSS to include families of migrant workers from Guidimakha in the system will similarly extend health and family allowances to insure households against shocks.

- 3.1 Undertake a series of studies to provide key policy recommendations to improve the management of funds and extension of social security (CNSS and CNAM) (Lead organization: ILO)

Based on information collection and with the audit of the social security funds, a series of studies will be undertaken to provide key policy recommendations to the Mauritanian policy decision makers. Among these studies, it is planned to undertake an actuarial valuation of the CNAM and CNSS with different scenarios of social protection extension including long term projection of receipts and expenditure of the social security funds, providing recommendations to guarantee the long-term sustainability of the schemes while extending their coverage to vulnerable groups. Similarly, governance of the schemes could be improved by supporting the modernization of their information system.

- 3.2 Undertake feasibility studies to inform the extension of health care access and social insurance in Guidimakha (Lead organization: ILO)

In relation to the relatively low protection level provided by the current social insurance system, different options for coverage extensions must be examined by the main institutions. Based on successful pilot project of social protection extension with the mutual funds in Nouakchott and nearby regions, a feasibility study will be undertaken in to extend access to health care in Guidimakha. A complementary study to the actuarial valuation will be also undertaken to identify the key challenges to extend access to social insurance.

- 3.3 Foster tripartite dialogue and social participation to support the rollout of social security schemes in Guidimakha (Lead organization: ILO)

The process of developing an integrated model in Guidimakha needs to be supported with tripartite social dialogue and capacity-building with workers, employers, regional authorities and civil society. The Ministry of Labour, the Ministry of Health and MASEF, PUNOs and ENABEL will undertake joint training and social dialogue rounds in Guidimakha. These workshops will bring together the main social protection actors and will be an opportunity to coordinate and discuss the various approaches and programmes implemented in the region, as well as to identify relevant actions to consolidate, improve and institutionalize the integrated model in Guidimakha. This transparent and rigorous consultation process will ensure that the findings and recommendations produced through the different studies undertaken under Activities 3.1 and 3.2 will fuel policy dialogue at regional and national levels.

PATHWAY 4 / Technical and policy dialogue to inform the different phases of implementation of the National Social Protection Policy (Lead organizations: UNICEF, ILO)

If regular coordination and accountability is fostered at communal, district and regional levels, a robust M&E system is set in place to track key indicators (including gender-specific ones) and the steering and technical committees of the NSPS are in the driving seat, then the four complementary pathways will be combined to accelerate impact on SDG targets.

4.1 Support the government in establishing systematic data collection and **review process for social protection, including “Social Security Inquiry”** (Lead organization: ILO/ Contributors: WFP, UNICEF)

While public social protection interventions are scattered between different ministries and national agencies, the development of an integrated approach of social protection interventions request also a joint mapping and data collection. This represents a significant challenge in a country where there no systematic methods exist regarding the gathering of data and information on provision, coverage, cost or impact. This challenge could be transformed into an opportunity in a joint effort mobilizing the national social protection stakeholders to use an internationally recognized tool named the Social Security Inquiry.

This tool has not only been developed to undertake comparative analysis at the global level, but it is also a relevant for government to monitor their progress in terms of social protection coverage (SDG 1.3.), benefit level and cost. It could provide significant inputs in the SDG targets progress tracking exercise at the national level and enable the Government to establish baselines and targets on SDG targets that will be used to inform the Joint Programme Results Framework. As an inter-agency exercise, the ILO will develop in collaboration with UNICEF and WFP a data collection provided to the different social protection stakeholders in order to establish a joint assessment of the current state of social protection coverage. While the SSI is usually gathering national data, it will be also conducted for the Guidimakha region to assess regional progress.

4.2 Review of vulnerabilities, targeting criteria across various social protection programmes (Lead organization: UNICEF/ Contributors: ILO, WFP)

Analyses and research will improve knowledge about vulnerabilities facing the population and, as a result, will support advocacy to stimulate change for the most vulnerable individuals. To ensure that no one is left behind and to fulfil the promise of the SDGs, it is essential to identify the most vulnerable and disadvantaged populations, understand the obstacles to development, and define the solutions to remove these obstacles. A comparative study on the criteria of vulnerability will be conducted under the lead of UNICEF. The objective is to compare the criteria of population vulnerability used at the national level with existing studies and assess their relevance in order to deliver recommendations on social protection targeting. More broadly, the study will allow for better identification of cases of exclusion that go beyond the Social Registry while generating a detailed analysis of various types of poverty, including multidimensional poverty. WFP will provide support on safety net targeting and ILO will focus on minimizing risks of exclusion based on social structures.

This connects to Activities 1.2, 1.4 and 2.2.

4.3 Set up a robust monitoring and evaluation system of the pilot at regional level (Lead organization: UNICEF/ Contributors: ILO, WFP)

The project will seek to strengthen regional M&E mechanisms to monitor and evaluate programme interventions not only to inform decision and recommend corrective measures but also to generate of evidence to support advocacy, planning, and long-term strategic programming related to social protection at regional level. Efforts will be combined with the CNSS Social Security Inquiry which seeks to identify bottlenecks and constraints in achieving programme results regarding improved access to basic social services at national level. The generation of evidence through a robust M&E mechanism will provide a basis to assess the **feasibility, sustainability and replicability of the package at scale. PUNOs’ efforts**

in the revision of the National Social Protection Strategy will also contribute to introduce an efficient M&E mechanism into the strategy.

PUNOs will also set up a dedicated M&E plan to generate evidence and document results and opportunities of the Joint Programme. Combined with data available from national surveys, UNICEF will ensure regular monitoring of key performance indicators using a combination of quantitative and qualitative indicators, through quarterly programmatic visits, **follow-up surveys, the Social Security Inquiry establishing SDG targets' baselines, and UNICEF's real-time monitoring (RTM) system.** Tested in Guidimakha, the RTM offers the opportunity to track access to basic social services twice a year, take stock and to solve any problems pertaining to the programme and ensure smooth implementation of activities during the two-year timeframe.

A dashboard will be created to monitor results, track progress, and identify opportunities of the Joint Programme. This document will serve as the basis for reporting throughout the project implementation. It will be used from the inception of the project to measure project outputs in parallel with activities. Four dimensions will be at the centre of the monitoring process: (i) coherence, reactivity, inclusiveness, efficiency of safety net programme; (ii) utilization of basic social services; (iii) financial sustainability and outreach of social security schemes; (iv) support and information provided to support policy and strategic development on social protection.

A final evaluation will be carried out to provide information on the level of achievement of both expected and unexpected results by examining the results chain, processes, contextual factors and causality. It will aim to document lessons learned process objectives for the deliverables, timeframe, and resource use.

4.4 Improve regional coordination and accountability for social protection (Lead organization: UNICEF/ Contributors: ILO, WFP)

The objective of this activity is to develop a local and sustainable model for planning, coordination and accountability for the social protection system in the region of Guidimakha. The lack of coordination mechanisms at the operational level constitute a real obstacle to convergence. This activity will support coordination and supervision capacity at the regional level, inclusive of all key stakeholders (regional authorities, technical services and civil society partners). This experience will serve as inputs and possible model for expansion across the country, and for adoption within national orientations in the National Social Protection Strategy. Accountability will be an important element in this model, which will combine closely with the work under Pathway 2. This work will also align with and **contribute to ongoing efforts in Mauritania's new decentralization agenda.**

4.5 Ensure linkages and support the operationalization of the revised National Social Protection Strategy (Lead organization: UNICEF/ Contributors: ILO, WFP)

This activity will bring together all the lessons and experiences gained over the course of the programme to inform the political dialogue and the different steps of **implementation of Mauritania's National Social** Protection Strategy. The National Social Protection Strategy (NSPS) was adopted in June 2013 by the Government of Mauritania and focuses on addressing the vulnerabilities and risks faced by poor households. The strategy led to the implementation of critical social protection tools and programmes. However, significant gaps remain, with only one of the four major axes addressed. A review of the **strategy is scheduled for 2020.** The **'Building Resilience in the Sahel'** programme funded by BMZ and implemented by UNICEF Mauritania from 2019 onwards will provide specific technical

assistance to the dedicated working groups and government structures for the revision of the NSPS. This activity will support the new guidelines from the revised strategy and contribute to the cohesion between them, as well as with external stakeholders and relevant sectorial strategies, through the organization of workshops at the central and regional levels.

The design of this proposed model will contribute to feed up the different processes of the implementation of the revised NSPS. This would represent a transformative outcome for the overall programme, and fully justify the catalytic objectives it has set itself. In turn, by influencing the national policy, the SDG programme will also influence partner and donor approaches for social protection in the country.

Assumptions have been identified and will be monitored to ensure the efficiency of the model.

- Financial resources: If adequate funding of complementary actions not directly covered by the SDG Fund, whether implemented by the PUNOs, the Government, or other partner organizations, is available to achieve project objectives (This would impact Pathways 1 and 2 and related outputs and on Outcome 1);
- Sustained political commitment: If the political will expressed by the recently elected government emphasizing the importance of social protection is sustained throughout project implementation and echoed by solid leadership of this agenda at central and regional levels (This would impact Pathway 4 and relevant outputs as well as Outcome 2);
- Partnerships between PUNOs and other partners: If a strong coalition of partners is acquired to support a comprehensive and consistent programme implementation in a timely manner and at a similar pace (impact on all ToC);
- Community involvement: If community engagement and support are ensured for the relevance and comprehensiveness of the package of interventions, particularly for interventions regarding behaviour change (This would directly impact Outputs 1.1, 1.2, 1.3, 1.4 and Outcome 1);

Then, we will assure a successful integrated and coherent social protection model that could be effectively scale up at the national level.

2.3 Expected results and impact

The project is designed to be inclusive of all stakeholders, which will enable to address its bottlenecks and promote synergies between different social protection implementing partners. The project will be developed on a basis of already existing social protection programmes and initiatives and will simply reinforce their interaction and integration toward a coherent system. The joint program is part of an existing and continuing process, put in place to reinforce ongoing social protection programmes, so that they are implemented in a complementary, integrated and coherent way. The two years of joint implementation is based on soft interventions, fostering hard ones, which are national interventions and are planned beyond 2022.

By the end of the project, the proportion of vulnerable individuals having access to essential social protection services will have increase in the targeted areas. This will be measured in terms of improved health, gender and essential family practices of hard to reach local population, as well as an increased utilization of basic social services. For that result to happen, existing safety net programmes in the area will have improved coherence, reactivity and inclusiveness. To further expand basic social insurance to a larger number of populations,

a viable community-based contributory health scheme will have been identified and developed with local stakeholders.

The results expected from the project will primarily feed into the strategic priority 3 - Governance, outcome 4, output 3 of the UNDAF/CPDD which relates to the support provided by UN and other partners to the national Social Protection Strategy and safety net programmes. They will also be systematically connected to other UNDAF/CPDD strategic priorities, outcomes and outputs as described in the introductory section of the Concept Note, each of which are contributing to national SCAPP and global SDG objectives.

The Joint Programme is divided in four components: activities, outputs, intermediary outcomes and outcomes/impact. While activities and outputs are resulting from the intervention supported by the SDG Fund and additional interventions of PUNOs, intermediary and final outcomes are mainly ensured by additional programmes, financing and mechanisms developed outside of the SDG Fund framework.

