

Decentralised Evaluation of UNHCR's Livelihoods Programme in Senegal (2017-2018)

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Final Report

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Commissioned by UNHCR Evaluation Service
Conducted by Douglas R Brown and Seyni Mbaye
(TANGO International)

UNHCR Evaluation Service

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List of Abbreviations

ACF	Action Contre la Faim (Action Against Hunger)
AGD	Age, Gender and Diversity
ANEJ	Agence National d'Emploi des Jeunes (National Youth Employment Agency)
ANSD	Agence Nationale de la Statistique et de la Démographie
BPRM	Bureau of Population, Refugees, and Migration (USA)
CBI	Cash-based Initiatives
CNE	Commission Nationale d'Éligibilité (National Eligibility Commission)
CNRRPD	Comité National chargé de la gestion de la situation des Réfugiés, Rapatriés et Personnes Déplacées (National Committee for Refugees, Repatriated and Displaced Persons)
CO	Country Operation
CRD	Comité Régional de Développement (Regional Development Committee)
CRRF	Comprehensive Refugee Response Framework
DRS	Division of Resilience and Solutions
ET	Evaluation Team
FAO	Food and Agriculture Organisation
FDEA	Femme Développement en Afrique (Women Development in Africa)
FGD	Focus Group Discussion
GAEI	Global Agenda for Economic Inclusion
GBV	Gender-based Violence
GCR	Global Compact on Refugees
HQ	Headquarters
IDI	In-Depth Interview
IGA	Income-Generating Activity
INGO	International Non-Governmental Organisation
IP	Implementing Partner
JICA	Japan International Cooperation Agency
KEQ	Key Evaluation Question
KI	Key Informant
KII	Key Informant Interview
LEI	Livelihoods and Economic Inclusion
MCCA	Minimum Criteria Compliance Assessment (or MCA)
MERS	Minimum Economic Recovery Standards
MoL	Ministry of Labour
MYMP	Multi-Year Multi-Partner
NGO	Non-Governmental Organisation
OFADCEC	L'office Africain pour le développement et la coopération (African Office for Development and Cooperation)
OP	Operational Partner

PARI	Point d'Accueil pour Réfugiés et Immigrés (Welcome Centre for Refugees and Immigrants)
PoC	Person(s)/People of Concern
PSE	Plan Sénégal Émergent
RB	Regional Bureaux
RSD	Refugee Status Determination
SAED	Société Nationale d'Aménagement et d'Exploitation des Terres du Delta du fleuve Sénégal et des vallées du fleuve Sénégal et de la Falémé (National Company for the Development and Exploitation of the Lands of the Senegal River Delta and the valleys of the Senegal and Falémé Rivers)
SGBV	Sexual and Gender-Based Violence
TANGO	Technical Assistance to Non-Governmental Organizations International
ToC	Theory of Change
TOR	Terms of Reference
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations International Children's Emergency Fund
USD	United States Dollar
WFP	UN World Food Programme



Executive Summary

Evaluation at a glance

Introduction

- 1. Purpose and objectives:** This independent evaluation of UNHCR's livelihoods and economic inclusion activities in Senegal (2017-2018) is part of a multi-country evaluation commissioned by the UNHCR Evaluation Service and conducted by TANGO International. The purpose of the evaluation is two-fold:
 - ✓ To contribute evidence to inform UNHCR's global strategy development and implementation in the selected country operations (Djibouti, Malaysia, Mauritania, Senegal and South Sudan); and
 - ✓ To provide recommendations that will lead to enhanced economic inclusion of persons of concern (PoC) globally, by assisting the organisation to develop further guidance on the approach to livelihoods, self-reliance, and economic inclusion for refugees.
- 2.** The evaluation assesses results using a resilience framework and with respect to the global objectives stated in the *Refugee Livelihoods and Economic Inclusion: 2019-2023 Global Strategy Concept Note* and the forthcoming *Global Agenda for Economic Inclusion (GAEI)*. These documents are designed to guide UNHCR's articulation of its comparative advantages in refugee livelihoods and economic inclusion, particularly regarding advocacy, partnership and implementation. The exercise supports UNHCR in defining its place in light of the new Comprehensive Refugee Response Framework (CRRF) and the Global Compact on Refugees (GCR), which highlight the need for taking on a whole-of-society approach engaging a range of stakeholders to support refugees in achieving self-reliance.
- 3.** The primary audiences are UNHCR country and regional offices and the Division of Resilience and Solutions in Geneva. UNHCR's implementing and operational partners, including government, humanitarian and development actors, comprise a secondary audience.
- 4. Evaluation design:** The evaluation employed a mixed-methods methodology that involved desk review and collection of primary qualitative data. The evaluation team (ET) assessed two key evaluation questions (KEQ):
 - KEQ 1 - What **changes/results** have emerged from UNHCR-funded livelihoods interventions on employment/business opportunities, and household well-being for targeted persons of concern (PoC) in each country? What **factors** contribute to desirable results in terms of economic inclusion, household well-being, and self-reliance/resilience of refugees and other PoC?

- KEQ 2 - How can UNHCR **better position** its approach to and role in refugees' livelihoods and economic inclusion vis-à-vis those of other stakeholders, and what are the current opportunities for enhancing **sustainability** and phasing out of direct implementation of livelihood programme activities?
5. **Country-specific evaluation inquiries:** The UNHCR Senegal team added two additional evaluation sub-questions:
 - What are the key socioeconomic household indicators of PoC that UNHCR could use to determine vulnerability and targeting for livelihoods programming?
 - With respect to the GCR, GAEI, and the multi-year multi-partner (MYMP) strategy, what aspects of the current approach to livelihoods programming are aligned?
 6. Primary data collection took place 8-19 July 2019 in Dakar, Saint-Louis, Podor, Ndioum, Matam, Ouro Sogui, and Kanel. The ET conducted focus groups and individual interviews with 41 (30 females, 11 males) livelihood programme beneficiaries. In addition, the team conducted 36 key informant interviews with programme stakeholders including UNHCR staff, government officials, partners, and private sector representatives.
 7. **Programme background:** An estimated 14,421 refugees and 1,805 asylum-seekers reside in Senegal, with no camp-based refugee populations. There are two very distinct groups of refugees in the country, the first is Mauritanian refugees who have been in Senegal for about 30 years, live primarily in rural areas, and have confirmed refugee status in the country. The second group are recent arrivals from both West Africa (e.g., Central African Republic) and East Africa (e.g., Burundi and Rwanda). Most of these new arrivals are found in urban centres and face different challenges since many are asylum-seekers without official refugee status.
 8. Given the two distinct groups of refugees, the UNHCR Senegal livelihood activities also fall into two distinct categories – those targeted at supporting long-term refugees in the communities where they live, and those targeted at individual families living in urban areas who may or may not have official refugee status. UNHCR's programme in Senegal is part of the MYMP pilots, developed with the Government's National Committee for Refugees, Repatriated and Displaced Persons (CNRRPD), and refugee livelihoods is an integral part of that initiative. In rural areas, the emphasis has been on group-oriented livelihood projects, including, for example, irrigated rice production, market gardening, and rice milling. On the other hand, non-agricultural livelihood activities (primarily in urban areas) include, poultry-raising projects, small-scale trade, creation and operation of mini fast-food stands, refrigeration and air conditioning unit repair training, creation and operation of tailor shops, micro-gardening, and wax cloth printing/dyeing. The livelihood budget has increased in past years from US\$62,532 in 2015 to US\$180,452 in 2018.

Findings by evaluation question

KEQ 1: Key findings – Results and factors affecting results

9. **Group-based start-up grants have played an important role in the economic integration of groups of long-term refugees residing in Senegal.** Targeted at long-term refugees as well as community members where they reside, start-up grants have helped to facilitate improved livelihoods and economic inclusion. Individual-based micro-grants have helped a small number of refugee participants improve the livelihoods of their families. UNHCR's implementing partner, African Office for Development and Cooperation (OFADEC) has developed an effective screening process for grant applicants.
10. **Scholarships and job placement assistance have helped children of long-term refugees become job ready.** Education scholarships are important to young adults who came as a refugee

with their parents. Job placement assistance and internships help to ensure access to a viable livelihood for scholarship recipients.

- 11. UNHCR's collaborative approach to advocacy has played an important role in economic inclusion and the search for durable solutions for refugees.** The MYMP strategy implemented with Government is a key component in the promotion of livelihoods and economic inclusion for refugees and asylum-seekers. Registered refugees have access to the same social programmes as citizens. Considerable progress has been made in making this principle a reality due to the advocacy efforts of UNHCR, but more work is needed. UNHCR's advocacy work has also supported asylum-seekers in advocating for changes in the asylum application process as well as helping to ensure their short-term needs are met.

“Refugees cannot be refugees forever. Assist them in to getting naturalised or go somewhere else. ‘It is a matter of human dignity’.”
~Prefect (local government official) Interview

Factors affecting livelihood results

12. Internal factors:

- The absence of a dedicated livelihoods unit in the Senegal CO may inhibit direct focus on the livelihood programme, however, this has resulted in better integration of LEI larger objectives across the operation.
- UNHCR Senegal has a long history of working with one partner, OFADEC, which facilitates continuity despite the challenges of the annual project cycle – a contributing factor.
- The challenge presented by the one-year funding horizon for livelihoods programming is an inhibiting factor. Conversely, the CO is aware of these limitations and has actively advocated for economic inclusion through policy change, while also targeting the available funding at projects which need some additional support to be self-sufficient going forward.
- UNHCR's regular and intentional participation in national coordination mechanisms may continue to be an important contributing factor.
- There is need to develop a set of indicators to more objectively measure and monitor livelihood impact and that is adapted to a refugee population which is dispersed among host communities. This lack of data inhibits the programme from measuring effectiveness.

13. External factors:

- Whether in rural or urban areas, the refugee population is dispersed among host communities in Senegal, which makes follow-up more challenging – an inhibiting factor. Alternatively, this social integration also helps promote economic inclusion and self-reliance.
- Since Mauritanian refugees are from the same ethnic group as residents of the Senegal River Valley, it was easier to have integrated group activities. Senegalese are, in general, very accepting of refugees living among them– a contributing factor.
- Government policy encourages both economic and social integration of refugees – a contributing factor. However, there are challenges in refugees' access to public services that still need to be resolved, and UNHCR has played an important role by advocating for change – the challenges are an inhibiting factor.
- The long backlog of claims for refugee status has a major impact on livelihood opportunities for asylum-seekers – an inhibiting factor.
- Urban refugees and asylum-seekers present unique challenges relating to follow-up and provision of supports, in contrast to those who live in rural areas along the border with Mauritania – an inhibiting factor.

KEQ 2: Key findings – UNHCR’s strategic positioning to enhance scale and sustainability

- 14. Implementation of the three-year MYMP strategy and continued advocacy.** The most effective means to enhance scale and sustainability will be for UNHCR to ensure that the MYMP strategy moves forward in a timely manner. UNHCR must continue to advocate for adequate resources to process the claims of asylum-seekers in a timely manner, thereby opening the door to economic inclusion and access to services available to residents of Senegal. The ET finds it is also critical that UNHCR continue to advocate for stakeholder awareness of the rights of refugees and their participation in social programmes available to all residents of Senegal; this is key to economic inclusion and self-reliance.

Conclusions

KEQ 1: Results and factors (retrospective)

- 15. Relevance.** The biggest challenge faced by refugees has been recognition of their documentation by both Government and other institutions. Thus, the CO’s advocacy focus has been highly relevant as it has laid the groundwork for a better functioning asylum system; ensuring equal access to social and economic institutions and services.
- 16. Efficiency.** The CO is a small office without a dedicated livelihoods unit, but it works through a single, long-term implementing partner (OFADEC), which enhances efficiency and results. The collaborative approach taken by the CO to working with CNRRPD is efficient and has resulted in a well-designed MYMP strategy and significant progress towards realising its goals.
- 17. Effectiveness.** The CO’s advocacy efforts have been effective at facilitating change in some of the underlying conditions that have an indirect effect on economic inclusion and self-reliance.
- 18. Impact and sustainability.** While the number of beneficiaries reached with the livelihood programming has been small, the cumulative impact is significant given the protracted refugee situation. Senegal is welcoming to refugees and, while improvements are needed to the asylum system, asylees have access to the essentials for economic inclusion and self-reliance. The CO lacks, however, the measurement systems to show impact.

KEQ 2: UNHCR strategic positioning (prospective)

- 19. Absorptive capacity.** This evaluation finds that both national and local measures to ensure PoC protection and basic safety are critical. At the community level in the Senegal River Valley, social capital within Mauritanian refugee communities (bonding) and with host communities (bridging) has been considerably strengthened. Nonetheless, there is still room for improvement in the provision of access to basic services, which are the foundations of resilience. Promotion of some form of savings group activity amongst refugees and host communities would facilitate social capital building and informal safety nets in addition to other direct economic benefits.
- 20. Adaptive capacity.** UNHCR is well-placed to help link individuals and groups of refugees to ongoing community development activities relevant to their needs.
- 21. Transformative capacity.** UNHCR Senegal has a significant track record in facilitating strategic relationships and working on the enabling environment for refugees and should continue to do so with financial institutions and UN agencies.
- 22. Develop a system to monitor livelihood outcomes and inclusion.** Current systems are inadequate to capture important information about inclusion and well-being of PoC. Indicators are needed to reflect social services and financial systems inclusion, as well as workforce participation and improvements in income and assets.

