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GENDER-SENSITIVITY ANALYSIS OF THE SAHEL ADAPTIVE SOCIAL PROTECTION PROGRAMME

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Executive summary

The Sahel Adaptive Social Protection Programme (SASPp) was launched in 2014 to support the design and implementation of adaptive social protection programmes and systems in six Sahel countries: Burkina Faso, Chad, Mali, Mauritania, Niger, and Senegal. The SASPp aims to increase access to adaptive social protection systems for poor and vulnerable populations to help them anticipate, absorb, and recover from covariate climate shocks and stresses (such as drought and flooding), and to support national social protection systems to become more adaptive and responsive to shocks and stresses (World Bank, 2019).

With funding from the UK's Department for International Development (DFID) this report sought to assess the gender-sensitivity of the SASPp, including the extent to which the SASPp considers the differential needs and impact of programme activities on women and men, girls and boys, and uses this information to inform programme design, implementation, and monitoring and evaluation. The following steps were followed to conduct this assessment and provide robust evidence-based recommendations for the SASPp programme team to take forward:

1. A literature review on gendered vulnerabilities and gender dimensions of adaptive social protection systems and what works to ensure they are gender-responsive and transformative.
2. A review of programme documentation to assess the gender-sensitivity in SASP's design and implementation, including assessing how gender is considered across the programme, and what types of activities are tailored to respond to differential needs of women and men.
3. Key Informant Interviews with staff from the World Bank at headquarters and in-country and national stakeholders of the programme.

Findings on the gender-sensitivity of the SASPp

SASPp programme design

The gendered analysis of **targeting** explored two dimensions: **eligibility criteria**, which indicates that targeting of the regular SASPp cash transfers is based on an income poverty assessment at the household level, which is done either through community-based targeting or household proxy means tests, while the shock-responsive components add a layer of geographic targeting and typically includes additional targeting criteria linked to climate shock vulnerability, but neither include explicit gender-related criteria. In four of the SASPp countries, women are explicitly selected as recipients of the cash transfer and accompanying measures in order to actively promote gender equality in contexts where women face severe vulnerabilities and barriers to income-generating activities. This has resulted in 85% - 95% of women receiving the programme's benefits in these countries.

The SASPp uses two main social protection instruments. **Cash transfers** are used in all countries, but there has not yet been a systematic analysis of the effect of the shock-responsive transfers on addressing gender vulnerabilities, including whether they have had an effect on curbing adverse gendered coping strategies. Five out of six of the SASPp countries have small **cash-for-work** components which contribute to building resilience and support adaptation. While the type of work may exclude women because of the physical nature of the work required or given their specific gendered life-cycle needs, evidence of explicit gender-responsive features to encourage women's participation, such as creche services, was found in Burkina Faso and Mali. The mobile creche programme in Burkina Faso is particularly well developed and has been growing on the basis of greater demand. The programme is currently being evaluated, and has shown important signs of

success, not only in terms of increasing women's access to work, but also as an important forum for concertation and consultation across education, health and social protection.

The SASPp has not systematically explored certain implications of the decision to transfer cash to women, such as the effect on GBV within the household. Information analysed indicates that community committees have been successful at mitigating domestic violence linked to the transfer, but robust evidence on this is missing.

The SASPp includes **accompanying measures** that work in similar ways in all six countries: The **human capital** promotion component aims to improve care-giving practices, this is mainly targeted at women, but it also involves men through community meetings to reduce the likelihood of negative coping responses during shocks, particularly affecting girls. This component specifically aims to address gender inequality and discriminatory social norms by involving both men and women in relevant thematic community sessions. The **productive inclusion** component promotes savings by programme beneficiaries (who are mainly women), supports the formation of savings and loans groups, and provides life skills training and technical support for business plan development, linked to small-scale investments in income-generating activities or in community assets. Preliminary information suggests that this component has been successful in promoting women's autonomy, economic agency, and gaining greater status in their households and community.

SASPp programme implementation and systems

The gender assessment explored several aspects of the SASPp's **implementation mechanisms**. **Community committees** have been set up through ASP in the six countries, with multiple functions including communicating relevant aspects of the programme's operation; sensitisation; checking programme progress; and, in most countries, receiving and addressing grievances and complaints. Despite these key functions, only in some countries does their training include some level of gender sensitisation.