It contains a set of 16 activities that will contribute to the achievement of seven outputs that will in turn fuel four intermediary outcomes resulting in two outcomes, that will support the achievement of five major SDGs (for a total of six SDG targets) in the following way:

Outcome 1: Improved effectiveness and efficiency in the delivery of social protection services in the region of Guidimakha, as a result of social protection programmes being integrated, expanded, more accessible and inclusive (Responsible parties: national and regional authorities, all PUNOs, social protection stakeholders, beneficiaries)

Intermediary outcomes:

- o Improved coherence, reactivity and inclusiveness of existing safety net programmes
- o Enhanced practices in terms of maternal and child health, hygiene practices, nutrition, early childhood education, prevention of violence, gender equity, and utilization of basic social services by hard-to-reach population
- o Technically and financially viable models of contributory social security schemes (including community-based health schemes) identified to expand social insurance to a larger number of Mauritanian in the rural/informal sector

- o Output 1.1 The various components of an integrated safety-net package are effectively articulated and piloted in Guidimakha, in a way that deliberately **supports women's choice and empowerment (Responsible parties: WFP, regional authorities, social protection stakeholders).**
 - 1.1 Support the delivery of safety-nets programmes in the region of Guidimakha
 - 1.2 Develop a model seeking improved coherence in the targeting, assistance packages and assistance modalities of existing safety-nets programmes (inc. Tekavoul, lean season response, school feeding, FFA, EMEL)
 - 1.3 Pilot the set of integrated safety-net targeting /assistance procedures to existing safety-net programmes in Guidimakha region
- o Output 1.2 Enhanced reactivity, inclusiveness and relevance of the Social Registry, including for the most vulnerable women, men, boys and girls (Responsible parties: WFP, national and regional authorities, social protection stakeholders/Contribution: ILO, UNICEF).
 - 1.4 Support the Social Registry in standardizing updates based on user feedback, and ensuring inclusiveness of hard-to-reach populations, with rollout in Guidimakha region
- o Output 1.3 Improved ability of vulnerable populations to access basic social services (both in qualitative and quantitative terms), including for women, men,

- boys and girls (Responsible parties: ILO, UNICEF, regional authorities, social protection stakeholders, beneficiaries/Contribution: WFP).
- 2.1 Promote access to basic social services and infrastructures in the region of Guidimakha
 - 2.2 Assess, promote, refer and follow-up on access to quality basic social services for the poorest / unreachable (health, nutrition, education, WASH, social protection, civil/birth registration) in Guidimakha
 - 2.3 Develop an identification and referral mechanism (towards existing safety-nets and social services) of WFCL for the communal child
- o Output 1.4 Increased household knowledge of existing basic social services and their access conditions as well as essential family practices, child protection, gender equity (Responsible parties: UNICEF, regional authorities, social protection stakeholders/Contribution: WFP, beneficiaries).
 - 2.4 Maximize the utilization of existing safety-net programmes (inc. Tekavoul, lean season response, school feeding, FFA) as platforms to deliver C4D for the poorest / unreachable (maternal and child health, hygiene practices, nutrition, early childhood education, prevention of violence, gender equity)
 - o Output 1.5 **Social security programmes’ tools and procedures reviewed, adapted and tested to expand contributory social security schemes (including community-based ones) to the rural/informal sector in Mauritania** (Responsible parties: ILO, national and regional authorities).
 - 3.1 Undertake a series of studies to provide key policy recommendations to improve the management of funds and the extension of social security (CNSS and CNAM)
 - 3.2 Undertake feasibility studies to inform the extension of health care access and social insurance in Guidimakha
 - 3.3 Foster tripartite dialogue and social participation to support the rollout of social security schemes in Guidimakha

Outcome 2: UNDAF/CPDD PS 3 – Outcome 4: Central and local institutions ensure a more efficient and transparent conduct of public policies (Responsible parties: national and regional authorities, all PUNOs, social protection stakeholders, beneficiaries)

Intermediary outcome:

- o Policy / strategic developments with regards to social protection are fostered and informed by the lessons learned from the integrated model
- o Output 2.1 Gender-sensitive evidences generated and lessons learned on the implementation of the integrated social protection model (Responsible parties: UNICEF, regional authorities, social protection stakeholders/Contribution: ILO, WFP).
 - 4.1 Support the government in establishing systematic data collection and review process for social protection, including “social security inquiry”
 - 4.2 Undertake a review of existing vulnerability targeting criteria across various social protection programmes (UNICEF lead, WFP support on safety net targeting, ILO focus on minimizing risks of exclusion based on social structure / LNOB)
 - 4.3 Set up a rigorous M&E system of the pilot at regional level (based on RTM and other relevant tools)
- o Output 2.2 Improved dialogue and coordination at all levels on social protection (Responsible parties: UNICEF, national and regional authorities, social protection stakeholders/Contribution: ILO, WFP).
 - 4.4 Establish regular coordination and accountability at regional and national levels for Social Protection
 - 4.5 Ensure linkages and support the operationalization of the National Social Protection Strategy

Better integration of social protection programmes is expected to accelerate five major SDGs (for a total of six SDG targets) via the following expected progress:

- o 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 health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all.
- SDG 10.4 Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality
- Demonstrated feasibility, impact and replicability of the model, in particular the expansion of contributory social security and medical insurance to rural/informal localities;
- Establishment of proactive mechanisms to identify individuals/households whom may have been excluded from Social Protection programmes (out-of-school children, victims of worst forms of child labour, children not enrolled in birth registry, etc); and
- Expansion of contributory social security and medical insurance to rural/informal localities.
 - SDG 1.4 By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance
 - Increased demand and access to basic social services with special focus on hard-to-reach and most vulnerable; and
 - Improved key family practices.
 - SDG 5.1 End all forms of discrimination against all women and girls everywhere
 - Improved specific interventions provision, targeting and empowerment for women and girls.
 - SDG 17.14 Enhance policy coherence for sustainable development
 - Improved coherence, relevance, efficiency and inclusiveness of social protection programmes; and
 - Effective contribution to the national policy and strategy dialogue on social protection and related sectors.

Scalability and sustainability will be ensured through:

- Improved government leadership and coordination through the NSPS;
- Reliance on decentralized coordination and planning platforms (Regional SCAPP; Regional Councils, regional child protection tables);
- Demonstrated results through robust M&E (including through the RTM and the Social Security Inquiry). The pilot will be subject to a robust monitoring, evaluation and capitalization process to assess the feasibility, sustainability and replicability of the package at scale; and
- Close strategic dialogue with and buy-in from key stakeholders supporting the rollout/offer of basic social services in Mauritania (including the World Bank).

Scale-up will be facilitated by the fact that the national programs on which this action is aligned, are implemented at scale at national level (Tekavoul) or planned to be implemented at scale (Extension of the national Health Insurance Fund (CNAM), and the Mauritania - Health System Support Project funded by the World Bank in selected region (INAYA). Capitalizing on past experiences will enable us to learn better from scaling up, which will be done progressively (first intra-regionally and then nationally). The scaling-up experience will also be undertaken in an inclusive way so that the CNAM extension to guarantee better health access will be shared with other social protection institutions such as CNSS (National social security framework) to facilitate information exchange and compatibility between information system. Community ownership as principle of implementation of the action will ease its replication and sustainability.

Multiple transboundary and regional issues must be taken into consideration to achieve the results of the Joint Programme and in the acceleration of SDG targets in Mauritania:

- Climate change: recurrent episodes of drought and flooding in the Sahel region and in Mauritania affect the vulnerabilities of the population, who mainly rely on agro-pastoralism in the areas of food insecurity, malnutrition, economic opportunities and migration.
- Conflict and security: Complex security threats in the Sahel, and more importantly the presence of refugees in south-eastern Mauritania due to the conflict with neighbouring Mali, can influence the internal stability of communities in Mauritania and put additional pressure on already strained resources.
- Migration: Complex migratory movements within the Sahel zone and within Mauritania increase vulnerability in both emigration and immigration areas.
- Gender equality: Mauritania is among the last ten countries (152nd out of 162 countries) in the Gender Inequality Index of 2014. Women's empowerment, participation in political life and economic activity, access to financial resources and employment opportunities remain crucial. Many types of social behaviours must be addressed to tackle deep-rooted issues of early marriage and pregnancy gender-based violence.

2.4 Financing

The overall cost for implementing the Joint Programme is estimated at US\$ 10,000,000, including US\$ 2,000,000 (20%) sought from the SDG fund and US\$ 8,000,000 in funding **from other sources corresponding to the three agencies' contribution to the implementation** of the social protection package in the region of Guidimakha (WASH, nutrition, seasonal food/cash assistance, health, institutional support, promotion of basic social services, etc.).

The three agencies have specified the budget breakdown by "pathway" and outputs and provided details in the Budget and Workplan Excel document. However, some activities of the programme (monitoring and evaluation, the communication plan, the learning and sharing plan and the programme coordinator) will be funded jointly through the following distribution of funds:

- Monitoring and evaluation: all PUNOs will dedicate internal resources to cover monitoring activities of the programme. The final evaluation estimated at US\$ 71,112 will be entirely funded by the SDG Fund programme under UNICEF budget;
- Communication plan: a total of US\$ 24,000 is allocated to the communication plan, from which an amount of US\$ 14,000 will be funded by the SDG Fund under UNICEF budget who will dedicate an extra US\$ 10,000 from internal resources for the implementation of these activities;
- Learning and sharing plan: several workshops are planned under this section and will be implemented by all PUNOs under SDG Fund budget as part of the implementation of specific activities (in particular when disseminating findings of reports and inquiries conducted by the programme). All advocacy or information materials produced for the learning and sharing plan will be covered under the communication plan budget along with other information materials;
- A programme coordinator will be mobilized over the course of the programme.

The percentage of the budget allocated to gender equality and women's empowerment is estimated at 30%.

In terms of inputs, the SDG fund will be used to finance targeted **"soft" interventions (sectorial diagnostics, dedicated technical studies, capacity strengthening of governmental and non-governmental stakeholders, coordination and knowledge management at central and decentralized levels)** as well as any component of the social protection package that is not adequately covered or funded.

The joint program will effectively complement major national social protection initiatives and basic social services programmes funded by the Government with complementary support by the PUNOs as well as by the World Bank, the European Union and USAID, the public and private contributions of the mutual contributive insurance schemes of the CNAM, etc.

PUNOs will seek to leverage funding to ensure long-term financial sustainability of the Joint Programme primarily by advocating towards other governmental and non-governmental stakeholders to encourage programme synergies. A specific attention will be paid on the partnership with the World Bank in Mauritania. PUNOs will ensure convergence with the **World Bank's interventions in the Guidimakha region**. They will keep discussing and influencing the implementation of the **World Bank's Sahel Adaptive Social Protection Program (ASPP)**, launched in 2014, as well as other sectors of intervention such as health, social protection, WASH and education. Several opportunities will be used for knowledge-sharing and advocacy/discussion efforts with the World Bank. The World Bank, the European Union and UNICEF are the three designated members of the National Council for Children which primary mandate is to discuss priorities related to child rights. As the sector lead, UNICEF has closely coordinated with the World Bank in different phases of the preparation of the new IDA-GPE US\$ 50 million education project, which is expected to start in July 2020 as well as its new US\$ 32 million social safety net system project. In addition, UN agencies and the World Bank along with other technical and financial partners active in the sector, are working together in the preparation of WASH programming in Mauritania.

Anticipated interventions from UNICEF, WFP and ILO will complement UNCT investments **already planned in the Guidimakha "area of convergence" region within the current CPDD (new UNDAF)**.

2.5 Partnerships and stakeholder engagement

The Ministry of Economy and Industry, the Regional Development Council, The Ministry of Interior and Decentralization, the Ministry of Social Affairs Childhood and Family (both co-chairing the NSPS steering committee, the national agency Taazour in charge of national poverty alleviation and addressing sequels of slavery), CSA (food security), CNSS (social security) and CNAM (health insurance) as well as Ministries in charge of basic social services will be directly linked to programme design and implementation and remain essential partners. National social security institutions such as CNAM, CNSS, will also be key partners in relation to their social protection coverage extension strategy.

Transformational decisions have been taken by the newly established Government. On 5 September 2019, the new Prime Minister announced that the programme of the Taazour agency will be expanded. The Social Register which identifies all poor and vulnerable households, will become the sole source of targeting for poor and vulnerable families. A budget envelope of 20 billion ouguiyas (US\$ 55 million) will be allocated to strengthen the means of production, the purchasing power of the poor, their access to education, health, drinking water, decent housing and energy. The Tekavoul Cash Transfer Programme will be extended to 100,000 households — reaching 250,000. The quarterly transfer for each household will increase from 1,500 (US\$ 46) to 3,600 MRU (US\$ 100). The EMEL programme (subsidized shops) will be evaluated and the necessary measures to ensure its efficiency will be taken. A new programme called "CHEILA" for the modernisation of the poorest

municipalities and Adouaba will be launched to provide integrated services in education, health, housing, hydro-agricultural development, semi-mechanisation of agriculture, energy, micro-business financing and vocational training. In addition, the populations of the precarious neighbourhoods of the main urban centres will benefit from social housing under a new programme called "Dari".

In accordance with the "UN delivering as one" approach, the United Nations agencies located in Mauritania will fully contribute to the implementation of the proposed model. The project aims to capitalize on the experience and resources of the entire United Nations System in Mauritania working in their respective sectors to support the achievement of project results as well as advocacy and policy dialogue. Several agency-specific initiatives will be integrated in a converged manner with the programme, including **the extensive work of IOM with migrants in Guidimakha, UNDP's support to strategic and regional policy development**, but also UNFPA, UNHCR and HCHR.