Recommendations

Recommendations for UNHCR Senegal

- R1. Focus on scalability and sustainability.** Efforts to ensure that the MYMP is implemented will go a long way to maintaining a focus on scalability and sustainability. The CO should continue its efforts to do so.
- R2. Recommendation regarding collaboration with Government.** UNHCR should make sure refugees are included in the Plan Sénégal Émergent (PSE) “unique register” which is for all vulnerable refugees and citizens and is the basis of all social support and access to public programmes.
- R3. Recommendation on partnering and engagement.** It is important that UNHCR is actively engaged with the national coordinating mechanisms that exist. By so doing, UNHCR can help Government and various local and international NGO understand refugees’ unique needs and circumstances. This engagement will also serve as a starting point for strengthening existing relationships and developing new partnerships.
- R4. Recommendation on LEI.** Continue to transition out of small-scale programme implementation by ensuring that refugee families and groups are connected to relevant community development programmes in their host communities as outlined in the MYMP – including activities that will help build absorptive and adaptive capacities.
- R5. Recommendation on monitoring progress related to LEI.** UNHCR should develop and implement a system to monitor livelihood outcomes and inclusion.

Recommendations for UNHCR HQ/RB

- R6. Recommendation on HQ/RB support.** UNHCR Senegal has experience advocating for change, collaborating with the Government, and implementing the MYMP strategy, but needs adequate resources to continue. Additionally, capacity building support could be used in relation to assessment and monitoring of economic inclusion and self-reliance. In particular:
 - a) HQ/RB should facilitate opportunities for information exchange and sharing of learning between UNHCR Senegal and other CO;
 - b) HQ/RB should ensure that the CO has both the human and financial resources it needs to follow through on their part of the MYMP strategy; and
 - c) HQ should revisit and revise its assessment and monitoring strategy, particularly for LEI, but also around PoC inclusion and integration in social services, financial, and workforce inclusion. It is important to have an adequate system to monitor livelihood outcomes and inclusion at the CO level, but this requires support and capacity building from HQ/RB.



I. Introduction

I.1. Purpose of evaluation

- 1. Purpose and objectives.** The motivation for a multiple country livelihoods programme evaluation arose per the requests from UNHCR country operations and the Livelihoods and Economic Inclusion (LEI) Unit headquartered in Geneva. The evaluation was commissioned by the UNHCR Evaluation Service and independently conducted by Technical Assistance to Non-Governmental Organizations (TANGO) International. The evaluation seeks to build on the evidence and findings from the recently published Evaluation of UNHCR's Livelihoods Strategies and Approaches (2014-2018), conducted by TANGO in 2018.¹
- According to the Terms of Reference (TOR), the purpose of the evaluation is two-fold:
 - ✓ Contribute evidence to inform UNHCR's global strategy development and implementation in the selected country operations;
 - ✓ Provide recommendations that will lead to enhanced economic inclusion of persons of concern (PoC) globally, by assisting the organisation to develop further guidance on the approach to livelihoods, self-reliance, and economic inclusion for refugees.²
- The multi-country evaluation gathered evidence from five country operations: Malaysia, Djibouti, Senegal, South Sudan, and Mauritania, selected based on country operation requests for evaluation and considerations of operational/contextual variety. As a decentralised evaluation, it is co-managed by the UNHCR LEI and the country operation. The evaluations are designed to inform future strategy and planning of economic inclusion and livelihoods activities at the country-level. Programmatic results are assessed against a resilience framework (see Annex 3 and 1.3.3. Approach), and most importantly, with their alignment to the global objectives set out in the forthcoming refugee livelihoods and economic inclusion strategy—called the Global Agenda for Economic Inclusion (GAEI). In advance of the GAEI, the Refugee Livelihoods and Economic Inclusion: 2019-2023 Global Strategy Concept Note was released to all UNHCR staff, to replace the previous operational guidance.³ The key message of the concept note is for UNHCR operations to consider its comparative advantage and decide on its role in the area of LEI vis-a-vis the presence of other stakeholders, including through the following:
 - Engage in **advocacy** to enhance the enabling environment such that refugees have legal and de facto access to decent work.
 - **Partner** with and convene expert entities to facilitate inclusion of refugees into existing programmes/services.
 - Implement interventions as a **last choice**, to fill a gap in service.

¹ UNHCR (2018a).

² UNHCR (2019a). (TOR text used for the remainder of Section 1.1, unless cited otherwise)

³ UNHCR (2018b).

4. The evaluation seeks to provide strategic recommendations for country operations on partnerships and private sector engagement, improved leveraging and mobilisation of resources, advocacy for economic inclusion and access to decent work, as well as suggestions for phasing out of small-scale and direct implementation. This new direction is ultimately aligned with UNHCR's advances within the development of new international frameworks such as the Comprehensive Refugee Response Framework (CRRF) and the Global Compact on Refugees (GCR), which highlight the need for taking on a whole-of-society approach engaging a range of stakeholders to support refugees towards self-reliance. Based on the Grand Bargain, UNHCR has committed to the New Way of Working and is piloting a Multi-Year Multi-Partner (MYMP) protection and solutions strategy aimed at reducing dependency on aid through a durable solutions and resilience approach.
5. **Country-specific scope.** This evaluation focuses on UNHCR Senegal livelihood activities over the last two years (2017-2018), with programme context and strategy development considered in the lead up to and since that period. It is expected to result in relevant evidence and recommendations for the future direction of LEI activities in the operation, taking into consideration the programme's evolution and thinking already underway. In Senegal, the evaluation process itself also served to help strengthen local capacity in the assessment process and techniques.
6. **Audience.** The primary audiences for this evaluation are the UNHCR Country Operation (CO), Regional Bureaux (RB), and the HQ Division of Resilience and Solutions (DRS). UNHCR's implementing and operational partners, including Government, humanitarian and development actors, are a secondary audience.

1.2. Operational context

7. The Senegal operation represents a context with Government policy that is generally supportive of the economic inclusion and social protection of PoC, but with challenges in the implementation of that policy on the ground. For instance, there is a weak connection between policy and practice in addressing asylum-seeker backlogs and the status of urban refugees, as well as in ensuring recognition of official refugee documents and access to social programmes. While Senegal's economy is expected to grow, rates of poverty are high, and there is a large and increasingly unemployed youth population. Senegalese are accepting of the highly dispersed refugee population living among them, and the ET observed good socio-economic integration between refugees and host communities. Senegal is characterised by its socio-political stability, generosity, and hospitality to foreigners in general and refugees in particular.
8. There are 14,421 refugees and 1,805 asylum-seekers in Senegal⁴ (see Annex 1, Refugee context, for more details on PoC characteristics). According to the ET, there are two important aspects of the refugee context in Senegal to understand: (1) there are two very distinct groups of refugees, and (2) in both cases they are living with the local community. Senegal does not have camp-based refugee populations. Of the two distinct groups, the largest group is Mauritanian refugees who have been in Senegal for around 30 years and live primarily in rural areas in smaller communities along the river valley just across the border from Mauritania (96 percent of Mauritanian refugees); though some are found in larger urban centres (four percent

⁴ UNHCR Sénégal (2019c).

of Mauritanian refugees). Overall, most refugees are well integrated into their local communities— especially their children, who have grown up in Senegal. In the case of Mauritanian refugees, they all have confirmed refugee status in the country, which allows certain rights and privileges not available to those without status.

9. The second group consists of more recent arrivals (two percent of all refugees), who come from a variety of countries both in the West Africa region (e.g., Central African Republic) and as far away as Burundi and Rwanda in East Africa.⁵ Most of these more recent arrivals are found in urban centres and face quite different challenges since many are asylum-seekers without official refugee status. Their claims are part of a long backlog, which makes access to documentation, and the rights and privileges that come with it, difficult. See Annex 1 for the full operational context.
10. **Livelihoods programme overview.** Given the two distinct types of refugees, the UNHCR Senegal livelihood activities also fall into two distinct groups – those targeted at groups of long-term refugees in the communities where they live, and those targeted at individual families living in urban areas who may or may not have official refugee status. UNHCR’s programme in Senegal is part of the MYMP pilots with Government and refugee livelihoods is an integral part of that initiative.⁶
11. UNHCR Senegal has been implementing livelihood activities since 2008 in order to build resilience and achieve economic integration among refugees and asylum-seekers. UNHCR has primarily worked with local implementing partner, African Office for Development and Cooperation (OFADEC), in efforts to promote refugee resilience. In rural areas, where 95 percent of the refugee population is located, the emphasis has been on group-oriented livelihood projects, including, for example, irrigated rice production, market gardening and rice milling. On the other hand, in urban areas, where the other five percent are situated,⁷ these activities have included access to microfinance services (through FDEA⁸) and entrepreneurship training, which have reached approximately 350 refugee households since 2008. Non-agricultural livelihood activities (primarily in urban areas) include, for example, poultry-raising, small-scale trade, creation and operation of a mini fast-food stand, refrigeration and air conditioning unit repair training, creation and operation of tailor a shop, micro-gardening, and wax cloth printing/dyeing. A package of start-up grants, relevant training in business practices, access to a bank account and financial management, and other supports is usually provided to enhance the development of the business.
12. One of the key strategies adopted by UNHCR in Senegal is the reinforcement of coordination with Government at the national and local levels. Along with its primary IP, OFADEC,⁹ UNHCR has worked with various government agencies and ministries, including the CNRRPD (IP),¹⁰

⁵ CARITAS (2019).

⁶ République du Sénégal and UNHCR (2019); UNHCR (2016).

⁷ The urban refugee population is about 745 (510 Mauritians and 235 of other nationalities).

⁸ Femme Développement en Afrique (Women Development in Africa)

⁹ Implementing partners (IP) are those that receive funds from UNHCR whereas operational partners (OP) are those with which UNHCR collaborates/coordinates.

¹⁰ Comité National chargé de la gestion de la situation des Réfugiés, Rapatriés et Personnes Déplacées (National Committee for Refugees, Repatriated and Displaced Persons)

CNE (IP),¹¹ Ministry of Employment and Vocational Training (OP), ANEJ (OP),¹² SAED (OP),¹³ Ministry of Labour, Social Dialogue, Professional Organisations and Relations with Institutions, National Office of Vocational Training, Ministry of Economy and Finance, Ministry of Commerce, Ministry of the Interior, and Director of the Central Bank as well as NGOs such as CARITAS (OP), other UN agencies (UNICEF,¹⁴ UNPD,¹⁵ WFP,¹⁶ UN Women, FAO,¹⁷ IOM¹⁸ and UNCDF¹⁹), and donors (e.g., JICA²⁰ and BRMP²¹). UNHCR Senegal’s strategy seeks to strengthen its livelihoods programming and outreach to PoC by adopting a whole-of-society and market-systems approach. Identifying better methods to target and identify the most vulnerable PoC and ensure effective access to resources is of utmost importance to the country strategy.²²

13. During a period when most UNHCR livelihood budgets have dropped, the CO saw an increase in their budget for livelihood programming for refugees in Senegal. The budget increased from US\$62,532²³ in 2015 to \$180,452 in 2018 (Figure 1). The ET gathered that the budget increase may have been responding to a 2015 Livelihood Evaluation, in which the study recommended a scale-back of livelihood activities, and the 2018 funding increase was intended to close gaps in programming during the shift from supporting activities to an increased focus on advocacy and facilitation.

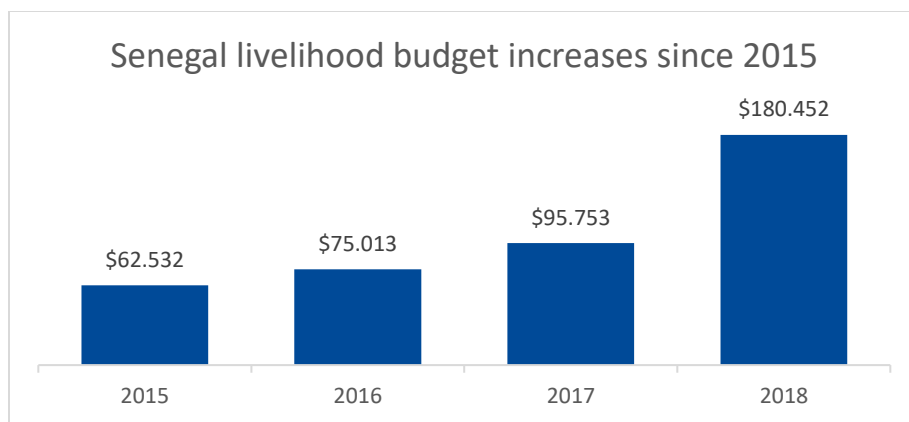


Figure 1. Senegal livelihoods budget, 2015-2018 (\$US)

Source: UNHCR (2018c).