The **delivery modalities** for the programme are different in each country, including transfers made through local payment institutions and mobile transfers. There are important knowledge gaps in regard to this from a gender perspective such as whether there are differences in access and control of resources depending on delivery modality; whether women feel or face security risks in the process or as a result of receiving the transfers, and how this changes during times of crisis, among others. The analysis of **enrolment and registration** from a gender perspective is also important. While a large share of participants are women, so far there is only anecdotal information about the barriers women may face in the process of enrolling in the programme, how they receive communication about the schemes to ensure that women and men understand what the shock-response transfers aim to do, the rationale behind the targeting criteria, and programme objectives.

Grievance mechanisms are also key components of programme implementation in terms of equity and accountability. Little information was found about women and men's access to and experience of grievance mechanisms, nor is there an analysis of whether women face challenges in raising complaints to community committees, given the highly patriarchal contexts.

System components

The systems underpinning the SASPp, which include Management Information Systems (MIS), social registries, and monitoring systems, are still evolving. The SASPp is assisting each of the countries to develop a robust **social registry** that enables a better targeted social safety net and a more efficient shock response. This likely leads to an underestimation of issues such as female poverty and vulnerability within the household, and it will not be possible to conduct more complex

targeting that goes beyond the level of the household, including for the shock-response components.

With regard to the programme's **routine monitoring and reporting**, the country-specific results frameworks include minimal-level indicators on gender, and there are no indicators relating to disability. There are specific indicators in Mauritania, Niger and Senegal which are more gender sensitive, for instance, an indicator to monitor the impact of business training on women's decision making inside the household, but these are only few and not consistent across countries. With respect to **evaluations, and assessments**, the SASPp has developed and implemented some activities aimed at increasing the understanding of gender-specific vulnerabilities and responses to shocks, to improve the opportunities for women to access and benefit from the programme. Evaluations of the cash transfer and accompanying measures are currently underway across the region with both quantitative and qualitative components and relevant questions to better understand gender dimensions of the programme, including around intra-household decision-making and behaviour. These should provide important information about the programme's gendered outcomes, particularly regarding its accompanying measures. There is less learning generated about the gender dimensions of other programme components— in particular, the adaptive and shock-responsive components of programmes across the region.

Research and learning are important components of the programme, so gender-based research should be a more systematic focus area for evidence-based planning. A few dedicated studies are underway to analysis gender-specific aspects of the programme which is important given that research and evaluation findings are used to inform programme design and scale up. Within the gaps in gender data and analysis, there is even more limited attention to, and discussion of, intersecting vulnerabilities, such as disability, age, and geography etc.

Institutional coordination, capacity, and actors, and policy coherence

The SASPp's institutional coordination and capacity in relation to gender has been limited. The information analysed did not indicate an attempt to include linkages with gender-focused ministries, gender institutional machineries, or other sets of actors (e.g. local actors) representing women and marginalised groups. There has also been limited expertise to drive or mainstream gender and inclusion throughout the programme and system. Partnerships with the World Bank's Gender Lab and the use of the Gender-Responsive Social Protection facility indicate efforts to reduce these gaps. However, more can be done to support capacity and skills across the programme, including strengthening the gender capacity of those involved in programme design and implementation. Building capacity in gender-related issues at all levels and with all partners, including international, national, and local, is necessary in order to promote institutional support for the programme to be more gender-responsive, as well as to have the practical inputs from staff on the ground to harness their gender knowledge into planning and programme implementation.

Recommendations

The following set of recommendations have been developed based on the findings emerging from this review. Through the design and development of the new phase of SASPp, the World Bank and DFID can work more closely to create a long-term vision and strategy to identify how the SASPp can be more gender-responsive and transformative. The following six areas are critical for the development and roll-out of the strategy:

Develop a gender strategy for SASPp: outline a clear vision for integrating gender into SASPp operations and achieving gender equality outcomes through the SASPp. In developing this strategy SASPp partners should consider the need for a senior gender advisor to support the programme at the country and regional level to support staff to deliver on these commitments.

Build capacity to understand gender and promote gender equality and inclusion: The current levels of capacity to promote gender and inclusion, including skills, knowledge, and attitudes are variable. Specific mechanisms to strengthen capacity include identifying local gender expertise to refine targeting approaches; integrate gender into delivery systems and M&E; and conduct gender training sessions for staff, implementing partners and community committee members.

Promote institutional structures to support actions that promote gender equality in SASP systems: Strengthened institutional structures and mechanisms are needed to support the implementation of a gender strategy and to facilitate attention to gender-responsiveness across the programme cycle and systems. These include establishing internal structures to facilitate leadership, collaboration and accountability on gender equality and inclusion; identifying specific roles and responsibilities for actors taking these gender-related activities and features forward; and encouraging networking and coordination with organisations outside the programme.