The World Bank will be a strategic partner in the project and has been extensively consulted as part of the project formulation phase. The national programmes (i.e. Tekavoul, El Maouna) on which this project is partially based benefit from the technical and financial support of the World Bank. It also **supports the rollout of the Government's NSPS**, including through its Adaptive Social Protection Programme (Social Registry, Tekavoul, El Maouna) as well as through other programmes aimed at enhancing the offer of basic social services in Mauritania (health, education and water in particular) which are currently implemented in the Guidimakha region. A more comprehensive list of initiatives undertaken **by the World Bank in relation to the proposed programme is available in Annex 1 "List of related initiatives"**. Other technical and financial partners will have a key role to play in **achieving programme results that are detailed in the "1.4 Stakeholder mapping" section**. Other major technical and financial partners (e.g. European Union, French Development Agency, Belgian development agency, etc) are currently developing strategic large-scale interventions on social protection including pilot interventions in Guidimakha. The Joint Programme will ensure essential synergies with these initiatives to propose an integrated package that goes well beyond the scope of this project.

The agencies will rely on the expertise of national and international NGOs, which have diverse profiles, increased knowledge and a comparative advantage in different areas of social protection interventions (ACF, French Red Cross, etc.), for the design and implementation of the project. Indeed, in the area of social protection, there are consortiums of national NGOs based at the regional level, including the region of Guidimakha, which have a real added value through (i) their proximity with the most vulnerable beneficiaries, (ii) their deep knowledge of the field and of the communities who trust them and (iii) their ability to federate, and (iv) their capacitation by different technical and financial partners. There is also a synergy and complementarity within the NGOs which enhance the implementation of projects in an effective and efficient way.

Following the approval of the SDG Fund concept note by the Government last May, consultations with the government, technical and financial partners have been held in Nouakchott during the elaboration and planning phases of the programme. A meeting with the NSPS steering committee and with the President of the Guidimakha Regional Council were held in September to present the SDG Fund project and the dynamics of support to the National Social Protection Strategy, which confirmed their full approval of the approach and participation. Throughout the course of the project, consultations will be organized with the various key partners to provide technical and strategic support on different elements, including on design and implementation, project monitoring and quality improvement. Partnerships and memorandums of understanding have already been established with some

national and international NGOs, particularly in the region of Guidimakha, as part of the implementation of UN agencies ongoing activities.

Whilst the capacity of national institutions involved in the NSPS do face some operational limitations, the main capacity challenge is related to information sharing and coordination and the resulting lack of coherence amongst social protection interventions. This will be the very focus of the technical assistance provided under the Programme.

This approach is in line with the agencies' policies since it emanates from the Government's national strategies and the vision of the United Nations system (One UN). Each of the three UN agencies will take the lead on the pathways that best correspond to their core mandate and recognized expertise, supporting and reinforcing their institutional counterparts in implementing the Programme, in close collaboration with other UN agencies, the World Bank, the civil society and NGOs.

All three agencies have already engaged significant efforts to promote integrated social protection solution:

ILO will provide technical expertise to CNSS, CNAM and Ministry of Labour to extend social insurance mechanisms, on labour market interventions and fundamental principles and rights at work, promoting social protection floors in a humanitarian-development context, upgrading support to informal systems. The CNSS prioritizes the gradual increase of contribution rates, the search for a lasting equilibrium through a sound investment strategy and the extension of the coverage to all regions. CNSS will reinforce its M&E within the Programme by relevant social protection indicators for SDG 1.3. based on ILO Social Security Inquiry.

At regional level, UNICEF works with the technical services and NGO partners to promote child rights, targeting young girls and youth, providing technical support in child protection, social assistance and promoting access to basic social services. UNICEF is closely working with the national social transfer programme Tekavoul which is targeting 7,731 poor and vulnerable households in Guidimakha, many of which are female headed households (62,844 people in total). UNICEF is supporting the development of a series of social promotion sessions aimed at changing attitudes, practices, norms and behaviours. UNICEF is the leading agency in social protection and supported the elaboration of the NSPS and its anchorage and will be supporting the Government in the evaluation and revision of the NSPS, as well as collaborating with the National Statistical Office to implement the real-time monitoring tool in the social sectors.

WFP has adopted Adaptive Social Protection as main entry point of its 2019-2022 Country Strategic Plan, with a focus on enhancing the shock-responsiveness of existing safety-nets, their ability to tackle food insecurity, malnutrition and gender inequalities, and their coherence with pre-existing seasonal humanitarian interventions. This involves close collaboration with and technical assistance to the CSA, the MEI, Taazour, as well as continuous coordination with NGOs. WFP is, through the food security sector, already promoting harmonized targeting and intervention modalities among all humanitarian actors providing seasonal safety-net assistance (including the generalized utilization of the Social Registry for household targeting since 2019). WFP also supports longer-term safety-net interventions such as the national school feeding programme (through the Ministry of Education) and integrated community-based resilience packages using Food assistance For Assets (FFA). As part of a country-level memorandum of understanding with the World Bank, WFP is also supporting the government in establishing a national early warning, preparedness and response scheme for food security **and malnutrition in Mauritania. This is considered a key pillar to enhance the "adaptive"** dimension of the existing social protection system in Mauritania.

All three agencies will rely on their in-country expertise but will also mobilize back-office support from their regional offices and headquarters.

3. Programme implementation

3.1 Governance and implementation arrangements

As stated in the above section, the Ministry of Economic Affairs and Promotion of Productive Sectors (MAEPSP), the Guidimakha Regional Development Council supervised by the Ministry of the Interior and Decentralisation, the Ministry of Social Action for Children and the Family, CNSS and CNAM as well as the CSA and ministries on charge of basic social services will be directly linked to programme design and implementation. The national health insurance funds (CNAM) will be also a key partner in the strategy to extend access to health in the whole territory.

At regional level, representative coordination bodies will ensure decentralized decision making and engagement in the process: The Regional Development Council of Guidimakha, the highest decisional and accountability body, under the joint leadership of the Regional Governorate (Regional authorities and regional technical services) and the newly established regional council. The regional child protection table, the coordination platform for all protection-related matters, including referrals across the various social services (composed of the civil society, unions, decentralized protection services, security/judiciaries authorities and local partners) and organizations in charge of social services delivery, birth and civil registration in Guidimakha, will also be essential for the operationalization at regional level. Administrations have started to modernize their IT system. The project will contribute to pilot the IT development in a poor region of Mauritania.

Mauritania had held presidential elections in June 2019. The shift to a new administration could slightly impact the Joint Programme in terms of staffing in the various government structures or by influencing the swift implementation and effectiveness of the action. However, the Joint Programme remains confident that there will be strong involvement of the new administration.

The core members of the NSPS technical steering committee, co-chaired by the Secretaries General of MAEPSP and MASEF, will monitor the project at the national level. In addition, a national coordinator is being designated within the Political and Development Strategies Unit and will ensure the overall coordination of the project, with regular missions on the field.

At the UN level, the Resident Coordinator's Office and the UNCT will ensure the overall coherence and oversight of the programme implementation. UNRCO will coordinate with UNICEF (identified as lead agency) the overall implementation of the program. UNICEF, WFP and ILO will implement the four pathways of the programme in close collaboration with other agencies (e.g. WB, UNDP, FAO, OIM, OHCHR, UNPFA, WHO), civil society and social partners engaged in the Guidimakha region. Each of the three UN agencies will take the lead on the pathways that best correspond to their core mandate and recognized expertise, supporting and reinforcing their institutional counterparts in implementing the programme. A dedicated programme coordinator will be mobilized by UNICEF upon internal resources to ensure the smooth implementation of the project. In its joint programming, the implementing actors can rely on the WFP sub-office in Kaedi, which covers Guidimakha and on the UNICEF Nutrition consultant based at the regional Directorate of Health in Selibaby, Guidimakha.

The M&E mechanism put in place will ensure that PUNOs are jointly planning, preparing, coordinating, implementing, monitoring, learning and reporting on the Joint Programme with the main goal to increase coherence and efficiency.

The role of implementing NGOs is also critical in project implementation. UN agencies also engage them in the design process of programmes and projects. PUNOs use Programme Cooperation Agreement document with their implementing partners that clearly details all arrangements for collaboration. Some existing agreements will be extended for the proposed programme since partnerships that have proven satisfactory results in the region of Guidimakha will be advantaged.

In addition, the involvement of community-based organizations and resource voluntary persons (female cooperatives, community leaders, local elective persons, youth group associations etc.) will allow to address specific aspects during the implementation of the action like social norms.

The implementation of the Joint Programme will be led by government and national partners through the following key elements:

A/ Strategic anchorage within the National Social Protection Strategy and the Technical Committee of the National Social Protection Strategy (see composition under question 1), including key stakeholders promoting the offer of basic social services and social security, like MASEF, the CSA, Taazour , CNAM and CNSS.

B/ The proposal stems from ongoing technical partnerships between the three UN agencies and their respective institutional partners. The ongoing efforts by the UNCT to strengthen joint support to decentralization and local governance, foster regional programming and seek operational **complementarity and synergy at local level through the "area of convergence"** approach (enacted in the 2018-2022 CPDD/UNDAF) - as a mean to improve effectiveness and efficiency of UN programmes. The Guidimakha region is among the three areas of convergence prioritized so far. The UNCT has undertaken several coordination meetings to validate this proposal, which has been endorsed by the Ministry of Economy and Industry.

C/ The strategic dialogue and consensus reached with the Government and several key partners around the critical importance of operationalizing quality and sustainable safety-nets and basic social protection services at the regional level. The Guidimakha region is among the priority regions selected by the Government and the World Bank to implement the Tekavoul Cash Transfer program (since end 2015) as well as Health/Inaya program (2019) and planned new Education and WASH programmes (2020) which is a critical support to the success, sustainability and replicability of the proposed project to the SDG Fund.

3.2 Monitoring, reporting, and evaluation

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;

- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme³; and
- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

The Convening/Lead Agent will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programme will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

After completion of a joint programmes, a final, *independent and gender-responsive*⁴ *evaluation* will be organized by the Resident Coordinator. The cost needs to be budgeted, and in case there are no remaining funds at the end of the joint programme, it will be the responsibility of PUNOs to pay for the final, independent evaluation from their own resources.

Specific monitoring and evaluation activities of the project are described in Activity 4.3.

The joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including

³ This will be the basis for release of funding for the second year of implementation.

⁴ [How to manage a gender responsive evaluation, Evaluation handbook](#), UN Women, 2015

the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluations will follow the United Nations **Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System**, using the guidance on Joint Evaluation and relevant UNDG guidance on evaluations. The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will **be participative and will involve all relevant programme's stakeholders** and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

3.3 Accountability, financial management, and public disclosure

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channelled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through programme support costs will be 7%⁵. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme.

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund.

PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

3.4 Legal context

⁵ Please note that WFP will apply a rate of 6.5% and not 7%, in accordance with its corporate guidelines.

Basic Cooperation Agreement between the United Nations System and the Government of Mauritania

- Agreement title: Partnership Framework for Sustainable Development 2018-2022
- Agreement date: 2018

The Partnership Framework for Sustainable Development (Cadre de partenariat pour le développement durable — CPDD) 2018-2022, concluded between the Government of the Islamic Republic of Mauritania and the United Nations System (UN), provides a strategic and legal framework for UN activities in the country for the period under review.

Its objective is to contribute to the achievement of national priorities defined by the National Strategy for Accelerated Growth and Shared Prosperity (SCAPP) 2016-2030 and its priority action plan for 2016-2020, as well as sectoral strategies. The Framework also aims to contribute to the achievement of the regional priorities of the G5 Sahel and the United Nations Integrated Strategy for the Sahel, the promotion of human rights and the values and principles set out in Agenda 2030, and the realization of the Sustainable Development Goals (SDGs).

Each PUNO has endorsed specific agreements documents and working plans:

ILO

Basic Cooperation Agreement with the Government

- Agreement title: The Decent Work Country Programme (DWCP) (2012-2015)
- Agreement date: 2012

The Decent Work Country Programme established by the Memorandum of Understanding signed between the ILO and the Government of Mauritania in 2012 is the main framework through which the ILO provides support for policy development and implementation and capacity building. Through this document, the ILO contributes to national development frameworks such as the Poverty Reduction Strategy, the United Nations Development Assistance Framework (UNDAF) and the achievement of the Millennium Development Goals. This DWCP is also part of the implementation of the ILO Declaration on Social Justice for a Fair Globalization, adopted in 2008.

Country Programme Action Plan

- Document title and date: ILO Programme and Budget for the Biennium 2018-19, contains a specific Outcome on social protection (The Government, through social **dialogue with workers' and employers' organizations design and implement strategies for extending social protection**).