¹¹ Commission Nationale d'Éligibilité (National Eligibility Commission)

¹² Agence National d'Emploi de Jeunes (National Youth Employment Agency)

¹³ Société Nationale d'Aménagement et d'Exploitation des Terres du Delta du fleuve Sénégal et des vallées du fleuve Sénégal et de la Falémé (National Company for the Development and Exploitation of the Lands of the Senegal River Delta and the valleys of the Senegal and Falémé Rivers)

¹⁴ United Nations International Children's Emergency Fund

¹⁵ United Nations Development Programme

¹⁶ World Food Programme

¹⁷ Food and Agricultural Organisation of the United Nations

¹⁸ International Organisation for Migration

¹⁹ United Nations Capital Development Fund

²⁰ Japan International Cooperation Agency

²¹ Bureau of Population Refugees and Migration of the US Department of State

²² UNHCR Sénégal (2019b).

²³ All \$ amounts hereafter are United States Dollar (USD).

1.3. Methodology

1.3.1. Evaluation questions

14. The evaluation team (ET) assessed two key evaluation questions (KEQs) along with relevant sub-questions:

- **KEQ 1:** What **changes/results** have emerged from UNHCR-funded livelihoods interventions on employment/business opportunities, and household well-being for targeted persons of concern (PoC) in each country? What **factors** contribute to desirable results in terms of economic inclusion, household well-being, and self-reliance/resilience of refugees and other persons of concern?

Sub-questions:

- How did UNHCR utilise livelihood monitoring systems to measure outcome and impact on economic inclusion and resilience, and what are the major gaps?
 - What are the most important internal and external cross-cutting factors that enabled or inhibited the achievement of sustainable results?
 - How does UNHCR engage with other development actors to further enhance economic inclusion, and what are the major gaps in the current approach?
 - How well do the different livelihood interventions align themselves to the objectives of protection and durable solutions?
 - Are there examples of good practices that led to desirable outcomes, and under which conditions were these results achieved?
- **KEQ 2:** How can UNHCR **better position** its approach to and role in refugees' livelihoods and economic inclusion vis-à-vis those of other stakeholders, and what are the current opportunities for enhancing **sustainability** and phasing out of direct implementation of livelihood programme activities?

Sub-questions:

- How do the results achieved in livelihood interventions align themselves with the objectives of the new global strategy?
- What key areas of livelihood programming need to be addressed in order to enhance an enabling environment for economic inclusion and protection within the different country contexts, and how can UNHCR better adopt a market-systems approach to its programming?
- What factors and conditions should be taken into account to determine UNHCR's strategic role across these different country contexts?
- How can UNHCR strategically build capacity of operational partners in order to strengthen national and local ownership of systems that promote economic inclusion?
- How can different country operations address funding gaps, and what short-term and long-term strategies can UNHCR adopt?
- How can UNHCR responsibly phase out of small-scale livelihood activities, keeping in mind the different contextual challenges and situational realities?

15. **Country-specific evaluation inquiries.** The UNHCR Senegal team added two additional evaluation sub-questions, shown in Box 1.

Box 1. UNHCR Senegal additional evaluation inquiries

- What are the key socioeconomic household indicators of persons of concern that UNHCR could use to determine vulnerability and targeting for livelihoods programming? (addressed under section 2.1 KEQ 1)
- With respect to the GCR, global strategy for refugee livelihoods and economic inclusion, and the MYMP strategy, what aspects of the current approach to livelihoods programming are aligned with them? (addressed under section 2.2 KEQ 2)
 - How can UNHCR ensure results in livelihoods interventions better reflect their objectives, and what aspects of the livelihoods programme in Senegal should be reviewed in order to meet their (prioritised) objectives?

Source: TANGO (2019).

1.3.2. Analytical framework

16. The resilience analytical framework that was developed by TANGO in the 2018 livelihoods strategy evaluation (see Annex 3) is used. This conceptual framework has also been integrated into UNHCR's forthcoming livelihoods strategy. The following text (and Box 2) describe this framework.
17. A resilience framework is relevant to UNHCR's objectives because it links the work of supporting refugees' economic inclusion, protection, and durable solutions for refugees. Protection and basic services and assistance to meet needs help refugees to cope with the shocks and stressors related to forced displacement, while livelihoods and economic inclusion support refugees in gaining the resources and skills to recover from these shocks and prepare for the future. Durable solutions, in turn, support refugees' long-term resilience through ensuring they are in an environment where national systems guarantee protection and reinforce their ability to earn a sustainable income and absorb and recover from future shocks.
18. In applying this framework to the new strategy, it should be noted that UNHCR is urging livelihood programmes to focus on strengthening absorptive and transformative capacity, and to promote adaptive capacity through partnerships that can operate at scale. This evaluation utilises qualitative methods that gather descriptive information related to absorptive, adaptive, and transformative resilience capacities and the components that comprise each capacity. A summary of the resilience capacities accessible to refugees is presented in this report and describes where gaps exist in livelihood programming, partnerships, and the enabling environment as they relate to the capacities.

UNHCR is urging livelihood programmes to focus on strengthening absorptive and transformative capacity, and to promote adaptive capacity through partnerships that can operate at scale

Box 2. What is resilience?

UNHCR defines resilience as the ability of individuals, households, communities, national institutions and systems to prevent, absorb and recover from shocks, while continuing to function and adapt in a way that supports long-term prospects for sustainable development, peace and security, and the attainment of human rights.

Fostering resilience requires strengthening **resilience capacities** at the individual, household community and systems levels. Resilience capacities can be broken down into three types:

- **Absorptive capacity** or the ability of households and communities to minimise exposure to shocks if possible and to recover quickly after exposure;
- **Adaptive capacity** or the ability of households and communities to make pro-active and informed choices about their lives and their diversified livelihood strategies in response to changing conditions;
- **Transformative capacity** encompasses the system-level changes that ensure sustained resilience, including formal safety nets, access to markets, infrastructure and basic services

Initiatives to foster refugees' economic inclusion, whether implemented by UNHCR or other actors, should work to reinforce existing capacities and build new capacities as needed across all three areas to ensure the long-term sustainability of refugees' economic activities.

Source: UNHCR (2019b).

1.3.3. Approach

19. The TANGO ET included one senior international consultant and one national consultant, both with extensive livelihood-related experience. The UNHCR Senegal Senior Secretary for Protection participated in the fieldwork as an observer and provided insights that were incorporated into the final analysis.
20. The fieldwork took place 8-19 July, culminating with a debrief presentation and discussion. The ET conducted fieldwork in Dakar, Saint-Louis, Podor, Ndioum, Matam, Ouro Sogui and Kanel, as shown on the Senegal map in Figure 2. The ET collected qualitative data through focus groups discussions (FGDs) and individual interviews with 41 refugees, and key informant interviews (KIIs) with 36 programme stakeholders. The ET also conducted a desk review of available programme documents provided by the CO and retrieved from publicly available sources. See Annex 1 for the full methodology and Annex 2 for KII and FGD lists.

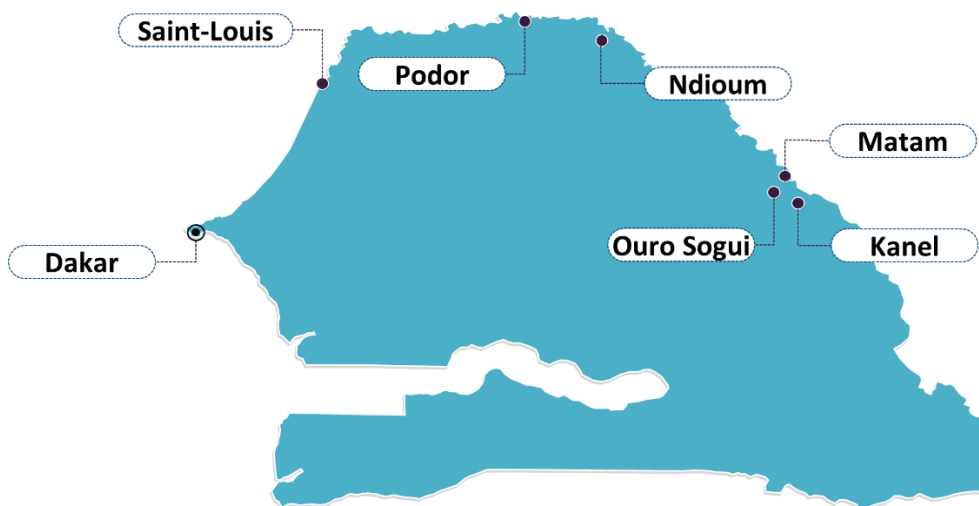


Figure 2. Senegal fieldwork map

Source of map graphic: yourfreetemplates.com



2. Evaluation Findings

Preface

As an introduction to this evaluation, the reader should note that this is not a typical performance evaluation because major shifts are underway in how UNHCR supports refugee livelihoods. The livelihood programme results are assessed against a new rubric, that is, how the programme can be better aligned to the forthcoming GAEI strategy. UNHCR is shifting away from the traditional humanitarian livelihood activities that would comprise an acceptable livelihood programme in the past, aiming instead to support an enabling environment that can provide widespread opportunities for economic inclusion. The ET recognises this is a significant new direction with implications for budgets and staffing structure that will take time to implement. This evaluation is one step in that direction.

2.1. KEQ I

What changes/results have emerged from UNHCR-funded livelihoods interventions on employment/business opportunities, and household well-being for targeted PoC in each country? What factors contribute to desirable results in terms of economic inclusion, household well-being, and self-reliance/resilience of refugees and other PoC?

Box 3: Main findings - Results and factors affecting results

- **Group-based start-up grants have played an important role in the economic integration of groups of long-term refugees residing in Senegal.** Targeted at groups of long-term refugees as well as members of the community, the start-up grants have helped to facilitate improved livelihoods and economic inclusion.
- **Individual-based micro-grant packages have played an important role in helping a small number of refugee participants improve the livelihoods of their families.** OFADEC, UNHCR's implementing partner, has developed an effective screening process for grant applicants, carefully vetting and following up on recipients. Small business development training among other services is included as part of the grant package, which has been critical for beneficiaries. Yet, the number reached is small and there is no follow-up measure for impact.
- **Scholarships and job placement assistance have helped the children of long-term refugees become job ready.** Education scholarships have been important in the lives of young adults who came as a refugee with their parents. However, in a challenging labour market, job placement assistance and internships help to ensure access to a viable livelihood for scholarship recipients.

- **UNHCR's collaborative approach to advocacy has played an important role in economic inclusion and the search for durable solutions for refugees.** The three-year MYMP strategy that resulted from this collaborative approach has multi-stakeholder buy-in. It is a key component in the promotion of livelihoods and economic inclusion for refugees and asylum-seekers.
- **Refugees have access to the same social programmes as citizens, but there is more work to do to ensure access.** In principle, registered refugees have the same rights of access to social programmes as Senegalese citizens in part as a result of the advocacy efforts of UNHCR. Considerable progress has been made making the principle a reality, but more work is needed.
- **NGOs and programmes by government ministries are open to all.** They do not distinguish between refugees and citizens but are open to all. Efforts to connect refugees with these programmes will be more effective in the long run than the current small-scale programming.
- **UNHCR's advocacy work has also supported asylum-seekers.** Asylum-seekers face a long queue as part of the application process, but UNHCR has been actively advocating for the necessary changes as well as helping to ensure their short-term needs are met.

2.1.1. Results of the livelihood programme

21. **Livelihood programme objectives.** UNHCR Senegal's livelihoods strategy is an integral part of its MYMP Strategy for Protection and Solutions²⁴ and is a product of the Multi-Year Pilot that took place from 2016-2019.²⁵ The strategy is comprised of the four strategic objectives and key intervention areas outlined in Box 4.

Box 4. Strategic Objectives in the MYMP Strategy for 2019-2021

Strategic Objective 1: A quality, fair and effective asylum system, consistent with international standards, is in place in Senegal

Key intervention areas:

- Refugee Status Determination (RSD) strengthened, registration / profiling quality improved
- The Asylum and Statelessness Act is passed and enters into force

Strategic Objective 2: Self-reliance and livelihoods of refugees, asylum-seekers, returnees and host communities in Senegal are improved thanks to better access to government services (health, education, housing, agriculture, business, labour, livestock, land, legal aid, etc.)

Key intervention areas:

- Inclusion in the "Plan Sénégal émergent" and other national programmes
- Self-reliance, livelihood provision and economic inclusion are strengthened

²⁴ République du Sénégal and UNHCR (2019).

²⁵ UNHCR (2016).

Strategic Objective 3: Sustainable solutions for PoC relevant to the UNHCR, including voluntary repatriation and local integration, are actively sought and implemented in Senegal.

Key intervention areas:

- Opportunities for local integration achieved
- Reintegration made more sustainable
- Possibility of voluntary repatriation carried out

Strategic Objective 4: Engage in solid partnerships and mobilise stakeholders to ensure effective advocacy, communication and coordination for a successful implementation of the current strategy.