Amend programme design to address equality and inclusion: The review identified specific programme design elements which can be amended to promote equality and inclusion, such as incorporating indicators for gendered vulnerabilities in targeting and social registries for both routine and shock-response interventions; including gender-responsive provisions to ensure that women are able to participate and benefit from public works programmes; and choosing accompanying measures that address needs in times of crisis.

Strengthen routine M&E to inform programme design and implementation: The World Bank and DFID should improve the M&E systems of the SASP in relation to how it captures, reports and uses relevant gender-related data to inform programming and implementation. All programme data collected in the new phase of the programme should be disaggregated by sex, age and disability status wherever possible. Disaggregated data should be used to inform reporting and be analysed to strengthen the understanding of gendered differences and outputs, outcomes and impacts of the programme, both positive and negative.

Develop, implement and disseminate a gender-responsive research agenda: There are specific knowledge gaps in the programme which need to be filled with tailored gender analysis and further research and evaluation. The design process of the next phase of SASP and the development of the new M&E framework provide key opportunities to address the gaps identified and strengthen the gender-responsiveness of SASP. This should include a detailed plan for research uptake and use, identifying key stakeholders and decision-making processes that will be informed by research activities, and ensuring research and analyses are shared more widely to maximise the public good nature of these products. Country-specific studies, learning and experiences on gender issues need to be communicated and shared more effectively, across programme countries and with key country-stakeholders. DFID can support World Bank regional social protection experts conducting gender-responsive research in the programme by creating opportunities for enhancing lesson-sharing.

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List of abbreviations

AFD	Agence Française de Développement
ASP	Adaptive social protection
BMZ	German Federal Ministry for Economic Cooperation and Development
DFID	UK Department for International Development
DRR	Disaster Risk Reduction
EWS	Early Warning Systems
GBV	Gender-based violence
IDA	International Development Association
M&E	Monitoring and evaluation
MDTF	Multi-donor Trust Fund
PNBSF	Programme National de Bourses de Sécurité Familiale
SASPP	Sahel Adaptive Social Protection Programme

1 Introduction

1.1 Background and objective of the report

The Sahel Adaptive Social Protection Programme (SASPp) was launched in 2014 to support the design and implementation of adaptive social protection programmes and systems in six Sahel countries: Burkina Faso, Chad, Mali, Mauritania, Niger, and Senegal¹. The SASPp aims to build adaptive social protection systems that reach poor and vulnerable people to help them anticipate, absorb, and recover from covariate climate shocks (such as water scarcity, drought, and related conflict and migration) (World Bank, 2019).

The SASPp consists of activities to strengthen systems that provide regular cash transfers (usually linked to ‘accompanying measures’, and, in some countries, an additional cash-for-work component) to populations vulnerable to climate change impacts, and to allow for the delivery of shorter-term “shock-responsive” cash transfers in anticipation or in response to climate shocks.

Recognising the heightened risks and vulnerabilities that women face in the context of poverty, shocks, and stresses, the UK’s Department for International Development (DFID) commissioned HEART to carry out an assessment of the gender-sensitivity of the SASPp. This report assesses the extent to which SASP takes into account gender across all stages of the programme cycle, from design and implementation, to monitoring and evaluation. In light of the findings, it provides recommendations on how to strengthen gender responsiveness of the next phase of SASPp (2020-25)

The report seeks to answer the following questions:

- To what extent does the SASPp consider the differential needs of men and women, and girls and boys in relation to livelihood responses to climate shocks, and the differential gendered impact of programme activities? And to what extent does it use this information to inform programme implementation?
- Are intersecting factors, such as age and disability, taken into account in the programme design and implementation?
- Do monitoring and evaluation (M&E) systems drive learning and improvements to maximise programme impact on gender equality?
- Based on the above findings, how can the programme respond to the gaps identified, through a new phase of UK support to the World Bank multidonor trust fund?

1.2 Methodology

The analysis of the SASPp’s gender-sensitivity involved four components:

1. A rapid review of the international literature on gender-sensitive adaptive social protection, including evidence of what works and good practices, with the purpose of understanding how gender-responsive the SASPp is. The review included a rigorous search of grey and academic literature on good practices on gender and adaptive social protection which was undertaken over a two-month period. An analytical framework was developed through this review of the literature and was used to meet two objectives: i) to structure the findings of the literature

¹ The SASPp is funded by a multidonor trust fund (MDTF), managed by the World Bank. The MDTF has received major contributions from DFID, Agence Française de Développement (AFD), and a forthcoming contribution from the German Federal Ministry for Economic Cooperation and Development (BMZ) (World Bank, 2018).

review, and subsequent desk-based review and data collection activities; and ii) to identify the key guiding questions to be used to assess the gender-sensitivity of the SASPp.