UNICEF

Basic Cooperation Agreement with the Government

- Agreement title: Basic cooperation agreement (BCA)
- Agreement date: 11 October 1987, which was replaced by the agreement ratified on 24 January 1995

Article 8 of the Agreement defines UNICEF's contribution to the cooperation programme and the conditions under which this contribution is delivered to the Government and used and justified by beneficiaries, in accordance with the objectives set. Provisions relating to the procurement of supplies, equipment and other products are also included.

Country Programme Action Plan

- Document title and date: UNICEF Country Program Document (CPD) 2018, presents programme priority and partnerships, the results framework and includes a proposed indicative budget
- Document title and date: UNICEF Annual Management Plan 2018, that presents Priority Results for 2019

WFP

Basic Cooperation Agreement with the Government

- Agreement title: Basic Agreement
- Agreement date: 19 December 2018

The basic agreement between the World Food Programme and the Government of Mauritania **governs WFP's presence in the country. It was signed by the Minister of Foreign Affairs and Cooperation and the WFP Country Representative on 19 December 2018.**

Country Programme Action Plan

- Document title and date: 2019-2022 Country Strategic Plan (CSP), developed **together with the Government and approved by WFP's Executive Board in November 2018, sets WFP's operational priorities in Mauritania. Its overarching objective is to support the country in establishing and operating an effective adaptive social protection system.**

D. ANNEXES

Annex 1. List of related initiatives

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
P150430 Social Safety Net System Project	To support the establishment of key building blocks of the national social safety net system and to improve access to targeted cash transfers for poor and vulnerable households.	Social protection	Taazour National Agency (Government's lead agency in the fight against poverty) /Tekavoul		US\$ 32 million World Bank (US\$ 10 million government counterpart)	Matthieu Lefebvre mlefebvre@worldbank.org
P150080 (Women's Empowerment and Demographic Dividend) SWEDD Project	To increase women and adolescent girls' empowerment and their access to quality reproductive, child and maternal health services in selected areas of the participating countries, including the Recipients' territory, and to improve regional knowledge, generation and sharing as well as regional capacity and coordination.	Women's employment Reproductive health Girls' education	MASEF/ Women's Promotion Department Youth Education Health		World Bank	Margareta Norris Harrit mharrit@worldbank.org Mohamed Valed taleb El Hassen mtalebelhassen@worldbank.org
P156165 Inaya- Result based financing	To improve utilization and quality	Health	Ministry of Health	Mauritania	World Bank: US\$ 19	Moussa Dieng mdieng@worldbank.org

(health sector) implemented in Guidimakha	of Reproductive Maternal Neonatal and Child Health (RMNCH) services in selected regions, and, in the event of an Eligible Crisis or Emergency, to provide immediate and effective response to said Eligible Crisis or Emergency			(US\$ 2 million)	million (donation US\$ 17 million and Mauritania US\$ 2 million)	
P163143 Education	To improve the quality of teaching and learning across Mauritania and to improve education service delivery in selected regions.	Education			World Bank TBD	Waly Wane wwane@worldbank.org
P167328 WASH	To Increase access to improved water and sanitation services in selected rural areas and small towns, and to strengthen the operational and monitoring performance of sector institutions	WASH			World Bank	Mohamed Nanzoul mnanzoul@worldbank.org
Tekavoul Programme	Cash transfer and social promotion activities targeting 100,000 extreme poor at the national level	Social protection	Taazour National Agency (Government's lead agency in the fight against poverty)		Government	Taleb Khayar Cheich Malainine tkmelainine@gmail.com

National Health Sector Support Program	Improve and achieve a more equitable access to quality health care in line with the objectives of the National Health Development Plan and the National Social Protection Strategy	Health	Ministry of Health		European Union (US \$ 20 million)	Marie-Christine Pipet marie-christine.pipet@eeas.europa.eu
Institutional Support to the Health Sector Support Programme (AI-PASS)	Institutional support to the National Health Development Plan and financial support to the Ministry of Health for the implementation of the national plan	Health	Ministry of Health		ENABEL (Belgian Development Agency)	Veronica Trasancos Buitrago veronica.trasancos@enabel.be

Annex 2. Overall Results Framework

2.1. Targets for Joint SDG Fund Results Framework

Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Indicators	Joint Programme targets		
	2020	2021	
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope ⁶	0	1	
1.2: integrated multi-sectoral policies have accelerated SDG progress in terms of scale ⁷	0	1	

⁶Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

⁷Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

Output 3: Integrated policy solutions for accelerating SDG progress implemented

Indicators	Joint Programme targets		
	2020	2021	
3.1: # of innovative solutions that were tested ⁸ (disaggregated by % successful-unsuccessful ⁹)	0	1	
3.2: # of integrated policy solutions that have been implemented with the national partners in lead	0	1	
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened	0	1	

Operational Performance Indicators

- Level of coherence of UN in implementing programme country¹⁰
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme **included addressing inequalities (QCPR) and the principle of “Leaving No One Behind”**
- Joint programme featured gender results at the outcome level
- Joint programme undertook or drawn upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth
- Joint programme considered the needs of persons with disabilities
- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

2.2. Joint programme Results Framework

The proposed integrated social protection approach will be a catalyst in the establishment of baselines and data collection mechanisms to measure the progress of SDG targets by national institutions. SDG targets have not yet been monitored at the national level to allow for the establishment of SDG baselines and targets of the Joint Programme, neither by the national voluntary review nor by the National Strategy for Accelerated Growth and Shared Prosperity (SCAPP). Activity 4.1 is dedicated to conduct a Social Security Inquiry at the launch of the project aiming at supporting the Government in establishing systematic data collection and review process for social protection. This inquiry will enable the Government to establish baselines and targets on SDG targets at the national level that will be used to inform the Joint Programme Results Framework. The baseline situation of the SDGs produced with the support

⁸Each Joint programme in the Implementation phase will test at least 2 approaches. It is estimated that each Joint programme in the Implementation phase will cost 6 million USD on average, and will be implemented over a period of 3 years.

⁹Success implies that the proof of concept is endorsed by the government and other stakeholders.

¹⁰ Annual survey will provide qualitative information towards this indicator.

of UNDP in 2016 will be put forward to the relevant institutions and used in the SDG Fund baseline exercise. As the Government is currently paying more attention to SDG targets linked to the SCAPP, advocacy efforts of the Joint Programme will be made towards the monitoring of all SDG targets, especially those impacted by the project. The support to the policy dialogue on the revision and operationalization of the NSPS (Activity 4.5) also aims to anchor SDGs progress tracking in a routine exercise at the central level.

Result / Indicators	Baseline	Target (1 st year)	Target (2 nd year)	Means of Verification	Responsible partner
Outcome 1 INTEGRATED AND IMPROVED SOCIAL PROTECTION PROGRAMMES RESULT IN ENHANCED EFFICIENCY, INCLUSIVENESS AND UTILIZATION OF SOCIAL PROTECTION SERVICES AT REGIONAL LEVEL					
Outcome 1 indicator 1 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	0	0	1	Revised NSPS action plan EPCV 2019 Project dashboard Field monitoring visits Real-time monitoring Study reports Minutes of meetings National Statistical's Office	Government All PUNOs
Outcome 1 indicator 2 SDG 1.4 By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance	To be determined (national target) (EPCV 2014)	% of men and women, in particular the poor and the vulnerable who have access to basic services etc.		EPCV 2019 National Statistical's Office	Government All PUNOs

Outcome 1 indicator 3 5.1 End all forms of discrimination against all women and girls everywhere	To be determined			Mauritania CEDAW National Statistical's Office	Government All PUNOs
Output 1.1 The various components of an integrated safety-net package are better articulated and piloted in Guidimakha, in a way that deliberately supports women's choice and empowerment					
Output 1.1 indicator 1 Proof of concept of the integrated safety net model developed and endorsed for piloting, demonstrating a common vision and accounting for gender considerations	0	1	1	Project dashboard Field monitoring visits Study reports Minutes of meetings Final Evaluation National Social Protection Strategy steering committee	WFP
Output 1.1 indicator 2 Number of programmes implemented in Guidimakha, adopting complementary and gender-sensitive targeting and transfer modalities ¹¹	0	2	6	Programme coordination at regional level	WFP
Output 1.2 Enhanced reactivity, inclusiveness and relevance of the Social Registry, including for the most vulnerable women, men, boys and girls					
Output 1.2 indicator 1 Standard procedures are developed and approved by both	0	1	1	Project dashboard Field monitoring visits Study reports	WFP

¹¹ The non-exhaustive list of set of safety-net programmes includes: Tekavoul, El Maouna, EMEL, Governmental and non-Governmental lean season food or cash assistance, School feeding, Food Assistance for Assets (Governmental and non-Governmental).

the Social Registry and user programmes to account for user feedback and ensure inclusiveness of the most vulnerable women, men, boys and girls				Minutes of meetings Final Evaluation Social Registry's guidance manual	
Output 1.2 indicator 2 Standard procedures for user feedback and inclusiveness of the most vulnerable women, men, boys and girls are tested in the Gudimakha region	0	0	1	Social Registry	WFP
Output 1.3 Improved ability of vulnerable populations to access basic social services (both in qualitative and quantitative terms), including for women, men, boys and girls					
Output 1.3 indicator 1 % of vulnerable population accessing basic social services in Guidimakha	In Guidimakha - 64% of the population have access to a health facility within 5 kilometres of their homes - 67% of births delivered at home - The gross primary and secondary school enrolment rate is 18%	+10 % of the vulnerable population in Gudimakha have access to basic social services	+ 20 % of the vulnerable population in Guidimakha have access to basic social services	RTM Study reports Final evaluation	UNICEF
Output 1.3 indicator 2 Establishment of referral mechanism to improve access to basic social services and	0			Social registry Project dashboard Field monitoring visits	UNICEF

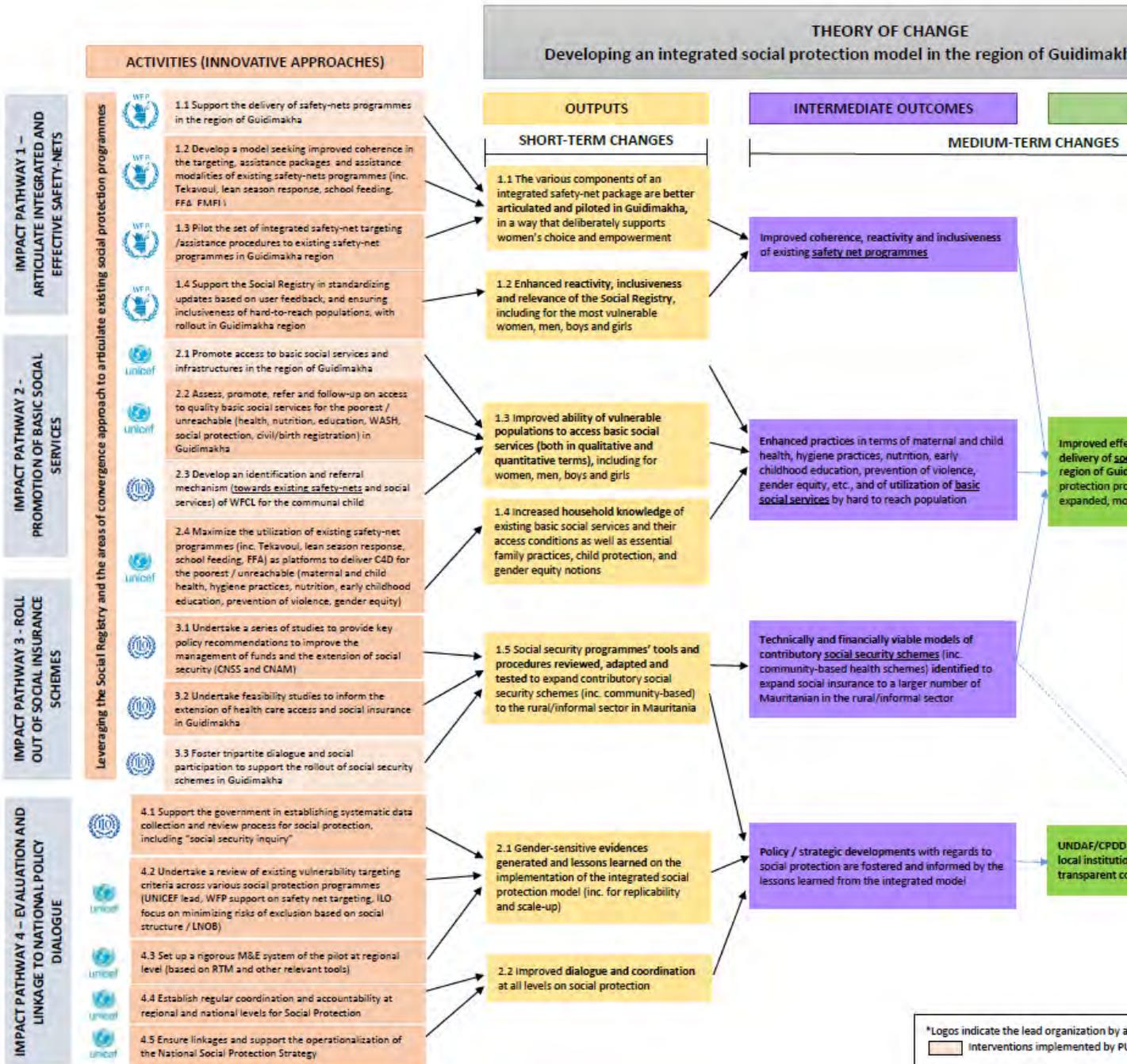
demand creation among vulnerable population		0	1	RTM Study reports Minutes of meetings Final evaluation	
Output 1.4 Increased household knowledge of existing basic social services and their access conditions as well as essential family practices, child protection, and gender equity notions					
Output 1.4 indicator 1 Number of vulnerable households (including female headed households) benefiting from safety-nets in Guidimakha region	To be determined (EPCV 2019, RTM household survey, NSPS steering committee, SCAPP)	+10 % of the initial number of households benefiting from safety-nets in Guidimakha	+20% of the initial number of households benefiting from safety-nets in Guidimakha	Taazour/Tekavoul data Project dashboard Field monitoring visits RTM WB Study reports Minutes of meetings Final evaluation	UNICEF
Output 1.5 Social security programmes' tools and procedures reviewed, adapted and tested to expand contributory social security schemes (including community-based ones) to the rural/informal sector in Mauritania					
Output 1.5 indicator 1 Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable (SDG 1.3.1)	To be determined (Social Security Inquiry)	+10 % of the population covered by social protection floors	+20% of the population covered by social protection floors	Project dashboard Field study reports Minutes of meetings Final Evaluation Social Security Inquiry	ILO