Key intervention areas:

- Strengthened coordination and partnerships

22. In this section, each of the four strategic objectives will be discussed in terms of how it relates to livelihoods and economic inclusion and the various aspects of the livelihood programme. Results and the factors affecting them will be discussed only for those that are livelihood-related – either directly or indirectly.

Strategic Objective 1: A quality, fair and effective asylum system, consistent with international standards, is in place in Senegal

Strategic Objective 4: Engage in solid partnerships and mobilise stakeholders to ensure effective advocacy, communication and coordination for a successful implementation of the current strategy.

23. **ET conclusions:** The activities in support of SO 1 and SO 4 form the key components of the MYMP. Considerable progress has been made and efforts need to continue as this is the foundation for refugee protection, economic inclusion, and self-reliance. The MYMP strategy lays the foundation for economic inclusion and self-reliance on the part of PoC and efforts to advocate for improvements to the asylum system make progress possible.

24. **The CO's integrated team allows for coherent advocacy and protection goals that promote LEI.** While not directly related to livelihoods activities, work to ensure a functioning asylum system and to ensure that refugees have the relevant documentation has an indirect impact on livelihoods, well-being and economic inclusion. Refugees without proper documentation cannot access the social and financial services that are available to all residents of Senegal – refugees and citizens alike. It is notable that the CO does not have a separate livelihoods unit/officers. Rather, the CO sees the work of protection/advocacy as an integral part of its economic inclusion strategy – they are seen as mutually reinforcing. Progress on economic inclusion really needs progress on the advocacy front to be successful as a functioning asylum system and valid documentation are necessary (but not sufficient) conditions for economic inclusion and self-reliance.

25. UNHCR has been working very closely with the CNRRPD to develop a revised law for asylum-seekers, which will hopefully be approved before the end of 2019. While the current law is acceptable from the point of view of the refugee determination process, there are long delays in the determination process itself that the new law seeks to address. On average, there are

262 new cases per year, whereas only 144 cases are treated per year,²⁶ which has resulted in a large backlog (between 1500 and 3000, depending on the source).

“The biggest issue with (newly-arrived) refugees in Senegal is that they struggle to be legally integrated. The process is long and full of uncertainties. ... One can wait to up to a year without a formal answer. Without that formal answer, the asylum-seeker is just in the country without official documents thus has no access to the assistance a refugee is entitled to.”
~Stakeholder KII

26. The three-year MYMP itself is also designed to move forward with a lasting solution to the long-running (30 year) situation with Mauritanian refugees.

“Refugees cannot be refugees forever. Assist them in to getting naturalised or go somewhere else. ‘It is a matter of human dignity’.”
~Prefect (local government official)

27. These efforts were also recommended by the 2015 Livelihoods Evaluation which advised that UNHCR undertake targeted advocacy with relevant state institutions in order to ensure that refugees have access to the same support as Senegalese and also to improve the legal protection process for refugees in order to remove barriers to their physical mobility and enjoyment of all their rights.²⁷

“The State fails to recognise our ID cards even though they are the ones who deliver them to us. I once went to the Ministère de l’Intérieur (in charge of refugee cards) but I could not get in because the Gendarme at the door did not recognise the ID.”
~Refugee from Mauritania

28. **UNHCR’s collaborative approach to advocacy has played an important role in economic inclusion and the search for durable solutions for refugees.** The CO has worked over the past few years to develop relationships in order to find and facilitate lasting solutions for refugees. From KIIs, it was clear that UNHCR staff were appreciated and their support and encouragement helped to facilitate change. The MYMP is the result of this collaborative approach.²⁸

29. Another result of this partnership has been ongoing efforts to ensure that refugees are: (1)

²⁶ UNHCR Sénégal (2018b).

²⁷ Donnat, M. (2015).

²⁸ République du Sénégal and UNHCR (2019) and UNHCR (2016).

counted and verified, (2) have proper documentation, and (3) that this documentation is recognised and accepted by relevant institutions – Government, education, private sector and financial. In 2017 and again in 2018, UNHCR worked with local authorities to conduct verification exercises²⁹ with the intent of not only verifying refugee numbers but also issuing documents to those whose documents have expired and determining refugee preferences for durable solutions. In 2017, for example, of the 12,779 Mauritanian refugees verified almost 75 percent indicated a preference for naturalisation (see Table 1).

30. The topic of documentation came up frequently in FGDs and KIIs. It is not uncommon for refugees to have trouble opening a bank account, for example, because the staff at the bank do not recognise their documentation. This has resulted in a regular and multipronged effort by UNHCR as well as government ministries and local officials to make sure that the finance sector as well as local police, amongst others, are kept abreast of refugee-related issues. There was a recognition on the part of those interviewed that staff turnover in local government offices, in the finance sector, and local police presents an ongoing challenge as there is a regular need to ensure that new people are oriented to these policies.

“According to the law, refugees have the same rights as citizens. But the implementation of the text is lacking.”
~UNHCR Staff KII

Table 1: Mauritanian refugee preferences for durable solutions expressed during the 2017 verification exercise

Option	Number of refugees
• Naturalisation	9,513
• Permanent residency	3,063
• Voluntary repatriation	183
• No choice indicated	20
Total number of refugees verified	12,779

31. **UNHCR’s advocacy work has also supported asylum-seekers.** Apart from its work with the CNRRPD, UNHCR has also provided support to the CNE, the government office that reviews applications for asylum.³⁰ The funding is intended to help reduce wait times by providing additional staffing resources. However, until the new law of asylum is approved and adopted, it is not clear that this will have much effect.

32. In addition to advocating for change and providing support to the CNE and their work in reviewing applications from asylum-seekers, UNHCR has also coordinated with organisations

²⁹ UNHCR Sénégal (2018a) and UNHCR Sénégal (2019a).

³⁰ UNHCR Sénégal (2018b).

like CARITAS, who are in a position to support those asylum-seekers whose refugee status has not yet been determined, and make sure that PoC can access their services. KIIs indicated that there was a good collaborative relationship between the two entities – each helping the other to do their jobs and achieve their common goals.

“HCR provided me with the knowledge and funds I needed to start my own business. With my revenues, I am able to support my children in terms of education, health, food, etc. I also receive help from CARITAS (food and health services).”

~Refugee from Central African Republic

33. The CO recognises the importance of a well-functioning asylum system to PoC and efforts to ensure economic inclusion and sustainable solutions for PoC.

“I am socially integrated in my community. I am part of a women’s group in the neighbourhood.”

~Refugee from Central African Republic

Strategic Objective 2: Self-reliance and livelihoods of refugees, asylum-seekers, returnees and host communities in Senegal are improved thanks to better access to government services (health, education, housing, agriculture, business, labour, livestock, land, legal aid, etc.)

Strategic Objective 3: Sustainable solutions for People of Concern relevant to the UNHCR, including voluntary repatriation and local integration, are actively sought out and implemented in Senegal.

34. **ET conclusions:** Related to SO 2 and SO 3 - persistent, even if small-scale, efforts to provide grant-based funding to groups and individuals have no doubt had a positive, cumulative impact on the refugee community over time. That being said, ensuring that refugees are able to access existing social programmes and benefit from economic inclusion will have the greatest long-term impact on the lives and livelihood of refugees. The CO recognises this and has invested time and energy into the collaborative development of the MYMP and its implementation, which will indirectly have the effect of facilitating economic inclusion and self-reliance. While there is a need for livelihood-specific programming, this need also exists in the general population of the host communities. Additionally, there are a number of government social programmes and ministries as well as NGOs working in this area. They do not distinguish between refugees and citizens but are open to all. Efforts to connect refugees with these programmes will be more effective in the long run than the current small-scale programming.
35. While the above paragraphs outline aspects of UNHCR’s work that have contributed to the positive legal, social and economic environment wherein refugees find themselves, UNHCR has also worked to support refugees in a variety of ways in their efforts at economic inclusion and improved livelihoods. These include information and awareness campaigns targeted at

refugee communities where they live, encouraging the development of refugee associations for mutual aid, and a number of targeted livelihood support projects implemented through OFADEC.

“In Senegal, I am able to educate my children and survive with dignity. I am not sure if I would be able to do that in Mauritania.”
~Refugee from Mauritania

36. Refugees have access to the same social programmes as citizens, but there is more work to do to ensure access. As outlined in the MYMP strategy document,³¹ the basic rights of refugees and asylum-seekers are respected and they have access to basic social services and employment, as do citizens of Senegal, despite some difficulties. Government policy states that refugees have the same access to education (primary and secondary) and health care, and under the same conditions, as Senegalese. The same applies to employment and to financial services. In addition, local authorities look favourably on integration (through naturalisation or permanent residency).³² Agricultural projects which have involved both refugees and members of the host communities in the Senegal River Valley region, have contributed to this economic and social integration.

“Refugees can live peacefully. There are no conflicts between refugees and locals that emanated from their status as refugees.”
~Prefect (local government official) KII

37. However, the ET observed there have been many challenges in gaining access to these services. In particular, it has taken a concerted effort over a number of years to ensure recognition of, for example, refugee identity cards by certain institutions. In years past, not all of the relevant institutions were aware that documented refugees with their refugee identity card had the same rights as citizens with their identity card. When combined with the lack of knowledge of their rights, this has made life more challenging for refugees. Without ready access to, for example, financial services, efforts to promote economic inclusion and self-reliance are much less likely to succeed.

“The Ministre de l’Intérieur wrote a letter to the governors and other local government officials (préfets and sous-préfets) to ask them to recognise the refugees ID cards in their specific jurisdictions.”
~Stakeholder KII

³¹ République du Sénégal and UNHCR Sénégal (2019).

³² République du Sénégal and UNHCR Sénégal (2019).

38. These challenges and the efforts to overcome them were mentioned by key informants in a number of areas. PoC spoke of these challenges. Local officials and other stakeholders spoke of how locals and refugees are equal and also outlined efforts to make sure that this was known and that problems with the recognition of documents by, for example, financial institutions, were resolved.

39. Ongoing work by UNHCR in support of 10 expanded committees in the Senegal River Valley has contributed to progress in this area.³³

These committees bring together various stakeholders and serve as a point around which community mobilisation, awareness and advocacy can take place.



Figure 3. Meeting with the chair of a local refugee committee

“We have a network of refugees and help each other through tontines and personal contributions. We share everything and help each other as much as we can including medical expenses.”

~Coordinator of local refugee committee

40. **Group-based start-up grants have played an important role in the economic integration of groups of long-term refugees residing in Senegal.** In view of the large number and long duration of stay by Mauritanian refugees, considerable resources have been invested over the years. From their arrival in 1989 until 1995, assistance had focused on saving lives and establishment of livelihoods.³⁴ Starting in 1995, the emphasis shifted to local integration. In fact, an evaluation in 2015 found that they had attained a certain degree of autonomy in the Senegal River Valley region.³⁵ At that time, some \$3 million was invested by UNHCR.³⁶

“HCR allowed us to earn a living by providing machines for the exploitation of our (rice) perimeter.”

~President of women’s group

41. The 2015 evaluation found that the primary sources of income were agricultural activities (47 percent of households), trade/business (30 percent), animal husbandry (16 percent) and salaried employment (11 percent) – with refugees being slightly more likely to be engaged in agriculture and the Senegalese more likely to be engaged in commerce. The author of the evaluation concluded that, on the whole, UNHCR livelihood programming during the period

³³ UNHCR Sénégal (2019a).

³⁴ République du Sénégal and UNHCR Sénégal (2019).

³⁵ Donnat, M. (2015).

³⁶ République du Sénégal and UNHCR Sénégal (2019).

2010-2014 had made a positive contribution to the food security status of beneficiary households in the Senegal River Valley region.³⁷

“We have our refugee group and support each other. We have a similar relationship with the Senegalese citizens as well. After all, they welcomed us and gave us access to the land.”
~Refugee small business operator

42. This same evaluation recommended that UNHCR support to refugees “should be for a period of one to two years maximum, so as to consolidate the gains and prospects for sustainability, with the emphasis on (a) Strengthening the capacities of groups; (b) Repair of defective equipment; (c) Establishment of capacity for the maintenance and repair of all equipment.”³⁸ Following on from these recommendations, in 2018, for example, UNHCR worked with seven mixed groups to ensure access to land for rice production as well as helping with the formal registration and recognition of these as formal economic groups or GIEs.³⁹ In addition to partnering with OFADEC, UNHCR has worked with SAED, which has provided technical support in the area of irrigation and farming.



Figure 4. Group of farmers producing rice since receiving support from UNCHR in 2011

43. While the number of persons supported by these group-oriented livelihood activities is not especially large (in 2018 there were 626 persons in seven groups, plus 355 additional persons received support through SAED), it should be noted that this is only one year’s activities.⁴⁰ Support for a specific group typically only lasts for an initial start-up period and UNHCR has been providing this sort of group-based start-up funding over a number of years. Assuming this to be the case, a considerable percentage of total refugee households along the river valley will have benefited from support of this sort during the past 10-15 years.⁴¹

44. Visits to some groups that had been active for a number of years gave clear indications of the results of these efforts (see Figure 4). Groups that had received initial funding from UNHCR several years ago were continuing to maintain irrigated rice production without

³⁷ Donnat, M. (2015).