2. Using the analytic framework developed, a desk-based analysis of key SASPp documents was undertaken to explore the extent to which components in the SASP respond to gender vulnerabilities and any good practice identified through the literature review on gender-sensitive adaptive social protection. This included analysis of programme documents shared by DFID and the World Bank, as well as specific country documents shared by World Bank country technical leads and other documents identified through the World Bank's website.
3. The analytic framework informed the structure of the eleven key informant interviews undertaken to build and test findings from the desk-based analysis, and increase understanding of how gender-sensitive programme design, operation, and evaluation in the six different countries has been. Interviews were held with DFID's social development advisor; World Bank technical leads in each SASPp country; and national government officials working on the planning and implementation of the programme in four countries.
4. Analysis of the programme documents and data were triangulated with the analysis from the interviews to produce clear recommendations for the next phase of SASPp.

1.3 Limitations

This was not an exhaustive review of the literature given the relatively limited time of 15 days over a two-month period and the consultancy team had no involvement in the SASPp prior to conducting this review. While some specific country documents were made available to the research team following interviews, no country-specific reports were received for Mali and Senegal. The short-time period also meant it was not possible to interview government officials from Senegal and Burkina Faso.

Given time restrictions and lack of access to some documentation and key informants some programme details, such as how the programme complements the IDA World Bank social protection programmes, may have been lost.

1.4 Structure of the report

The rest of this report is structured as follows. Section 2 presents and discusses the analytical framework and its key components linking adaptive social protection, shock responsive social protection and gender sensitive social protection. This section is informed by the rapid global literature review. The framework also outlines the key questions which are then used to guide the gender analysis of the SASPp which is presented in Section 3, drawing on desk-based analysis of SASPp programme documentation and key informant interviews. Recommendations for the programme's next phase are detailed in section 4.

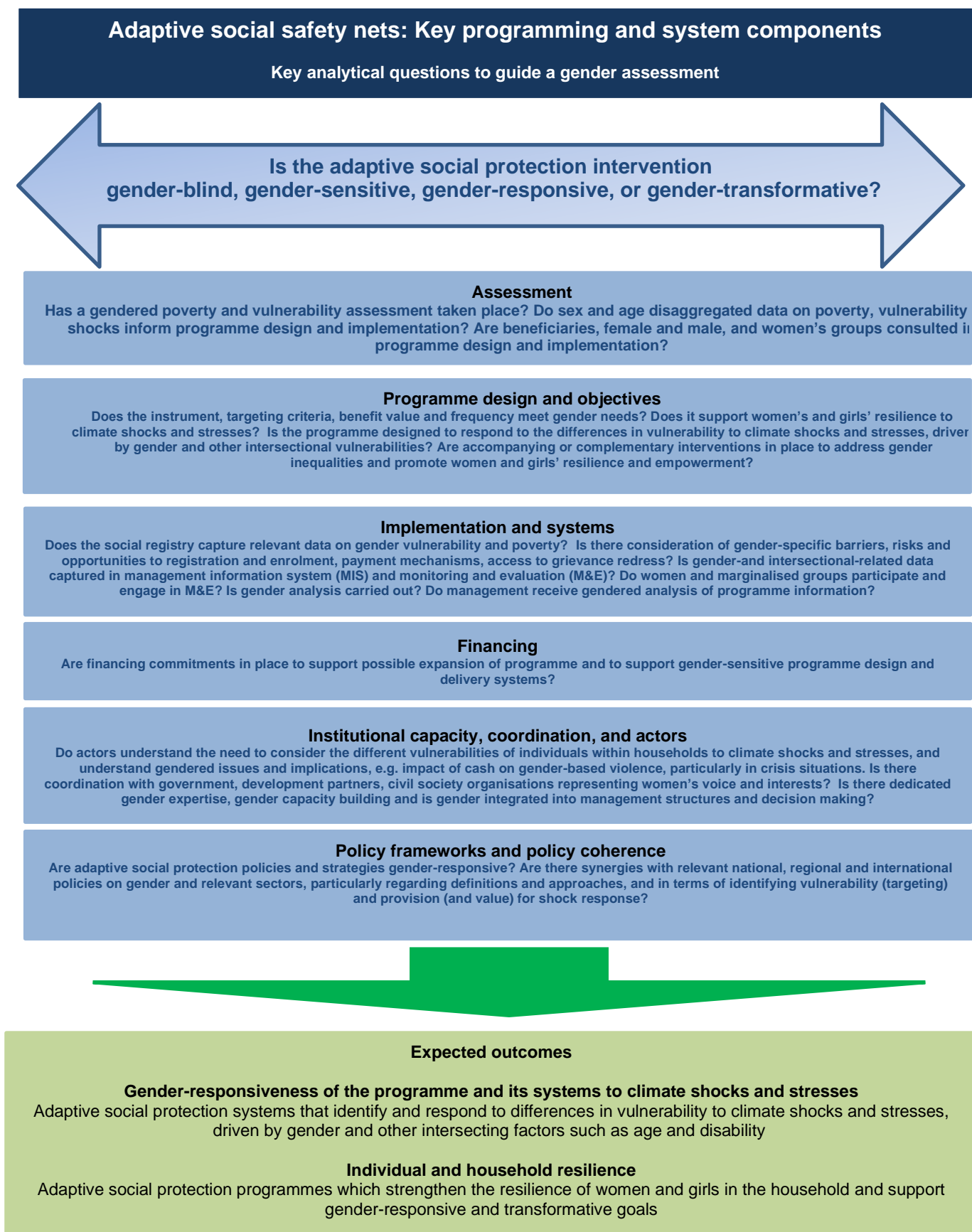
2 Adaptive social protection programming: a gendered analytical framework