Outcome 2 CENTRAL AND LOCAL INSTITUTIONS ENSURE A MORE EFFICIENT AND TRANSPARENT CONDUCT OF PUBLIC POLICIES (UNDAF/CPDD STRATEGIC PRIORITY GOVERNANCE - OUTCOME 3)					
Outcome 2 indicator 1 SDG 10.4 Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality	1 (NSPS adopted in 2013)	2 (Reviewed NSPS validated)	2 (Reviewed NSPS validated)	NSPS steering committee	Government All PUNOs
Outcome 2 indicator 2 SDG 17.14 Enhance policy coherence for sustainable development		0	0	1	Government All PUNOs
Output 2.1 Gender-sensitive evidences generated and lessons learned on the implementation of the integrated social protection model (including for replicability and scale-up)					
Output 2.1 indicator 1 Actuarial studies and other technical reports submitted and cleared by the national authorities	To be determined (Social Security Inquiry)			Clearance of the studies by the national partners	ILO
Output 2.1 indicator 2 Project dashboard established	0	1	1	Project dashboard Field study reports Minutes of meetings Final evaluation Taazour/Tekavoul data National Statistical's Office	UNICEF
Output 2.2 Improved dialogue and coordination at all levels on social protection					
Output 2.2 indicator 1 Operationalization of the revised NSPS	No	No (action plan validated)	Yes	NSPS steering committee	UNICEF

Annex 3. Theory of Change graphic



ToC SDG
Fund_Mauritania_Er



Annex 4. Gender marker matrix

Indicator		Score	Findings and Explanation	Evidence or Means of Verification
N°	Formulation			
1.1	Context analysis integrate gender analysis	2	Gender analysis across all sectors include underlying causes of gender inequality and discrimination in line with SDG priorities including SDG 5. Consistent sex-disaggregated and gender sensitive data	UNDAF/CPDD 2018-2022
1.2	Gender equality mainstreamed in proposed outputs	2	Outputs 1.1, 1.2, 1.3, 1.4, 1.5, 1.6 and 2.2 of the programme include explicit reference to gender equality, even though gender equality is not the core purpose of the output	ToC
1.3	Programme output indicators measure changes on gender equality	2	All program outputs include measure changes on gender equality	ToC
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	2	PUNOs will consult government agencies that fosters gender equality within the current proposed project: Ministry of Economy and Industry, Ministry of Social Affairs, Children and Family, Taazour . The Ministry of Social Affairs (National Women's Machinery) is a key partner in programme consultations: context analysis, strategic prioritization, implementation, M&E. PUNOs will advocate for the Government to integrate the Department of gender (from the Ministry of Social Affairs) as a core member of the NSPS Steering Committee leading the programme, as well as civil society organisations (AMSME, association of women head of households) working on gender equity issues and women empowerment. The programme substantively strengthens Government participation and engagement in gender related SDGs localization and/or implementation	UNDAF/CPDD 2018-2022 Project/NSSP Committee meeting minutes (September 2019) Meeting minutes with the President of Regional Council (August 2019)
2.2	PUNO collaborate and engages with women's/gender equality CSOs	2	All PUNOs collaborate with Gender Equality and Women Empowerment CSOs and women's rights advocates on elaborating the project: Association mauritanienne pour la santé de la mère et de l'enfant (AMSME), AMAMI, Medicus del Mundo, Terre des Homme-Lausanne. These organizations participated in project consultations: context analysis, strategic prioritization, implementation, M&E. The programme substantively strengthens GEWE CSO participation and engagement in gender related SDGs localization and/or implementation	UNDAF/CPDD 2018-2022 Project/NSSP Committee meeting minutes (September 2019)

3.1	Program proposes a gender-responsive budget	2	30% the total budget is allocated to gender equality or women's empowerment	
Total scoring		2		

[Annex 5. Communication plan](#)

The communication plan aims to promote the proposed approach of an integrated regional social protection model, communicate on the achievements obtained through this Joint SDG partnership, and on the critical role played by the SDG Fund and PUNOs. Advocacy efforts are at the heart of the proposed communication plan to inform political dialogue in the context of the NSPS implementation. Further, the communications strategy will also highlight transparency and value for money in the use of public funds, promote the joint coordination model of UN agencies in areas of convergence in Mauritania and may also indirectly contribute to C4D goals, bringing the attention of different audiences to existing social protection issues in the country.

The visibility plan entails three key objectives:

- 1) Raise awareness among government, key decision makers, service providers, users of social protection services and targeted communities on the importance of building a coherent social protection system for scale-up, to fuel the social protection political dialogue and policies;
- 2) Document and disseminate key results and progress to donor and other relevant audiences to highlight impact and increase recognition of comprehensive Joint SDG Fund efforts to develop effective social protection models, with an emphasis on the most vulnerable and unreachable populations;
- 3) Attract the attention of potential donors to raise funds for development or scaling up of the pilot.

It is important to distinguish between the external communication activities exposed in this plan from the project interventions that are intended to address directly the above objectives, particularly with regard to the contribution made to the political dialogue and to the national coordination and decision-making process. Restitution workshops on evidence gathered by the various planned studies, direct support to the NSPS operationalization process, to the regional social protection coordination and M&E systems, are the key elements that contribute to achieving the objectives of the communication plan. In parallel, targeted communication actions will strengthen and relay key messages to a wider audience. Specifically, the communication and visibility activities will set out speeches, press releases, written material, press conferences during special events, human interest stories, publications, videos and any other tools that can be used to highlight achievements to national decision-makers, external stakeholders and beneficiaries.

In line with selected SDG target 5.1 (*End all forms of discrimination against all women and girls everywhere*), emphasis will also be placed on the gender-sensitive dimension of the project of the programme in communication material. It will show how the Joint Programme has contributed to identify and reduce obstacles to the inclusion of girls and women in social protection programmes and decision. Female beneficiaries will be put forward in human interest stories, photos and videos.

Donor visibility brand and visibility guidelines, that will be soon provided by the Joint SDG Secretariat, will be applied through this communication plan for all communication material produced including joint programme reports, programme documents, behaviour change

materials, internal reports mentioning the programme.

The PUNOs jointly agreed that the communication plan will be part of the bi-annual workplan of the programme. As lead agency for this programme, UNICEF and its communications section will be responsible for the coordination of the implementation of the plan. Reporting will be done by the reporting mechanisms established for this programme.

Key audience is targeted as followed:

Regional level

- o Regional authorities
- o Local leaders, religious leaders
- o Social protection stakeholders
- o Communities

National level

- o Authorities
- o Financial and technical partners in Mauritania
- o Social protection stakeholders
- o Beneficiaries in Mauritania
- o Civil Society Organizations
- o Private sector
- o General public

Global level

- o Authorities
- o Social protection decision-makers and stakeholders, including at UN level
- o Donors
- o Civil Society Organizations
- o General public

The advocacy efforts primarily target the national level, namely policymakers and the Mauritanian Government to demonstrate the efficiency of the regional social protection model implemented, based on results of the project implementation. It will aim at creating a momentum for strategic policy revision on the social protection agenda of 2020, with authorities, social protection stakeholders, CSOs, private sector. It will also seek to reinforce programmatic efforts to increase budgets and resource allocation among local and national governments and development actors and strengthen collaboration with the UN System in Mauritania. Advocacy efforts will raise awareness on social protection model and joint programme - **UN "Delivering as one" approach** - to financial and technical partners in Mauritania.

Media and promotion activities will target the regional, national and global level, in priority national authorities, donors, civil society organisations, community stakeholders and beneficiaries in Mauritania. Information will be disseminated regarding the success and lessons learned as a result of the programme. Efforts will raise awareness among civil society actors about existing social protection issues in order to better engage in the fight against poverty and create sustained political will for investments in social protection, especially for the poorest and most vulnerable populations. Communication activities will display the added value and impact of a joint SDG Fund Partnership-supported programme and the success of UN **"Delivering as one"**. **Activities will inform beneficiaries about the SDG Fund/UNCT's contribution in all printed communication and capacity building materials**

The following key messages will be used:

1. Quality integrated social protection model (social security, safety nets) is provided to the most vulnerable and hard-to-reach populations in Guidimakha with support from the joint SDG Fund, in collaboration with government and regional authorities;
2. National dialogue and policy developments have been informed and supported by the lesson learned from the integrated model with the aim of influencing the operationalization of the NSPS; and
3. **Efficiency of the joint SDG Fund partnership and UN “Delivering as one”.**

Key activities are detailed in the below table:

Activity	Communication/Visibility Activity	Key Audiences	Indicator	Timeline	Est. Budget (US \$)	Responsible party
1- Launching ceremony	Signing ceremony of the financial and contribution agreement & press release	Direct beneficiaries Government Social protection decision-makers (national level and international cooperation organizations) Media	Speeches from UNICEF at the signing ceremony Press coverage of the event (press clipping)	First quarter 2020	10,000	UNICEF lead, contribution of other PUNOs, with technical support from SDG communication team of the UNCT
2- Printing and dissemination of advocacy and communication materials	Human interest stories in English, French and Arabic, as well as two profiles of beneficiaries for each year of the programme Photo stories	International public Social protection decision-makers (national level and international cooperation organizations) Media	Two human interest stories published throughout the programme implementation period on PUNOs and SDG Fund platforms	Mid-term; Closure of the project	UNICEF's internal budget	UNICEF, other PUNOs, with technical support from SDG communication team of the UNCT
	Communication materials for conferences and workshops (including roll ups,	Direct beneficiaries	All communication materials will include the joint SDG Fund	Throughout the project	4,000 +	UNICEF, with technical support from SDG

	leaflets, folders, banners, etc.)	Social protection decision-makers (national level and international cooperation organizations) Government Media Civil society organizations	logo, as well as the logos of the Government of Mauritania and PUNOs		UNICEF's internal budget	communication team of the UNCT
	Acknowledgement of the Joint SDG Fund/UNCT contribution in PUNOs Annual Reports and other printed communication materials	Direct beneficiaries Government Media Civil society organizations	Joint SDG Fund/UNCT contribution acknowledged in reports, PUNOs Annual Reports, other printed communication materials	Throughout the project	N/A	All PUNOs
	Short presentations on the pilot model and results, and on key issues related to social protection in Mauritania	PowerPoint presentation Two-pagers Short technical reports	PUNOs will produce the material jointly or separately and ensure dissemination. They will also support the preparation of similar material to relevant national institutions that could share through respective channels and thus target a broader or more strategic audience	End of the project		All PUNOs, national and regional authorities
3- Media Relations	Press releases – one press release announcing the commencement of the programme and one at the closure of the programme announcing results an impact. Other	National and international media	Press release in French and Arabic disseminated in local media, by	Commencement; Mid-term; Closure of the project	UNICEF's internal budget	UNICEF lead, contribution of other PUNOs, and technical support

	press releases will be event driven.	General public	UNICEF Africa Service Unit			from SDG communication team of the UNCT
4- Production of audio-visual materials	Videos/Photos	Direct beneficiaries Government Social protection decision-makers (national level and international cooperation organizations) Media	Number of short video documentaries/photos produced	Mid-term; Closure of the project	UNICEF's internal budget	UNICEF, with technical support from SDG communication team of the UNCT
5- Donor meetings	Donor meetings (1 per year of implementation)	SDG/UNCT delegation PUNOs representatives Government authorities	Terms of reference Speeches reports	Mid-term; Closure of the project	Under programme	UNICEF lead, contribution of other PUNOs, and SDG/UNCT
Total					US\$ 24,000	

Proposed communication "pitch" for the project:

Following the adoption of the National Social Protection Strategy (NSPS) in 2013, the Government of Mauritania has developed a range of social protection tools and programmes to tackle deep-rooted vulnerabilities, chronic poverty and shock-related food insecurity and malnutrition. These include regular and shock-responsive safety-nets, asset creation, the deployment of the National Social Registry, the National Social Security Fund (CNSS) and the National Health Insurance Fund (CNAM), as well as a range of basic social services and social promotion interventions. Despite being complementary pieces of the same coherent Social Protection response, these tools and programmes have so far been implemented in a rather fragmented way.