³⁸ Donnat, M. (2015).

³⁹ UNHCR Sénégal (2019a).

⁴⁰ UNHCR Sénégal (2019a).

⁴¹ This is especially true since the 2015 evaluation found that 2,187 individuals had benefited from livelihood programming activities during the 2010-2014 period alone – see Donnat, M. (2015), p 45. Assuming an average household size of four persons (personal communication with Leya Ouko) and one project participant per household, over half of the refugee families would have been involved in some aspects of UNHCR livelihood programming during that period of time.

external support. The training they had received had also helped them to manage their work together. FGDs also indicated that the mix of local people and refugees was important to the success of the groups. By involving members of the host community, it was easier to gain access to land, which the refugees found difficult on their own, and it also created a more favourable environment since the benefits were spread more widely than the refugees alone.

45. It was also clear to the ET that UNHCR continues to work with other groups that have had some difficulties along the way – such as a new rice mill that is not working properly. Rather than leave them with unresolved problems, the CO has been helping them to address outstanding issues that need to be cleared up so that the groups will be able to function well without ongoing direct support from the UNHCR livelihood programme.

“We do not differentiate between citizens and refugees in our programming. We work with everyone.”

~Department of Agriculture and Animal Production

“Our services do not require identification. We vaccinate all animals regardless of their owner and give them coupons for animal food.”

~Department of Agriculture and Animal Production

46. **Individual-based micro-grant packages have played an important role in helping urban refugees improve the livelihoods of their families.** Working with groups of people (refugees and local residents) is not so feasible in the urban setting where there are fewer refugees and where refugees arrive as family groupings or individuals rather than as a large group. In the absence of a specific livelihoods strategy and a dedicated livelihoods unit, UNHCR’s approach to assist them in the area of economic inclusion has included various job-related activities – including training in entrepreneurship and small business management, job-search/work experience, and support to start income-generating activities – while at the same time recognising that refugees have the same rights as Senegalese and efforts to advocate for the realisation of those rights are the most important way that UNHCR can contribute to economic inclusion and self-reliance.

“I earn enough to not beg for help but not enough to be comfortable.”

~Fish trader, Mauritanian refugee woman

47. While the numbers are not large (in 2018, five graduates were placed in internships, 14 individuals received start-up grants, 19 were trained in entrepreneurship and 15 were trained in micro-gardening),⁴² the urban refugee population itself is not large, nor is it homogeneous – especially the non-Mauritanian refugee population. There were 745 refugees in three urban centres in 2018,⁴³ of whom 510 were Mauritanian and 235 were of other nationalities. Given the

⁴² UNHCR Sénégal (2019a).

⁴³ République du Sénégal and UNHCR Sénégal (2019).

heterogeneity of the population, this sort of small-scale targeted support is not unreasonable, particularly when combined with the CO's efforts to promote broader economic inclusion goals as outlined in the MYMP strategy, as the small-scale work both helps UNHCR understand the needs of urban refugee groups and it can be show-cased and leveraged in light of the larger advocacy strategy.⁴⁴

“The trainings allowed me to become more professional. The machines allowed to earn more revenues – educate my children and access health services.”
~Tailor, refugee

48. The ET met with several individuals who had received small grants to start/expand a business venture for an income-generating activity (IGA). They were received as the result of competitive application and screening process managed by OFADEC. Successful applicants are those whose proposals are well thought out and are likely to be viable economically – and are then supported with relevant training in small business management and assistance to open a bank account and get all documentation in order.
49. Interviews with PoC who had benefited from the micro-grants programme seemed to be doing well in their chosen area of activity (e.g., fish buyer/seller, tailor, trader, poultry producer). All interviews mentioned the value of the small business management training as well as the competitive review process that they had gone through. This package seems to have been key to their success. Over some years, the individual grants evolved into a package that addressed some of the limitations of providing grants in isolation, i.e., they provided a grant + training + access to a bank account through a financial institution + social support networks + support for household food consumption in the interim. The small scale of the programme also allows for a more personal touch, which would also improve chances for success.

“I took part in the GERMe, micro-gardening, and animal husbandry programmes. I can meet all my needs. I run a shop where I sell seed and other agriculture products.”
~Coordinator of local refugee committee

50. **Scholarships and job placement assistance have helped the children of long-term refugees become job ready.** UNHCR has had an ongoing programme to support the education of refugee children. This has included both school supplies⁴⁵ as well as a competitive scholarship/bursary programme for higher education. This has been particularly important for Mauritanian refugees who first came to Senegal 30 years ago, many as very young children. While exact numbers were not available to the ET, it is clear that the cumulative total number of beneficiaries is significant.

⁴⁴ République du Sénégal and UNHCR Sénégal (2019).

⁴⁵ UNHCR Sénégal (2018a).

The HCR programmes I took part in allowed to have access to the job I currently have but also allowed to socially integrate myself in the country.”
~Former scholarship recipient and intern

51. However, UNHCR has also recognised that formal education does not always translate into a job, given the high level of unemployment in Senegal. This is the motivation behind efforts to help recent graduates find employment through facilitating internship opportunities in partnership with ANEJ.⁴⁶ Again, the numbers are small but the impact on beneficiaries is significant as indicated by KIs – both interns and employers. Due to lack of availability of key contacts during the period of time the ET was in Dakar, it was not possible to meet with either the National Office of Vocational Training, the Ministry of Labour⁴⁷ or other relevant offices to explore how refugees are considered in national employment and certification services. The ET sees this as an area for partnership building the CO could continue to explore.

“HCR helps refugees a lot. I know that it is even hard for locals to find work. Very pleased with the assistance I have received.”
~KII with UN partner

52. **Resilience capacities.** The GAEI strategy uses a resilience framework to understand where UNHCR is best placed to strengthen refugee resilience and self-reliance (see Annex 3).⁴⁸ Based on the results interviews with refugees and various stakeholders, the ET has profiled some of the resilience capacities that are most relevant in the Senegal context (see Table 2).

Table 2: Profile of refugee resilience capacities in Senegal

Refugees are ‘better off’ in Senegal are those who have the following...		
Absorptive Capacity	Adaptive Capacity	Transformative Capacity
<ul style="list-style-type: none"> • Bonding Social Capital & informal safety nets - rural Mauritanian refugees are well accepted and report helping each other; urban refugees are well accepted 	<ul style="list-style-type: none"> • Human Capital - training and workplace assistance; scholarships for education • Bridging Social Capital - good relations with host communities in the valley, working together on projects, and helping each other when in need • Livelihood diversity - through irrigated rice cultivation 	<ul style="list-style-type: none"> • Access to services, and markets/ employers - in principle refugees have the same access as citizens • Local governance and protection - provided by authorities (supportive of refugee presence and involvement in communities) • Access to financial services – allowed, but not easy to get
<p>Foundations of LEI and refugee resilience – basic needs are met: Access to social protection and safety nets, safe water and sanitation, electricity, food and nutrition security, health services, education, shelter, safety, etc.</p>		

⁴⁶ Agence National d’Emploi de Jeunes (National Youth Employment Agency)

⁴⁷ The full name is the Ministry of Labour, Social Dialogue, Professional Organisations and Relations with Institutions

⁴⁸ Note: According to new global agenda, LEI units should focus on absorptive and transformative capacities.

53. Bonding social capital, which is intra-community support and contributes to Absorptive Capacity, is evident in the fact that refugees are, for the most part, well accepted in the communities where they live. Additionally, the fact that the Mauritanian refugees are actively engaged in local refugee associations/committees helps to facilitate mutual aid where needed – an important characteristic of bonding social capital.
54. Human capital is an important contributing factor to Adaptive Capacity. While Senegal's education system itself is not perfect, refugees have access to it on the same footing as citizens. Scholarships, workplace assistance and training programmes have helped to strengthen human capital and have contributed to the economic integration of refugees.

“The financial support from HCR allowed me to be educated and the trainings I attended allowed to find the jobs I have had in the past and the one I have now.”
~Former scholarship recipient and intern

55. Bridging social capital, which is inter-community support, also contributes to Adaptive Capacity, and is evident in the positive relations between long-term refugees and the host communities in the river valley. In particular, the ET observed this resilience capacity in the way in which refugees and locals have formed integrated groups for the management of irrigated rice production and that they report helping each other in times of need. This is strong evidence of bridging social capital characterised by mutual support between groups within the community.

56. Access to markets and employers, which contributes to Transformative Capacity, is guaranteed for refugees as it is for citizens. Efforts to ensure this have been fairly successful according to KII – though there is room for improvement.

57. Local governance and protection provided by authorities is also important for Transformative Capacity. Local authorities are supportive of the refugee presence and have worked with UNHCR to resolve problems as they arise.

58. Access to financial services, another key component of Transformative Capacity, is available to refugees. For those with official refugee status, it is possible to access financial services like any Senegalese citizen. However, it is not always easy to realise this access as some may not be aware of their rights and not all financial service



Figure 5. Women discuss how working together as a group has helped build a sense of community

providers recognise their ID cards – though this has improved substantially as a result of collaborative efforts at advocacy involving UNHCR, various levels of government officials and the direction of the financial institutions themselves.

59. **Good practices and potential for scale.** Advocacy and efforts to ensure a functioning asylum system, and to ensure that refugees are connected to existing social programmes as represented by the current MYMP, are worthy of replication elsewhere. They have set the stage for better economic inclusion and self-reliance on the part of refugees by allowing them to participate in Senegalese society on an equal footing. Though they don't address the many challenges faced by Senegal as a whole – such as high unemployment, inadequate healthcare, and so on – they do ensure that refugees are no worse-off than citizens themselves.
60. **Monitoring and measuring impact requires a targeted effort.** Through this evaluation, the CO wanted to explore the key socioeconomic household indicators of PoC that UNHCR could use to determine vulnerability and targeting for livelihoods programming. The ET finds that regardless of whether livelihoods programming is targeted at individuals or groups located in rural or urban areas, the typical measures used to indicate whether specific activities have been carried out as planned are not up to the task of assessing the impact of UNHCR's efforts on the lives and livelihoods of PoC. Reporting typically includes information about the numbers of beneficiaries assisted, the number of small grants provided, the amount of seed/inputs distributed, the number of sewing machines given to IGA groups and the number of PoC trained in some subject. Even a more livelihood-specific indicator such as the "percentage of households with the household head aged 18-55 years that have an income generating activity" is not sufficiently informative. Indicators such as this measure how many individuals or households have access to programmes but not the extent to which the programmes have helped them – nor the extent to which lives and livelihoods have improved.
61. For future impact measurement, it is important to understand people's current socioeconomic status and how it has or has not changed – both for the refugees themselves and relative to their neighbours. There is need to follow-up and track/assess their (relative) success. This would be best achieved through joint population-based socio-economic monitoring with Government or UN counterparts, with UNHCR ensuring the data collection is done in a way that is sensitive to PoC protection issues and confidentiality.

*"We are unable to tell you how many practice their skills and have employment after receiving the training."
~Partner KII*

62. Another indicator of success actually relates to the two ways in which refugees interact with UNHCR. They typically come to UNHCR with problems related either to (1) documentation or (2) material assistance of some form or another. For the most part, those who come back only for help with, for example, obtaining a document, but don't come back for more material assistance have succeeded at economic integration for various reasons, which could be explored. On the other hand, those who come back for more material assistance have not. While

this is an interesting indirect way of assessing the degree to which a refugee family has become self-reliant through social and economic inclusion, the statement “refugees no longer besiege our office” (Stakeholder KII) is not really an appropriate indicator of success. Thus, the registration and case management data collected regularly by the CO, could be used to track system-level integration and self-reliance of refugees.

2.1.2. Factors affecting livelihood results

63. **Internal factors.** The absence of a dedicated livelihoods unit in the Senegal CO has meant that there has been limited expertise to support livelihoods programming – *an inhibiting factor*. On the other hand, it has also meant that there is less emphasis on livelihood programming per se and more on an integrated CO approach to reinforcing the institutional context so that economic inclusion is facilitated – *a contributing factor*.
64. The challenge presented by the one-year funding horizon for livelihoods programming when a multi-year programme is what’s needed – *is an inhibiting factor*. Conversely, the CO is aware of these limitations and has been actively advocating for economic inclusion through policy change and also targeting the funding that is available at projects which need a little more help so that they can be self-sufficient going forward – *a contributing factor*. UNHCR Senegal has a long history of working with one partner, OFADEC, which facilitates continuity despite the annual project cycle – *a contributing factor*.
65. UNHCR has been involved with the national coordination mechanisms – *a contributing factor*. However, this needs to be an ongoing effort that is intentional and visible in order to further the new goals in the GCR and MYMP – *potentially an inhibiting factor*.
66. In order to have a more objective measure of livelihood impact of UNHCR’s engagement with the refugee community, there is need to develop a set of indicators to measure and monitor impact that is adapted to a refugee population that is dispersed among host communities – *its absence is an inhibiting factor*.
67. **External factors.** In Senegal, whether in rural or urban areas, the refugee population is dispersed among host communities, which makes follow-up more challenging – *an inhibiting factor*. On the other hand, this also helps to promote economic inclusion, integration and self-reliance – *a contributing factor*.
68. Given the fact that the Mauritanian refugees were from the same ethnic group as the group on the Senegal side of the Senegal River Valley, it was easier to have integrated group programmes. Senegalese are generally very accepting of refugees living among them, which facilitates socioeconomic integration – *a contributing factor*.
69. Official policy encourages both economic and social integration of refugees – *a contributing factor*. However, there are challenges that Government is working to resolve and UNHCR has played an important role by advocating for change – *the challenges are an inhibiting factor*.