Through the proposed project, institutions leading the National Social Protection Strategy will be supported by UNICEF, ILO and WFP – in close partnership with the World Bank and other UN agencies – in developing a comprehensive social protection model effectively integrating these various components at regional level, in the region of Guidimakha. Building on decentralization efforts, the various Social Protection tools and programmes will be articulated as part of a coherent package. The intend will be to demonstrate and document that such

integration yields more efficiency in programme delivery to accelerate, maximize and sustain impact on vulnerable populations towards achieving SDG targets.

Annex 6. Learning and Sharing Plan

The objective of the learning and sharing plan will be to share knowledge and capacity across key stakeholders to create an efficient model adjusted to different regions/contexts and promote innovative approaches. Learning and sharing contribute in priority to feeding advocacy efforts of the propose initiative, since it entails a strong policy dialogue and learning component (Pathway 4) to translate the lessons and experiences into national policy and commitments.

Knowledge sharing sessions will be organized to provide opportunities for all stakeholders at national, regional and local levels to share ideas and learn from each other in a safe, non-judgemental and interactive way. The objectives of the learning and sharing plan are:

- To enable multi-disciplinary and multisectoral networks of stakeholders to enhance and expand strategic partnerships related to social protection in Mauritania;
- To accelerate the exchange of research results between different social protection stakeholders and beneficiaries;
- To create and foster relationships to support knowledge translation in order to maximize the impact of research and its implementation or utilization in Mauritania;
- To reduce the barriers that limit knowledge translation endeavours; and
- To identify key global knowledge gaps and co-develop strategies to address these through future research collaborations.

To ensure progressive learning and draw lessons from the implementation of a pilot model, it is essential to maintain coordinated monitoring and reporting. Effective monitoring and evaluation (M&E) will be critical to determine whether and to what extent the interventions implemented as part of the SDG Fund programme are transforming social protection towards an improved and coordinated system integrating all forms of poverty. The generation and use of evidence through robust M&E mechanisms will improve evidence-based advocacy and planning as well as long-term strategic programming and decision-making related to social protection. A dedicated section of the proposal describes monitoring and evaluation frameworks to measure the progress of interventions on the ground, evaluate the related impact(s), and understand the factors and processes that contributed most to the achievements of the planned targets.

Sharing and learning activities will complement M&E interventions and will aim to foster collaborative learning between PUNOs and government stakeholders, as well as with other relevant in-country and regional stakeholders.

It is important to stress that optimizing and making strategic use of the existing PUNO tools and procedures will be critical for ease of use. Special efforts will be made to document results and record opportunities to bring interventions to scale and make them sustainable through regular government funding. These efforts are particularly important in order to build a strong investment case in the view of new government administration. Progress will be documented at the system and community levels in order to build a replicable and scalable resilience model.

UNICEF will rely on a combination of quantitative and qualitative indicators to monitor the progress of each intervention, involving the real-time monitoring (RTM) tool whenever possible, in order to allow all vested parties to take stock, solve any problems pertaining to the programme, and ensure smooth implementation of activities during the two-year timeframe. The RTM technology that will be used by UNICEF allows for the collection, analysis and dissemination of action-oriented data. Tested in Guidimakha, RTM offers the opportunity to improve data quality while involving local stakeholders to achieve better results for children. The programme will support joint mapping of data collection through to the use of the Social Security Inquiry (Activity 4.1) that can provide significant inputs in the SDG targets progress tracking exercise at the national level and enable the Government to establish baselines and targets on SDG targets that will be used to inform the Joint Programme Results Framework.

As part of the evidence-generation agenda envisaged within the scope of this joint partnership, a number of operational research studies included in the work plan will be conducted to assess the viability and appropriateness of various social protection models. The studies will be carried out in the following manner:

1. Review existing vulnerability, targeting criteria across various social protection programmes (UNICEF lead and WFP support on safety net targeting, ILO focus on minimizing risks of exclusion based on social structure and the “leave no one behind” approach);
2. **Diagnostic of existing social protection programmes (“social security enquiry”)** to map contributory and non-contributory mechanisms, the number of beneficiaries, and the nature of services they receive (ILO lead);
3. Study on barriers to access of the contributory scheme in Guidimakha and at the national level, including problems in collecting contributions or related to the choice of informal solutions (ILO lead).

These studies will be especially useful in measuring if and to what extent the defined strategies and activities contribute to the following results: (i) understanding bottlenecks in access to social protection services and providing recommendation to enhance access to related services; (ii) providing analysis and recommendation on vulnerability mapping strategy in national policies; and (iii) integrating hard-to-reach/most vulnerable populations that have been left behind by the current social protection system. These studies will also improve understanding on the systems, processes and resources that are most important in leveraging poverty through a social protection mechanism. Results will be disseminated and may entail restitution workshops to relevant stakeholders. This component of the programme will be developed as much as possible in collaboration with government authorities, other UN agencies and other key stakeholders.

Knowledge produced by the project interventions (M&E and studies) will be managed through specific additional activities of the Learning and Sharing plan listed below. Some of these activities, in particular knowledge sessions, are key to contribute to achieve some of the objectives of the communication plan, in fostering the political dialogue, attracting the attention of potential donors, etc.

Activities	Description	Methods/instruments/tools	Timeline	Resources	Responsible Org./Person
Knowledge sessions integrated into the project	Presentation of findings from studies	PowerPoint presentation followed by question and answer period Prior to quarterly meetings	Every quarter	40,000 US\$ (Under programme, included in	All PUNOs on a rotating basis

/NSPS steering committee meetings	Discussion of RTM results	a call for presenters will go out to members. Members interested in presenting will submit their topics, their preferred date and time to Chairperson of the NSSP committee. Presenters will be selected on a first come, first serve basis. Presenters who are not selected will be scheduled for the next available time		operational activities)	
Knowledge sessions integrated into regional committee meetings	Presentation of findings from studies Discussion of RTM results	PowerPoint presentation followed by question and answer period Prior to quarterly meetings a call for presenters will go out to members. Members interested in presenting will submit their topics, their preferred date and time to Chairperson of the NSSP committee. Presenters will be selected on a first come, first serve basis. Presenters who are not selected will be scheduled for the next available time	Every quarter	40,000 US\$ (Under programme, included in operational activities)	Regional authorities
Production of information material	Short presentations on the pilot model and results, and on key issues related to social protection in Mauritania	PowerPoint presentation Two-pagers Short technical reports PUNOs will produce the material jointly or separately and ensure dissemination. They will also support the preparation of similar material to relevant national institutions that could share through respective channels and thus target a broader or more strategic audience	End of the project	10,000 US\$ (Under Communication plan budget)	All PUNOs, national and regional authorities
Total				US\$ 90,000	

As lead agency, UNICEF Mauritania will be responsible for overall monitoring and reporting on the Learning and Sharing plan.

[Annex 7. Budget and Work Plan](#)

4.1 Budget per UNSDG categories (see Excel file) Initial budget

UNDG BUDGET CATEGORIES	WFP		UNICEF		ILO		TOTAL	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	416,667	4,085,916	140,000	3,805,667	185,067	200,000	741,734	8,091,583
2. Supplies, Commodities, Materials	22,404		10,000		0		32,404	
3. Equipment, Vehicles, and Furniture (including Depreciation)	0		0		9,000		9,000	
4. Contractual services	90,000		71,112		411,000		572,112	
5. Travel	20,000		15,000		20,000		55,000	
6. Transfers and Grants to Counterparts	20,000		302,897		0		322,897	
7. General Operating and other Direct Costs	50,648		47,061		41,200		138,909	
Total Direct Costs	619,719				586,070			
8. Indirect Support Costs (Max. 7%)	40,281		41,025		46,639		127,945	
TOTAL Costs	660,000		627,095		712,906		2,000,000	
1st year	297,000		277,991		320,808		895,799	
2nd year	363,000		349,103		392,098		1,104,201	

Updated version of the budget (Including COVID response adjustments):

REVISED UNDG BUDGET CATEGORIES	WFP		UNICEF		ILO		TOTAL	
	Joint SDG Fund (USD)	PUNO Contribut ion (USD)	Joint SDG Fund (USD)	PUNO Contribut ion (USD)	Joint SDG Fund (USD)	PUNO Contributi on (USD)	Joint SDG Fund (USD)	PUNO Contributio n (USD)
1. Staff and other personnel	422,725	4,085,916	140,000	3,805,667	282,226	200,000	844,951	8,091,583
2. Supplies, Commodities, Materials	22,404		10,000		11,881		44,285	
3. Equipment, Vehicles, and Furniture (including Depreciation)	0		0				0	
4. Contractual services	90,000		71,112		259,850		420,962	
5. Travel	20,000		15,000		22,440		57,440	
6. Transfers and Grants to Counterparts	107,679		250,935		18,818		377,432	
7. General Operating and other Direct Costs	35,958		47,061		41,070		124,089	
Total Direct Costs	698,766				534,108		636,285	
8. Indirect Support Costs (Max. 7%)	48,914		37,388	44,540	130,841			
TOTAL Costs	747,679		571,496	680,825	2,000,000	-		
<i>1st year</i>	297,000		277,991	320,808	895,799	0		
<i>2nd year</i>	450,679		293,504.1	360,017	1,104,201	0		

4.2 Budget per SDG targets (see Excel file)

SDG TARGETS		%	USD
	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	30	3,000,000
	1.4 By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance	10	1,000,000
	5.1 End all forms of discrimination against all women and girls everywhere	30	3,000,000
	10.4 Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality	15	1,500,000
	17.14 Enhance policy coherence for sustainable development	15	1,500,000
TOTAL		100	10,000,000

4.3 Work plan, with budget per outputs

Outcome 1			Integr. Outcome 2	Immes result in enhanced efficiency, inclusiveness and utilization of social protection services at regional level																	
Output	Annual target/s		List of activities	Time frame								PLANNED BUDGET			PUNO/s involved	Implementing partner/s involved					
	2020	2021		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)			Total Cost (USD)				
Output 1.1: The various components of an integrated safety-net package are better articulated and piloted in Guidimaka, in a way that deliberately supports women's choice and empowerment	Safety-nets delivered and improved articulations between different schemes	Improved integrated safety-net delivery in the Guidimaka region	1.1 Support the delivery of safety-nets programmes in the region of Guidimaka (inc. Takawul, lean season response, school feeding, FA, SHEL).	X	X	X	X	X	X	X	X	X	X	This output will be implemented mainly through the direct mobilization of high-level expertise and provision of direct technical assistance by WFP to the Government (at both central and local levels), its SDG Fund budget is primarily composed of staffing costs. The SDG Fund budget also makes provision for a set of studies to be undertaken by private consulting firms, particularly on the second activity.	400,000	4,052,583	4,452,583	WFP	Tadmour, CSA, Ministry of Education, Consortia of local NGOs (inc. per performance assessment), private consulting firms		
			1.2 Develop a model seeking improved coherence in the targeting, assistance packages and assistance modalities of existing safety-net programmes (inc. Takawul, lean season response, school feeding, FA, SHEL).	X	X	X	X	X	X	X	X	X	X							X	Other PUNO contribution to this output's budget reflects WFP's intended budget to implement programmes serving a safety-net functions in the region of Guidimaka in 2020 and 2021, namely general food and cash distributions coupled with supplementary feeding, school feeding, treatment of moderate acute malnutrition and food assistance for assets (FAA).
			1.3 Pilot the set of integrated safety-net targeting (assistance procedures to existing safety-net programmes in Guidimaka region)	X	X	X	X	X	X	X	X	X	X							X	
Output 1.2: Enhanced reactivity, inclusiveness and relevance of the social registry, including for the most vulnerable women, men, boys and girls	Improved inclusiveness of social registry in Guidimaka region	Improved inclusiveness of social registry in Guidimaka region	1.4 Support the Social Registry in standardizing updates based on user feedback, and ensuring inclusiveness of hard-to-reach populations, with rollout in Guidimaka region	X	X	X	X	X	X	X	X	X	This output will be implemented mainly through the direct mobilization of high-level expertise and provision of direct technical assistance by WFP to the Government (at both central and local levels), its SDG Fund budget is primarily composed of staffing costs. The SDG Fund budget also makes provision for a study to be undertaken by a private consulting firm under this output/activity.	240,000	80,000	340,000	WFP, ILO	Ministry of Economy and Industry, implementing partners (national civil society organisations to be determined), regional and technical social protection services of Guidimaka Social Registry, private consulting firm			
			2.1 Promote access to basic social services and infrastructures in the region of Guidimaka	X	X	X	X	X	X	X	X	X							X	Programme activities implemented by UNICEF aiming at developing and improving basic social services in the Guidimaka region is composed of transfers to Government institutions and implementing partners (through implementing partners). ILO is dedicating (US\$ 50,000) for other projects (Contractual services / transfers) related to improving basic services.	
Output 1.3: Improved ability of vulnerable populations to access basic social services (both in qualitative and quantitative terms), including for women, men, boys and girls	Improved access to basic social services in the Guidimaka region	Improved access to basic social services in the Guidimaka region	2.2 Assess, promote, refer and follow-up on access to quality basic social services for the poorest / unreachable (health, nutrition, education, WASH, social protection, civilbirth registration) in Guidimaka	X	X	X	X	X	X	X	X	X	This output will be implemented mainly on UNICEF budget via transfer to Government institutions at the regional level and CSOs implementing partners (through Partnership Cooperation Agreements) for staffing cost, training and follow-up activities.	190,000	190,000	UNICEF, WFP, ILO	Ministry of Economy and Industry, implementing partners (national civil society organisations to be determined), regional and technical social protection services of Guidimaka				
			2.3 Develop an identification and referral mechanism (towards existing safety-nets and social services) of WFPs for the communal civil protection system	X	X	X	X	X	X	X	X	X						X			
			2.4 Maximize the utilization of existing safety-net programmes (inc. Takawul, lean season response, school feeding, FA) as platforms to deliver C4D for the poorest / unreachable (maternal and child health, hygiene practices, nutrition, early childhood education, prevention of violence, gender equity)	X	X	X	X	X	X	X	X	X						X	X		
Output 1.4: Increased household knowledge of existing basic social services and their access conditions as well as essential family practices, child protection, and gender equity notions	Improved utilization of safety-net programmes in Guidimaka region	Improved utilization of safety-net programmes in Guidimaka region	3.1 Undertake a series of studies to provide key policy recommendations to improve the management of funds and extension of social security (CNSS and CNAM)	X	X	X	X	X	X	X	X	X	This output will be implemented by UNICEF via transfer CSOs implementing partners through Partnership Cooperation Agreements for staffing costs (community health workers, community awareness sessions, monitoring meetings)	286,685		286,685	UNICEF, WFP	Ministry of Economy and Industry, implementing partners (national civil society organisations to be determined), regional and technical social protection services of Guidimaka			
			3.2 Undertake feasibility studies to inform the extension of health care access and social insurance in Guidimaka region	X	X	X	X	X	X	X	X	X							X		
Output 1.5: Social security programmes' tools and procedures reviewed, adapted and tested to expand contributory social security schemes (inc. community-based) to the rural/informal sector in Mauritania	Studies undertaken to recommend improved financial sustainability and governance mechanisms, dialogue fostered in social protection schemes in Guidimaka	Contributory health insurance scheme model developed and piloted in Guidimaka region	3.3 Foster tripartite dialogue and social participation to support the rollout of social security schemes in Guidimaka	X	X	X	X	X	X	X	X	X	This output will be implemented by ILO through the direct mobilization of high-level expertise from international and national experts (external resources) for the production of studies (US\$ 475,000). External contribution entails support to social dialogue (US\$ 36,666).	475,000	36,666	511,666	ILO	Consultancy office, CNAM, CNSS, Ministry of Economy and Industry, National Statistics Office's, social protection platforms			
			3.4 Establish regular coordination and accountability at regional and national levels for Social Protection	X	X	X	X	X	X	X	X	X							X		
			3.5 Ensure linkages and support the operationalization of the revised National Social Protection Strategy	X	X	X	X	X	X	X	X	X							X	X	
Outcome 2			UNDAF P53 – Outcome 4: Central and local institutions ensure a more efficient and transparent conduct of public policies																		
Output	Annual target/s		List of activities	Time frame								PLANNED BUDGET			PUNO/s involved	Implementing partner/s involved					
	2020	2021		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)			Total Cost (USD)				
Output 2.2: Gender-sensitive evidences generated and lessons learned on the implementation of the integrated social protection model (inc. for replicability and scale-up)	Data collection and review process established	Vulnerability criteria reviewed	4.1 Support the government in establishing systematic data collection and review process for social protection, including "social security inquiry"	X	X	X	X	X	X	X	X	X	This output will be implemented for the mobilization by ILO high-level private consultancy for the production of planned studies, including SSI (US\$ 238,000)	238,000	0	238,000	ILO, WFP, UNICEF	Consultancy office, CNAM, CNSS, Ministry of Economy and Industry, National Statistics Office's, social protection platforms			
			4.2 Undertake a review of existing vulnerability targeting criteria across various social protection programmes (UNICEF lead, WFP support on safety net targeting, ILO focus on minimizing risks of exclusion based on social structure / LNGB)	X	X	X	X	X	X	X	X	X							This output will be implemented by UNICEF via transfer to Government institutions and implementing partners (through Partnership Cooperation Agreements) for staffing cost (technical assistance) to monitor the Joint Programme. US\$ 71,112 will be allocated under UNICEF budget to an external consultancy firm for the production of the external evaluation. Staffing cost (technical assistance) to Government regional counterparts is included in the external evaluation of M&E mechanism at the regional level.		
			4.3 Setup a rigorous M&E system of the pilot at regional level (based on RYM and other relevant tools)	X	X	X	X	X	X	X	X	X								X	
Output 2.3: Improved dialogue and coordination at all levels on social protection	Coordination mechanism established at national and regional levels	NSPS reviewed	4.4 Establish regular coordination and accountability at regional and national levels for Social Protection	X	X	X	X	X	X	X	X	X	This output will be implemented by UNICEF through transfer to government counterparts (both central and regional levels) to cover staffing costs and preparatory meetings for the establishment of coordination mechanism. Of the support to the operationalization of the NSPS, UNICEF will allocate budget for the organization of national and regional workshops. The mobilization of high-level technical assistance to the Government for the revision of the NSPS will be ensured through additional contribution of the BMZ project led by UNICEF.	50,000	50,000	100,000	UNICEF, WFP, ILO	Ministry of Economy and Industry, Ministry of Social Affairs, Childhood and Family, regional and technical social protection services of Guidimaka			
			4.5 Ensure linkages and support the operationalization of the revised National Social Protection Strategy	X	X	X	X	X	X	X	X	X							X		
Joint programme management			List of activities																		
Communication plan		See Communication plan	Time frame								PLANNED BUDGET			PUNO/s involved	Implementing partner/s involved						
			Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)			Total Cost (USD)					
			X	X	X	X	X	X	X	X	X	US\$ 14,000 are dedicated to the implementation of the communication plan under UNICEF budget. UNICEF will also allocate around US\$ 10,000 from internal resources for complete implementation of the communication plan.	14,000	10,000	24,000	UNICEF, WFP, ILO	SDG Fund communication team, national and regional authorities				
Learning and Sharing plan		See Learning and Sharing plan	X	X	X	X	X	X	X	X	Two workshops will be held for a total of US\$ 40,000, funded under the Joint Programme activities and implemented by all PUNOs. US\$ 10,000 will be allocated for the production and dissemination of knowledge-sharing materials and will be part of the budget of the communication plan that also plans to produce information materials.										
Monitoring & Evaluation		See description in Activity 4.3	X	X	X	X	X	X	X	X		X	Monitoring activities will be implemented by all PUNOs and funded on their respective internal resources. External evaluation budgeted at US\$ 71,112 will be funded under UNICEF budget.	71,112	100,000	171,112	UNICEF, WFP, ILO	National Statistics Office's			
Programme coordinator			X	X	X	X	X	X	X	X	US\$ 140,000 will be allocated for staffing cost of a programme coordinator who will be mobilized throughout the programme implementation with UNICEF budget.										
			X	X	X	X	X	X	X	X		X	US\$ 140,000 will be allocated for staffing cost of a programme coordinator who will be mobilized throughout the programme implementation with UNICEF budget.	140,000		140,000	UNICEF				

The Programme is scheduled for two years, February 3rd 2020 to February 2nd 2022.

Phase 1: The six first months will be focused on establishing the articulation within and between the identified social protection blocks/ pathways and assure an effective coordination mechanism is put in place.

This phase will also include:

- Upfront awareness rising and capacity building of main stakeholders, at national, regional and communal level;
- **Coordination mechanism of implementing PUNO's relying on the Technical and the Steering Committees of the National Social Protection Strategy;**
- M&E evaluation reporting and accountability system based on the National Statistics Office ONS real time monitoring of the social sectors system in Guidimakha and establishment of baselines and targets based on the CNSS Social Security Inquiry; and
- Range of preliminary studies, such as the diagnostic of social protection challenges in rural and informal context.

Phase 2: One-year rollout of all activities, coordination, M&E and reporting/accountability systems.

Phase 3: Evaluation and lessons learned, promotion of replication / scale-up of the model.

[Annex 8. Risk Management Plan](#)

Among global mitigation measures, the Joint Programme will apply the following measures to address the identified risks:

- The choice of Guidimakha, a socially diverse region, will support social cohesion among community members; and
- Upfront awareness rising, and capacity building activities of all stakeholders will ensure a qualitative contribution in the process and the expected support.

PUNOs risk management approach for this Joint Programme build upon the United Nations integrated strategy for the Sahel and the Capacity for Disaster Reduction Initiative, the adoption of risk-informed programming will enable regular monitoring of risk levels and timely adaptation of programme strategies to prepare for and respond to emergencies. The risk management approach relies on the continuous assessment and mitigation of risks. Enterprise Risk Management (ERP) is guided by the 2009 Risk Management Policy, which specifies accountabilities across different levels of the organization including systematic and consistent approach to identifying, assessing and managing a variety of risks- as well as opportunities- and to deliver on associated reporting requirements.

UNICEF uses the Harmonized Approach to Cash Transfers (HACT) as a risk management and mitigation strategy in its work with Implementing partners, both Government and NGOs.⁶ **UNICEF's application of HACT and ERP reflect leading practices observed in other organizations**, including other UN agencies, to strengthen system-wide coherence⁷. UNICEF has also made significant investments to strengthen Emergency Preparedness Plan particularly in high-risk and emergency environments, including the development of relevant system-wide tools, the expansion of staff capacities, regular risk identification and tracking

at country level, as well as the planning and implementation of relevant preparedness measures.

United Nations agencies in the Sahel are confronted to a range of different risks that can potentially impact their programmes and interventions. Following the model used by many agencies, risks generally can be contextual, programmatic/operational, institutional and fiduciary, all of which can affect the effective and efficient implementation of programmes and funding instruments. PUNOs has developed the following risk matrix, which summarizes the risks that could impact the programme implementation and achievement of results and identifies mitigation measures.