“Senegalese people do not understand the concept of refugees. They see us all as Senegalese citizens. They do not even ask my nationality. When I tell

them about my refugee status, they brush it off and say that I am a Senegalese citizen.” ~Refugee from Mauritania

70. The long backlog of claims for refugee status has a major impact on livelihood opportunities for asylum-seekers – *an inhibiting factor*.
71. Urban refugees and asylum-seekers present unique challenges, particularly as it relates to follow-up, in contrast to those who live in rural areas along the border with Mauritania – *an inhibiting factor*.

2.2. KEQ 2

How can UNHCR better position its approach to and role in refugees' livelihoods and economic inclusion vis-à-vis those of other stakeholders, and what are the current opportunities for enhancing sustainability and phasing out of direct implementation of livelihood programme activities?

Box 5. Main findings - UNHCR's strategic positioning to enhance scale and sustainability

- **Implementation of the three-year MYMP strategy.** Together with the Government of Senegal, UNHCR has developed a well-thought-out strategy that touches on the key issues of refugee social and economic inclusion. The most effective means to enhance scale and sustainability will be to ensure that it moves forward in a timely manner.
- **Continue to advocate for adequate resources to process the claims of asylum-seekers in a timely manner.** A stream-lined, predictable process will facilitate the granting of refugee status and thereby open the door to economic inclusion and access to services available to residents of Senegal. Local integration is an important durable solution for UNHCR to pursue in this context.
- **Continue to advocate for stakeholder awareness of the rights of refugees and their participation in social programmes available to residents.** Access to and participation in activities/services available to all residents of Senegal is the key to economic inclusion and self-reliance. Ultimately, this will make the small livelihood activities that UNHCR currently facilitates unnecessary – and UNHCR can focus on its larger mandate of promoting population-level refugee protection and self-reliance.

72. **ET Conclusions:** Continue the rollout of the MYMP strategy and continue to advocate for changes to the asylum system and for the rights and participation of refugees and Senegalese society. In particular, continue to advocate for effective implementation of the Plan Sénégal Émergent (PSE), which targets the vulnerable (refugees are included alongside nationals) and includes them in national social safety nets. While, *in principle*: Government social programmes and services are accessible to refugees, financial services are available to all, employment opportunities are available to refugees and citizens alike, and while the efforts of NGOs to improve lives and livelihoods are also targeted at refugees as well as citizens, UNHCR has an important role to ensure that this is, in fact, taking place.
73. **UNHCR's role amidst other actors.** UNHCR's long term partnership with OFADEC (as well as with the CNRRPD and CNE) has not only served to help a number of refugees in the areas

of documentation, access to services and economic inclusion, which has been important in and of itself, but also ensures that it is well-informed of the local context and the challenges faced by refugees. This experience has contributed to the quality and effectiveness of their advocacy work and the development of a credible MYMP strategy.

74. While the livelihood work targeted at Mauritanian refugees has itself been beneficial according to the 2015 evaluation, it has also helped to ensure that UNHCR has a credible voice in efforts to promote lasting change, such as that which is embodied in the MYMP strategy. The same could be said for UNHCR's work in the urban setting. While activities undertaken in support of livelihoods have not been to scale, the refugee numbers in the urban setting are not large. So, while the activities themselves have merit, perhaps more important is the role they have played in UNHCR's work – helping the CO to understand the context and to ensure credible voice when advocating for change. While this was not likely the intent of this approach to livelihoods programming, it has certainly been helpful for the CO's work in advocating for PoC and for change.
75. This important coordination work that UNHCR should increasingly shift into includes the work of ensuring refugees are included in Government services and development programmes. The Plan Sénégal Émergent (PSE) includes a “unique register” for all, refugees and citizens alike, who are vulnerable and is the basis of all social support and access to programmes. It is already being used by FAO and WFP, but not yet by UNHCR.
76. The MYMP strategy⁴⁹ is closely aligned with the priorities identified in the recent evaluation of UNHCR's livelihood strategies and approaches⁵⁰ and illustrated in the “Refugee Resilience and Self-Reliance Theory of Change” found in Annex 3. The successful implementation of this strategy with Government will ultimately ensure that asylum-seekers and refugees are able to be self-reliant and economically included in life in Senegal.
77. Similarly, the MYMP strategy itself is closely aligned with the priorities outlined in the GCR with its emphasis on facilitating the institutions necessary for economic inclusion and self-reliance as well as its objective of strengthening and expanding its role in the coordination and development of partnerships with financial service providers, the private sector, development actors, NGOs and UN agencies.⁵¹ The CO has also maintained a working relationship with all of the UN agencies in Senegal, including UNICEF, UNDP, FAO and UN Women.

⁴⁹ République du Sénégal and UNHCR Sénégal (2019).

⁵⁰ UNHCR (2018a).

⁵¹ UNGA (2018), UNHCR (2018b) and UNHCR (2019c).



3. Conclusions and Recommendations

3.1. Conclusions

3.1.1. KEQ 1: Results and factors (retrospective)

78. The conclusions for KEQ 1 are drawn around the Organisation for Economic Cooperation and Development's Development Assistance Committee (OECD DAC) evaluation criteria of relevance, efficiency, effectiveness, impact, and sustainability.⁵²
79. **Relevance.** The biggest challenge faced by refugees as they seek economic inclusion and self-reliance has been the recognition of their documentation by various institutions – both governmental and financial. Hence, the advocacy focus of the CO has been highly relevant as it has laid the groundwork for a better functioning asylum system and has helped to ensure that the necessary conditions for economic inclusion and self-reliance are in place – i.e., equal access to social and economic institutions and services.
80. **Efficiency.** The CO is a small office without a dedicated livelihoods unit. While this has presented challenges for programming, it has also meant that the protection officers and others are well aware of the challenges refugees face in the area of economic inclusion – and are aware that resolution of these problems requires not only direct intervention but also, more importantly, indirect intervention with the enabling legal/policy environment. Thus, the integrated work of the CO seeks to change/improve the asylum system and ensure that refugees are actually able to access the social and economic institutions and services that are available to them. Working through a single implementing partner (OFADEC) over the long term has facilitated UNHCR's work – including its work in the area of livelihoods. On the whole, this small size and the collaborative approach taken by the CO to working with CNRRPD and others has proved to be efficient as it has resulted in a well-designed MYMP strategy and significant progress towards realising its goals.
81. **Effectiveness.** The 2015 evaluation found that the group-based livelihood activities targeted at Mauritanian refugees had a positive impact on them. There is no reason to think that ongoing work by OFADEC in the Senegal River Valley region has not had a similar impact, though without a similar quantitative survey there is only anecdotal evidence to support this conclusion. The same could be said for programmes targeted at urban refugees. For the small number who participate, qualitative evidence indicates that they are effective if offered as a package. To reach a definitive conclusion would require a quantitative survey of the refugee and host populations in the urban setting as well. On the other hand, FGDs and KIIs indicate that the livelihood programming has been appreciated and there is anecdotal evidence that beneficiary

⁵² See: <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

lives and livelihoods have been improved. Apart from this, the CO's advocacy efforts have been effective at facilitating change in some of the underlying conditions that have an indirect effect on economic inclusion and self-reliance.

82. Impact and sustainability. While in any one year, the number of beneficiaries reached with the livelihood programming has been small, the majority of the refugee population in Senegal has been there for a long time. Given this situation, the cumulative impact over time is significant – both in terms of the individuals reached, but also in terms of the CO's understanding of the situation and its ability to use its voice to effectively advocate for change. Advocacy efforts that have been made to ensure that documents are recognised and refugees have access to the same services as citizens has not been without effect. The collaborative approach to working with the CNRRP and the CNE has also been instrumental in the development of the MYMP, which is in the process of operationalising the principles embedded in UNHCR's livelihoods strategy – those same principles at the heart of the recommendations made in TANGO's earlier study.⁵³ Senegal is a country that is welcoming to refugees and, while improvements are needed to the asylum system, they have access to what they need for economic inclusion and self-reliance. UNHCR's work to support to the CNE has contributed to progress in this area.

3.1.2. KEQ 2: UNHCR strategic positioning (prospective)

83. The conclusions for UNHCR's future strategic role in LEI programming in Senegal use the frameworks provided in the UNHCR 2019-2023 Global Strategy Concept Note⁵⁴ and the Refugee Resilience ToC (see Annex 3).

84. Absorptive capacity. These capacities are the prerequisite foundations for building refugee resilience and self-reliance. This is a core mandate area of UNHCR in ensuring protections and basic needs are met for PoC. This evaluation finds that both national and local measures to ensure PoC protection and basic safety are critical. While the national law has been promulgated and much progress has been made at ensuring that PoC are able to access basic needs such as health care, education and employment, there is still room for improvement. At the community level in the Senegal River Valley, where UNHCR has been working with Mauritanian refugees through its partner OFADEC for a number of years, social capital within refugee communities and with host communities has been considerably strengthened, but there is room for improvement in the area of access to basic services such as education and healthcare – although host communities also struggle with access to these.

85. Another important factor for both absorptive and adaptive resilience capacity of households is savings to rely on in times of stress. Promotion of some form of savings group activity amongst refugees and their host communities would facilitate social capital and informal safety net building in addition to other direct economic benefits. Similarly, some form of group-based participatory value chain analysis (such as the Local Value Chain Development approach used by some NGOs) would contribute to absorptive and adaptive resilience capacity as it helps to build human capital amongst farmers and small business groups and strengthen their capacity to adapt to changing circumstances.

86. Adaptive capacity. As stated in the Concept Note, UNHCR is to partner and convene experts

⁵³ UNHCR (2018a).

⁵⁴ UNHCR (2018b).

to facilitate the inclusion of refugees into existing programmes and services that address livelihood skills development, jobs, and business opportunities. UNHCR is well-placed to help link individuals and groups of refugees to ongoing community development activities⁵⁵ relevant to their needs in the communities where they live.

“We create partnerships with other actors in the region to better assist the refugees.”

~Stakeholder KII

87. Transformative capacity. This has been a critical strategic area for UNHCR and will continue to be in future years. UNHCR Senegal has worked with Government and the private sector in the past and needs to continue to do so. This advocacy and convenor role by UNHCR has worked, has already extended to financial institutions and development actors, and should continue. It should also include other UN agencies to demonstrate how they too can contribute to the Global Compact on Refugees. UNHCR Senegal has a significant track record in facilitating strategic relationships and working on the enabling environment for refugees and should continue to do so.

88. There is a need to develop a system to monitor livelihood outcomes and inclusion. Current systems are inadequate to capture important information about inclusion and well-being of PoC. Indicators are needed to reflect financial inclusion as well as workforce participation and improvements in income and assets. This would likely take the form of a bundle of indicators that can help to measure self-reliance, livelihood adequacy, and inclusion.⁵⁶

3.2. Recommendations

Recommendations for UNHCR Senegal

- I. Focus on scalability and sustainability.** The MYMP, which was jointly developed with the Government of Senegal, contains the essential elements of what is needed for the protection of refugees and asylum-seekers and for sustainable solutions to the challenges they face. The more that refugees are integrated into the socio-economic system of Senegal through the realisation of the MYMP’s objectives, the more quickly the necessary scale will be achieved and the greater the likelihood that it will be sustainable. Efforts⁵⁷ to ensure that this strategy is implemented and its goals attained will go a long way to maintaining a focus on scalability and sustainability. The CO should continue its efforts to do so, while ensuring that in the short-term,

⁵⁵ Community development work is generally targeted at people living in certain area who meet certain eligibility criteria regardless of citizenship status, whether run by the government or by an NGO (local or international).

⁵⁶ In addition to the standard food security indicators (HHS, HFIAS, CSI, DDS), some measure of savings and productive assets would be helpful. One might also consider whether or not school-age children are in school and a measure of workforce participation either through employment or self-employment. The Progress Out of Poverty Index (PPI) might be considered as could a measure of self-reported perception of well-being.

⁵⁷ This would include ongoing work on advocacy for change to the refugee determination system managed by the CNE, ongoing efforts to ensure that documentation is recognised by the relevant actors, ongoing engagement with the various national development actors and ministries as well as UN agencies to ensure that they understand the situations of refugees and that their programmes are intentional about their inclusion as intended by the Plan Sénégal Émergent and also working with NGOs active in community development in both rural and urban areas to ensure that refugees and asylum-seekers are able to participate in programmes targeted at the vulnerable.

its small-scale activities are used strategically to a) pass on learning about refugee groups/activities to Government and development partners, and b) to build their advocacy work in line with the MYMP. **When:** ongoing throughout 2020.