Risks	Risk Level : : (Likelihood x Impact)	Likelihood : Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	Impact : Essential - 5 Major - 4 Moderate - 3 Minor - 2 Insignificant - 1	Mitigating measures	Responsible Org./Person
Contextual risks					
<p>High turnover and lack of commitment among key Government counterparts</p> <p>The recently elected government has expressed political will to emphasize the importance of social protection. This commitment must be sustained throughout project implementation and echoed by solid leadership of this agenda at central and regional levels influence to ensure the swift implementation and effectiveness of the action.</p>	9	3	3	The intervention will ensure all new involved counterparts are duly briefed	All PUNOs
<p>Disasters/shocks triggered by natural hazards and climate change and/or health-related outbreaks that will severely affect targeted communities</p> <p>Natural hazards such as droughts/floods may lead to an increase in the number of people in need of assistance, spur pastoral/agropastoral population movements, and may divert attention/resources</p>	12	4	3	Close monitoring of the situation by partners on the ground at UN level, regular communication with donors on resource needs. Dedicated staff appointed for the project implementation.	All PUNOs

away from project priorities, all of which can influence the implementation of the programme.					
Programmatic risks					
<p>Potential difficulties in the partnership between PUNOs</p> <p>Possible challenges could result from misunderstandings and lack of a common vision among PUNOs resulting in a fragmented project implementation and lack of overall coherence. This may lead to confusion among Gvt counterparts and partners. This could also be caused by potential delays / differences in implementation pace among PUNOs.</p>	8	2	4	Co-working sessions are regularly held among UNICEF, ILO and WFP. A member of the UN coordination team will facilitate planning, and a coordinator will be recruited to ensure implementation and coordination between agencies	All PUNOs
<p>Challenges related to human resources</p> <p>Difficulties to timely recruit adequate expertise for project implementation.</p>	16	4	4	Anticipate hiring of key positions. Proactive headhunting.	All PUNOs
<p>Limited community involvement</p> <p>Without community support, the package of interventions will not be sufficiently comprehensive, particularly in interventions regarding behaviour change. Further, an estimated eight out of ten employed persons in Mauritania work in vulnerable forms of employment. Rural and non-formal sectors are weakly represented in tripartite dialogue mechanisms. This implies a risk of low engagement of worker and employer organizations in the dialogue at the national level and weak support to social partners at the local and regional levels in terms of strategic</p>	12	3	4	PUNOs will use their long-term partnerships, built with local stakeholders and community-based organizations (CBOs), to strengthen and sustain communities' involvement and ownership of the project.	All PUNOs

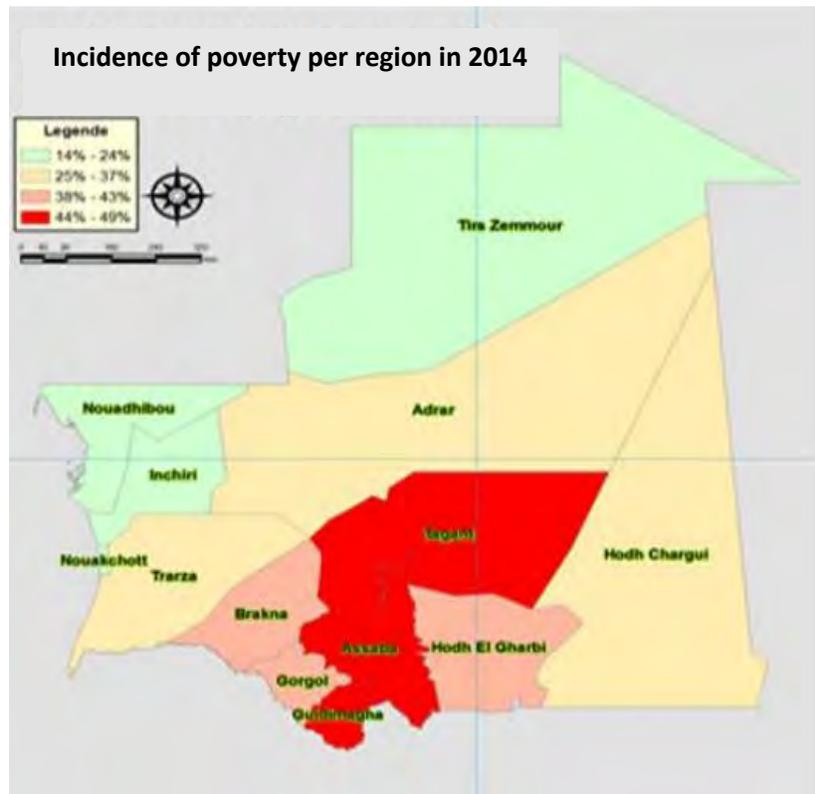
articulation and dialogue.					
Institutional risks					
<p>Challenges related to the intersectoral nature of social protection</p> <p>Fragmentation of current social protection mechanisms may prevent the shift to an integrated model within the two-year timeframe of the project.</p>	16	4	4	<p>Efforts will be made at the national and regional levels – particularly the Social Protection steering committee – to communicate the added value of an integrated approach. Full participation of all stakeholders will be sought in planning, implementation and monitoring. Preparatory work with stakeholders at the national and district levels will be ensured.</p>	All PUNOs
<p>Uncertainties related to the operationalization of newly established regional institutions</p> <p>Newly established regional council in Guidimakha may not have the coordination capacity to lead integrated social protection interventions. Potential of role overlaps between regional technical services, regional councils and Governors.</p>	9	3	3	<p>High level advocacy efforts with governments and Guidimakha leaders can limit this risk. PUNOs are proactive in keeping abreast of developments in the implementation of the decentralization reform.</p>	All PUNOs
Fiduciary risks					
<p>Lack of financial resources</p> <p>PUNOs face difficulties in mobilizing financial resources for their complementary actions identified as part of this project.</p> <p>Government investment in social protection programmes/instruments declines.</p>	12	3	4	<p>Proactive resource mobilization efforts of all PUNOs, and sustained advocacy towards Government authorities to ensure adequate investment level.</p>	All PUNOs

OPTIONAL ANNEXES

1. Poverty profile of Mauritania, National Statistical Office, Mauritania, 2014:
<http://www.ons.mr/images/Archive/images/EPCV/PROFIL%20DE%20LA%20PAUVRETE%20OEN%20MAURITANIE%202014.pdf>

Guidimakha has the highest incidence of poverty (monetary poverty) in Mauritania - 49.1%, according to the 2014 Permanent Survey on Household Living Conditions (EPCV). The same survey revealed that Guidimakha also has the highest percentage of people living in extreme poverty, with 33.9% of the population living below the extreme poverty line, compared to 16.6% at the national level.

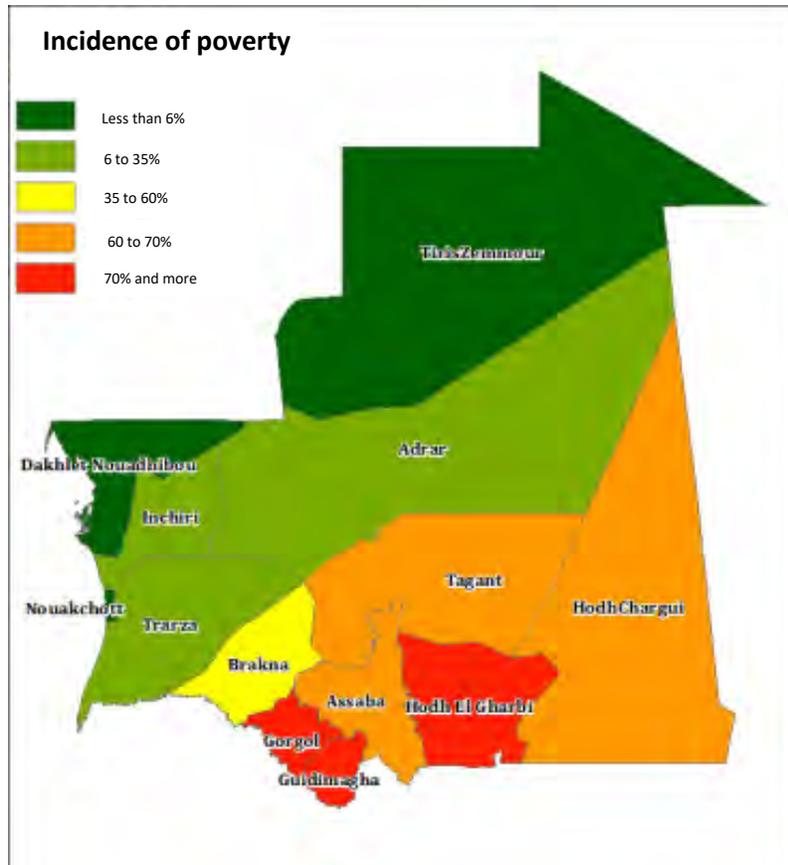
Map 1: Incidence of poverty by region, in 2014



2. 2013 General Population and Housing Census (RGPH), National Statistical Office, Mauritania
http://www.ons.mr/images/RGPH2013/Etude%20sur%20la%20Pauvret%C3%A9%20non%20mon%C3%A9taire_FR.pdf

The incidence of poverty (non-monetary poverty) in Guidimakha is among the highest in the country at 71.8%, the 3rd highest in the country.

Map 2: Incidence of poverty by region (in %)

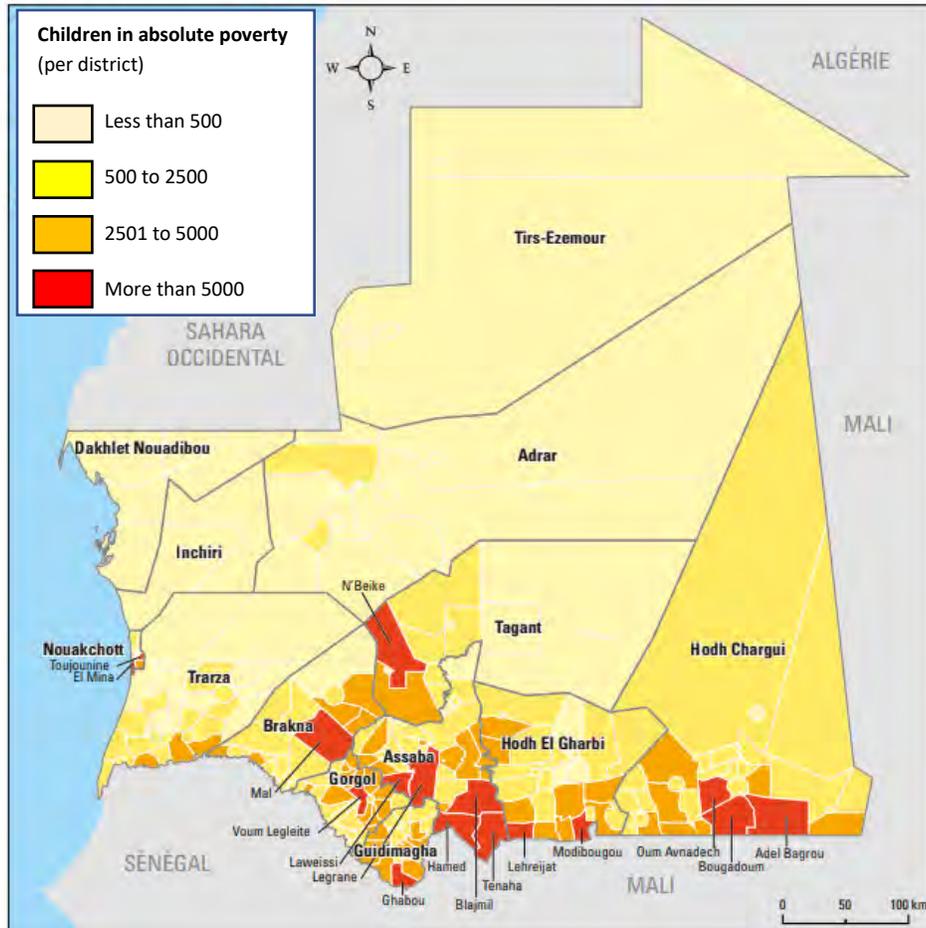


3. Mapping study of children's deprivations and vulnerabilities in Mauritania, UNICEF, 2015

http://www.ons.mr/images/RGPH2013/element-cartographie-print_web.pdf

Map 3: Children in absolute poverty by municipalities (in number)

* The notion of "absolute poverty" is defined as the exposure of children to two or more severe deprivations.



4. SMART Nutrition Survey 2018

The region of Guidimakha is facing a critical nutrition situation. Guidimakha faces a GAM prevalence of 18.8%, of which 4.1% is SAM (threshold GAM >15% and threshold SAM >2%).

Figure 1: Prevalence of acute malnutrition (global and severe) per region