- II. **Recommendation regarding collaboration with Government.** The Plan Sénégal Émergent register for social services should be implemented by UNHCR– making sure the refugees are included in this register and are connected with the relevant programmes. **When:** Quarter 1 (Q1), 2020.
- III. **Recommendation on partnering and engagement.** It is important that UNHCR, as the expert in matters related to refugees, continues to be actively engaged with the national coordinating mechanisms that exist. Since these involve not only Government actors and other UN agencies, but also various local and international NGOs, it is important that UNHCR continues to be visible and engaged. By so doing, UNHCR can help them to understand refugees and ensure that their needs and unique circumstances are not overlooked. This engagement also serves as a means to the ongoing process of maintaining and strengthening existing relationships as well as developing new partnerships – those necessary for implementation of the MYMP strategy and for making sure refugees are included in the various community development programmes being implemented in their host communities. **When:** Q2, 2020.
- IV. **Recommendation on LEI.** Continue to transition out of programme implementation by ensuring that refugee families and groups are connected with relevant community development programmes⁵⁸ in their host communities as outlined in the MYMP – this would include additional types of activities that will help to build absorptive and adaptive capacity.⁵⁹ **When:** Q2, 2020.
- V. **Recommendation on monitoring progress related to LEI.** Concurrent with this, develop and implement a system to monitor livelihood outcomes and inclusion,⁶⁰ with the capacity building support of HQ/RB (see below). **When:** throughout 2020.

Recommendations for UNHCR HQ/RB

- VI. **Recommendation on HQ/RB support.** UNHCR Senegal has experience advocating for change, collaborating with Government, and implementing the MYMP strategy but needs adequate resources to continue to do so. Additionally, capacity building support could be used in relation to assessment and monitoring of economic inclusion and self-reliance.

In particular:

- a. There is an opportunity for information exchange and sharing of learning between UNHCR Senegal and other CO based on the Senegal CO's experience with development of the

⁵⁸ Community development work is generally targeted at people living in certain area who meet certain eligibility criteria regardless of citizenship status, whether run by the government or by an NGO (local or international). Examples of NGOs are Action Against Hunger (ACF), CARE, World Vision, and other smaller national and international NGOs.

⁵⁹ This could include participation in projects promoting savings groups, literacy, vocational training or agricultural development.

⁶⁰ This would require some discussion as to how best to do so. Regardless of whether UNHCR is implementing programmes or not, it would be possible to develop a monitoring system/questionnaire that could be completed by refugee families that reports on levels of selected indicators and their overall level of well-being – and used as part of UNHCRs normal follow-up and tracking of refugees. Conducting a population-based survey, ideally as a joint exercise with operational partners, would be another option, but would be more costly and it would also depend on the density of the refugee population in the survey area.

MYMP and their advocacy work for economic inclusion and policy change, which should be facilitated by HQ/RB. **When:** Q1, 2020;

- b. HQ/RB needs to ensure that the CO has the resources it needs, both human and financial, to follow through on their part of the MYMP strategy. **When:** Q1, 2020;
- c. HQ should revisit and revise its assessment and monitoring strategy, at least so far as livelihoods and economic inclusion is concerned, but perhaps more globally around inclusion and integration in social services, financial, and workforce inclusion. It is important to have an adequate system to monitor livelihood outcomes and inclusion at the CO level, but this needs support from HQ/RB. **When:** Q2, 2020.

Annex I: Background & Methodology

Operational Context – continued

Social, political, and economic context. Senegal is located in Western Africa. With an eastern shoreline along the Atlantic Ocean, it is bordered by Guinea-Bissau, Mali, and Mauritania and surrounds its smaller Anglophone neighbour, Gambia. Senegal boasts a population of 15.8 million, half of whom live in the capital city of Dakar and surrounding areas.⁶¹ French is Senegal's administrative language while other spoken languages include Wolof, Pular, Jola, Mandinka, Serer, and Soninke. The ethnic groups in Senegal consist of Wolof (37.1 percent), Pular (26.2 percent), Serer (17 percent), Mandinka (5.6 percent), Jola (4.5 percent), Soninke (1.4 percent), and others including European and persons of Lebanese descent (8.3 percent).

Winning independence from France in 1960, Senegal is considered one of Africa's model democracies with a history of peacekeeping and mediation both regionally and internationally. While relatively stable, Senegal has responded to the instability and conflict of surrounding countries as well as periodic internal conflict. In 2004, civil unrest gave way to violent conflict in Casamance, a southwestern province that has been vying for independence since 1982. The conflict between the Casamance rebels, known as the Casamance Movement of Democratic Forces (MFDC), and the official Senegalese military displaced thousands and took a serious toll on civilian life in that region of the country.⁶² The violence continued to persist through 2014, until a ceasefire was signed by both parties. Small scale fighting continues to occur and efforts to reintegrate internally displaced Senegalese people continues to be a challenge for the state.

The current president, Macky Sall, was elected in 2012 under a platform of improving security and boosting the economy. According to the World Bank, Senegal is considered a low-income country. With a gross domestic product (GDP) of \$21.07 billion and 7.2 percent growth rate as of 2017, Senegal's economic growth is expected to improve in most sectors. The main industries include food processing, mining, cement, artificial fertilizer, chemicals, textiles, refining imported petroleum, and tourism.

As of 2016, the poverty rate in Senegal was 46.7 percent, largely due to the high cost of living and unemployment. Senegal has a large and increasing youth population. Approximately 60 percent of the total population is under the age of 25, with the median age of 19 years.⁶³ Youth unemployment is estimated at 18 percent.⁶⁴

National refugee policies and legal frameworks. Senegal is party to the 1951 Refugee Convention and has an established legal protocol for the determination and treatment of refugees and asylum-seekers.⁶⁵ These are outlined in the 1968 Refugee Law and its subsequent

⁶¹ World Bank (2019).

⁶² European Union (2018).

⁶³ World Bank (2019).

⁶⁴ Agence Nationale de la Statistique et de la Démographie (ANSD) (2017).

⁶⁵ U.S. Committee for Refugees and Immigrants (USCRI), 2007.

modifications. Governmental and non-governmental bodies generally applaud Senegal's policies on refugees, reporting few or no cases of removal and highlighting the country's protection system.

As a major migrant source country, Senegal is also a destination and point of transit for migrants and asylum-seekers, many of whom also use Senegal as a jumping off point for Spain's Canary Islands.⁶⁶ In the past decade, Senegal has passed legislation and signed agreements with European countries aiming to prevent unauthorised emigration from the country through increased enforcement.

Refugee context. According to the most current UNHCR statistics, there are 14,421 refugees (10 September) and 1,805 asylum-seekers (31 August) in Senegal.⁶⁷ The vast majority of refugees (98%) are from Mauritania, with the balance coming from the Central African Republic and a diversity of other countries. The vast majority (96%) of Mauritanian refugees live in rural areas, primarily along the valley of the Senegal River. About 5% of the refugee population (510 Mauritanian and 235 other nationalities) lived in the urban areas, including Dakar and its suburbs as well as the cities of Thiès and St Louis, where living conditions prove to be difficult for refugees given the high costs.⁶⁸

Table 3: Refugees and Asylum-seekers as of 31/10/2018

Refugees registered in Senegal as of 31/Oct/2018 ⁶⁹					Percent by rural/urban area		
	Department or Urban Area	Mauritania	Other Nationality	Total	Mauritania	Other Nationality	Total
Rural	Dagana	1,050	-	1,050	7.4%		7.3%
	Podor	5,408	-	5,408	38.3%		37.7%
	Matam	1,953	-	1,953	13.8%		13.6%
	Kanel	3,858	-	3,858	27.3%		26.9%
	Bakel	1,335	-	1,335	9.5%		9.3%
	total rural	13,604	-	13,604	96.4%		94.8%
Urban	Dakar, Thiès et Saint-Louis	510	235	745	3.6%	100%	5.2%
Total		14,114	235	14,349	100%	100%	100%
	Percent by country of origin	98.4%	1.6%	100%			
Asylum-seekers registered between 2017 and 2018:				384			

Refugees have been living harmoniously with local populations, even amidst the challenging economic context. With the high cost of living combined with competition on the local job market,

⁶⁶ Global Detention Project (2009).

⁶⁷ UNHCR Sénégal (2019c).

⁶⁸ République du Sénégal and UNHCR Sénégal (2019).

⁶⁹ République du Sénégal and UNHCR Sénégal (2019).

and a general lack of access to capital, such factors increase protection risks for refugees who have limited access to basic services such as healthcare and education.

In early 2017, a political crisis fuelled by the December presidential election led 45,000-76,000 people to flee from Gambia and seek refuge in Senegal. The population, predominantly children accompanied by women were hosted by Senegalese families and hotels; all while the Government provided critical food and non-food materials such as mattresses, sheets, blankets and soap.⁷⁰ Some Senegalese families hosted up to 15 people in their homes, feeding and providing shelter from their own strained resources. As tensions decreased in Gambia, UNHCR and the Government of Senegal were able to facilitate safe return back home. This specific case demonstrates the welcoming attitude the Senegalese have towards refugees and asylum-seekers in their midst.

Methodology– continued

Approach. A key element to TANGO's approach is the participatory and systematic feedback process through all phases of evaluation. The evaluation design was jointly agreed by all involved levels of UNHCR. The fieldwork was conducted to solicit sensemaking⁷¹ and validation from a broad range of stakeholders. In the post-fieldwork and analysis phase, preliminary analysis and results briefings engaged UNHCR and partners in order to ensure the results and subsequent conclusions and recommendations are relevant and actionable. After submission of the draft evaluation report, there was a period of time to collect and submit comments to TANGO by UNHCR. The comments process is a crucial step to ensuring the usability of the final deliverable for UNHCR stakeholders. This process was repeated for a second draft before this report was finalised.

This evaluation examines the results of livelihood activities and factors affecting those results (KEQ 1) in light of the strategic objectives of the CO and of the strategic direction promoted by HQ through the GAEI (KEQ 2). Thus, the two KEQs represent both retrospective and prospective inquiries.

Summary of methods/techniques

The Senegal ET included a TANGO senior international consultant with extensive livelihoods and development expertise, joined by a national consultant as well as local interpreters as needed by site. The country team was supported by TANGO HQ executive officers and desk-based researchers, ensuring consistency in approach across the country evaluations.

The ET conducted an in-depth evaluation focusing on programmatic results of the past two years, factors that affected results, and the role of UNHCR during this period and moving forward. The ET used a mixed-methods approach to ensure triangulation of evidence. The main techniques included a desk review of secondary data (e.g., revised livelihoods monitoring indicators, programme documents, monitoring data from implementing partners, etc.) and relevant external literature or policies, and primary qualitative data collection. The desk review included the collection and review of approximately 50 documents provided by the CO. Qualitative data collection was comprised of focus group discussions (FGDs) and individual in-depth interviews (IDIs) with livelihood programme

⁷⁰ UNHCR Sénégal (2017).

⁷¹ Critical sensemaking is useful as a method for understanding the intricacies and larger context of organisational processes and change (Source: Mills, A.J., et al. (2010)). This is key because the organisational change required of the GAEI by the operations has to 'make sense' in order for new strategies to be effectively adopted.

beneficiaries and non-beneficiary refugees, and key informant interviews (KIIs) with programme stakeholders: UNHCR staff, government officials, NGO partners, private sector representatives, UN agencies, and others.

The TANGO-led team, in close collaboration with UNHCR, used a purposive sampling method for this qualitative study to select six site visits in diverse settings to explore the effectiveness of current livelihood models supported by UNHCR. The sampling method does not allow generalisation to the full PoC population. The sites were selected primarily based on origin of refugee population, population size, length of time activities have been implemented, and differences in geographic setting, proximity to urban areas, and potential value chains.

The sampling strategy ensured that the most significant partners and perspectives are included in the evaluation. This approach ensured that age, gender, and diversity (AGD) considerations were incorporated in the perspectives gathered. The focus groups were conducted with youth and adults disaggregated by gender, as well as by intervention type and location. Field work was conducted 8-19 July 2019. Interviews were conducted with 41 refugee beneficiaries and non-beneficiaries of the UNHCR livelihood programme (30 women, 11 men), and 38 KIIs (see Table 4). See Annex 2 for the interview lists.

Table 4. Type and number of interviews completed

Type of interview	Female	Male	Total
PoC interviews	30	11	41
IDIs with Beneficiaries	4	5	9
FGDs with Beneficiaries and Non-beneficiaries	26	6	32
KI/Stakeholder interviews	11	25	36

Analysis and quality assurance

At the end of the field mission a debriefing was conducted with members of the livelihood team, UNHCR staff and senior management to present emerging findings. This report was prepared with information collected during the field visit and subsequent interviews/validation discussion, and triangulated with the available secondary data.

For analysis, the ET used the matrix approach. The ET began with open coding to become familiar with the data and develop initial interpretations of emerging themes and concepts, and thus gain a sense of how to proceed with analysis. Coding schemes were developed, which is an arrangement of related themes and concepts into which data are classified to draw findings. As TANGO is not using computer-assisted qualitative analysis for this study, the coding scheme is developed and organised manually within a matrix. The TANGO consultant formatted the matrix by the main categories of the data across the data sources. Quality assurance was conducted by a senior researcher at TANGO HQ, who reviewed the consistency and coherence of the conclusions drawn from the data and provided guidance on UNHCR evaluation quality standards and processes.

The draft report and preliminary recommendations were discussed via teleconference with UNHCR stakeholders in the analysis and reporting phase. All stakeholders submitted detailed comments on the draft report, and TANGO revised and finalised the report based on this feedback. This iterative process ensures the final recommendations of the evaluation are relevant and actionable.

Limitations/constraints

The qualitative data collection via purposive sampling are not meant to provide findings that are generalisable to the entire PoC population in country. The evaluation focused on the benefits and beneficiaries of the livelihood activities, and sought to conduct sufficient fieldwork to reach saturation of ideas for those beneficiaries of the programme. In all, the ET feels the qualitative fieldwork was sufficient to draw conclusions around the results for beneficiaries of the programme.

In addition, social desirability or other types of response bias are common potential constraints with beneficiary respondents, including the tendency of respondents to answer questions in a way they think the interviewer (or UNHCR/partner) or their social group wants them to respond. TANGO is experienced in using techniques to limit this bias. The ET was clear in its introduction that it is independent of UNHCR and does not make decisions for the programme. The interviewer used techniques to promote comfortable interaction and honest exchanges of views during the interview. TANGO does not believe the overall quality of the data were impacted by this bias.

Annex 2: Interview Lists

Key informants

List of persons and institutions consulted.

Note: both individual and small group interviews were conducted

Total Number of Stakeholder Key Informants: 36

Name	Role, Organisation	Location
UNHCR		
Yohondamkoul SAKOR	Regional Representative Assistant (Program)	RB Dakar
Michael AKYEAMPONG	Regional Local Integration/Livelihoods Officer	RB Dakar
Guy-Rufin GUERNAS	Senior Regional Protection Officer	RB Dakar
Marco SANGUINETI	Regional Cash Based Intervention Officer	RB Dakar
Josephine NDAYIZIGIYE	Representative, Senegal Unit	CO Dakar
Georgette Bassene Mendy	Senior Secretary Protection, Senegal Unit	CO Dakar
Leya Amonde Ouko	Former Associate Protection Officer, Community-Based, Senegal Unit	CO Dakar
Samba Ka	Protection Associate, Senegal Unit	CO Dakar
Oulimata Gaye	Administrateur, Associate de Protection, Senegal Unit	CO Dakar
Etienne Ndabambarire	Assistant Principal Enregistrement, Senegal Unit	CO Dakar
Assatou NDIAYE DIENG	Deputy Regional Representative	RB Dakar
Government Stakeholders		
Colonel Henry DIOUF	Chef de la Cellule Coordination Défense Études Générales – CNNRPD	Dakar
Elimane BA	Préfet, Préfecture de Podor	Podor
Yoro Diaw	Chef de service départemental d'élevage et de production animale de Podor	Podor
Oumer Balale	Adjoint au chef de service départemental d'élevage et de production animale de Podor	Podor
Abou Sall	Ingénieur délégué, SAED Matam	Matam
Aboubakrine Anne	Chef de secteur Djoulol, SAED Matam	Matam
Magatte Diouck	Préfet de Kanel, Région de Matam	Matam
Rokheya Anne	Administrateur Permanent, Commission Nationale d'Éligibilité (CNE)	Dakar

Table continued on next page.

Name	Role, Organisation	Location
Partners (NGOs, UN Agencies, Donors)		
Abdoulaye DIONE	Chargés des sources communautaires et des livelihoods, Bureau d'orientation social (BoS), OFADEC	Dakar
Ndiogou Diouf	Conseiller Éducation, OFADEC	Dakar
Issa CAMARA	Assistant Sociale, OFADEC	Dakar
Mme Guindo	Stagier, BoS, OFADEC	Dakar
Gorgui THIAW	Chargé de projet pour les réfugiés mauritaniens dans la vallée, OFADEC Bureau Vallée	Ndioum
Mamadou BA	Chargé de suivi-évaluation, OFADEC Bureau Vallée	Ndioum
Ahmadou Moustapha Sarr	Chargé d'information mass, OFADEC Bureau Vallée	Ndioum
Moussa SOW	Directeur, Cultivert, Matam	Ndioum
Pape Malick Nzally Diatta	Assistant administration et finance, Cultivert, Matam	Ndioum
Aissata Ly	Programme intégré de Podor, Union pour la solidarité et l'entraide (USE)	Ndioum
Moussa Aboa Niang	Chef de Base Matam, Action Contre la Faim (ACF)	Matam
Boubacar MBALLO	Regional Advisor Governance and Women's Political Participation, West and Central Africa Regional Office, UN Women	Dakar
Soulef Guesseoum	Directeur Général, SOCETRA (Société Centrale des Travaux)	Dakar
Lamine MBOUP	Regional Coordinator, Bureau of Population, Refugees, and Migration (BPRM), US Department of State	Dakar
Geoffrey Parker	Coordinateur, CARITAS/PARI	Dakar
Aloïse SARR	CARITAS/PARI	Dakar
Sister Josephine	Chargés des sources communautaires et des livelihoods, Bureau d'orientation social (BoS), OFADEC	Dakar

Beneficiary and PoC interviews

Total number of individual interviewees: 9 (4 females, 5 males)

Total number of FGDs: 6 groups

Approximately five participants were youth, age 18-35. Participant age was not collected at any sites.

Total Number of Beneficiary and PoC Interviewees: 41 (30 females, 11 males)

Date (Day/Month/Year)	Type	Location	PoC group (activity)	Beneficiary ?	# of females	# of males	# of participants
IDIs with beneficiaries							
9/July/2019	Women	Dakar		yes	1		1
9/July/2019	Women	Dakar		yes	1		1
9/July/2019	Men	Dakar		yes		1	1
9/July/2019	Women	Dakar		yes	1		1
10/July/2019	Women	Saint Louis		yes	1		1
11/July/2019	Men	Podor		yes		1	1
11/July/2019	Men	Podor		yes		1	1
11/July/2019	Men	Podor		yes		1	1
14/July/2019	Men	Ali Woury		yes		1	1
FGDs							
10/July/2019	Women and men	Rosso Sénégal			1	3	4
11/July/2019	Women	Ngaole, Podor			2		2
11/July/2019	Women	Ngaole, Podor			5		5
12/July/2019	Women	Dodel			5		5
13/July/2019	Women and men	Cas Cas			7	2	9
14/July/2019	Women and men	Ali Woury			6	1	7
Total					30	11	41

Annex 3: Resilience Capacities and Framework

1. Absorptive capacity is the: Ability of households and communities to minimise exposure to shocks if possible and to recover quickly after exposure.

- Informal Safety Nets (e.g., involvement in savings groups, *zakat*, mutual help groups, civic or charitable groups, religious groups, women's groups)
- Asset Ownership (e.g., productive assets and livestock gained through the programme)
- Local shock preparedness plan or protection structures in place and disaster risk reduction (DRR) (e.g., awareness of disaster preparedness plans (for natural hazards) and about their awareness of how to prevent protection risks such as SGBV trainings or through conflict management committees, or how to report abuses.
- Household savings (e.g., use savings to cope with shock, not negative coping strategies such as distress sale of productive assets, withdrawing children from school to work, or taking on consumptive debt)
- Bonding Social Capital (e.g., connected to informal safety nets, above, it is seen in the bonds between community members. It involves principles and norms such as trust, reciprocity and cooperation, and is often drawn on in the emergency context, where PoC work closely to help each other to cope and recover)

2. Adaptive capacity is the: Ability of households and communities to make pro-active and informed choices about their lives and their diversified livelihood strategies based on changing conditions.

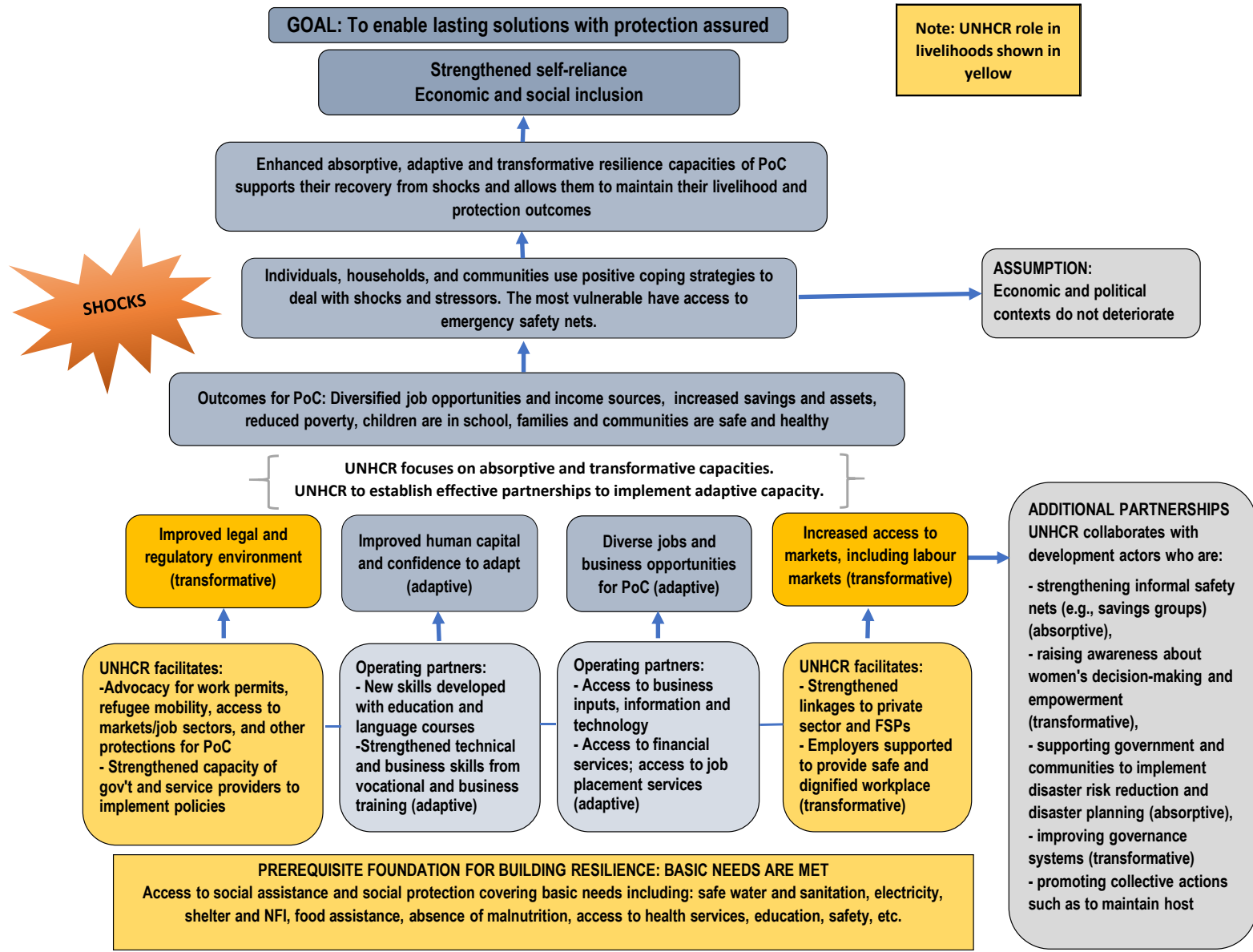
- Livelihood diversity (e.g., what have been the opportunities for PoC to diversity their livelihoods and income sources? What livelihoods can be sustained in the face of different kinds of risks/shocks?) and asset ownership (same as above)
- Human capital (e.g., basic literacy, primary or higher education, trainings received)
- Access to financial services (e.g., access to bank accounts, loans, micro-credit)
- Psychosocial adaptations (e.g., confidence, perceived ability to adapt and be self-reliant)
- Bridging social capital with the host community and to others in different risk environments (e.g., those with social ties outside their immediate community can draw on these links when local resources are insufficient or unavailable. Some PoC may heavily depend on remittances, for example. For this evaluation, it may also mean ties to the host community indicating greater social inclusion.)

3. Transformative capacity is the: System-level changes that ensure sustained resilience, including formal safety nets, access to markets, infrastructure, and basic services.

- Access to basic services (e.g., nearby health centre, primary school, security services, etc.)
- Policy changes regarding work permits and mobility.
- Access to formal safety nets (Government, NGO, or UN- provided food or cash assistance for relief or for the most vulnerable)

- Access to infrastructure (e.g., water and sewerage systems, shelter, electricity, telecommunications, paved roads)
- [For rural areas] Access to livestock services or natural resources (e.g., grazing land)
- Access to markets (e.g., regulations and policies allow PoC to access work permits, land, formal employment in all sectors)
- Linking social capital (e.g., a refugee group leader is designated to participate in local government decision making)

Refugee Resilience and Self-Reliance Theory of Change



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