To analyse SASPp from a gender perspective, we first reviewed existing gender and social protection analytical frameworks and the global literature on experiences of linking adaptive social protection, shock responsive social protection and gender sensitive social protection to develop an analytical framework to guide the analysis of the SASPp from a gender lens (Figure 1).

The analytical framework sets out the key features and components of an adaptive social protection system, and then identifies a number of key questions which need to be asked to understand how a programme recognises and addresses gender inequality and promotes women's empowerment along what is called a 'gender continuum' (also see UNICEF Office of Research – Innocenti, 2020 forthcoming). At one end of the continuum there is **gender-exploitative** (reinforces or exacerbates existing gender inequalities or is **gender-blind** and therefore either does not reduce inequalities, or makes them worse). As we move along the continuum we get **gender-sensitive** (identifies and acknowledges differences between men and women, and boys and girls, and addresses these differentials in order to meet programme goals), **gender-responsive** (explicitly aims to tackle and change gender norms and inequalities as part of the programme objectives), and finally **gender-transformative** (specifically aims to transform unequal gender relations and address the structural and root causes of discrimination through the social protection intervention).

The analytical framework has been designed to allow for an assessment of the adaptive social protection system itself (Cornelius, et al 2018), as well as the outcomes for women and their families. The key guiding questions would also be useful for future assessments of any ASP programmes.

Figure 1: Analytical framework: Key questions to assess gender-sensitivity of adaptive social protection programming



Sources: Adapted from Acosta, 2016; Ulrichs *et al.*, 2019; and UNICEF Office of Research – Innocenti, 2020 forthcoming

The sub-sections below discuss each of the components of the analytical framework based on a rapid review of international experiences of gender and social protection, adaptive social protection, shock responsive social protection and climate-responsive programming. The sections highlight best practices from international experiences and note key considerations for integrating gender into adaptive social protection practices.

2.1 Assessment of gender-responsiveness of adaptive social protection programmes

Collecting and analysing data that assess how climate change-related shocks may affect women and men differently is central to the design and implementation of adaptive social protection programming. Gendered vulnerability assessments that draw on disaggregated data can inform programme design and serve as a baseline by providing an understanding of the context and drivers of inequalities and discrimination, including social norms and practices, discriminatory legal frameworks etc., as well as identifying coping strategies available to men and women (Food and Agriculture Organization, 2018; Dekens and Dazé, 2019). Gender-sensitive indicators used in such assessments include: asset ownership and control over assets; access to food by different members of the household; ability for women to leave the house at different times and their safety when moving to other location (mobility); time spent on care work; family composition; access to basic services by household members, particularly children; and experience of gender-based violence (GBV). GBV is particularly relevant in the case of communities regularly affected by climate shocks, where rising stress may increase violence by men (Holmes, 2019). Although some data on these indicators can be found in nationally representative household surveys, additional data collection and analysis is often required to inform programme design (e.g. participatory assessments with targeted populations, quantitative and qualitative surveys).

2.2 Programme design and objectives

Targeting, eligibility criteria, and main recipients: Adaptive social protection programmes are usually targeted based on several poverty and / or vulnerability indicators at the household level. Gender-related indicators tend to be limited to female-headship at the household level, or individual categorical indicators, such as pregnant or nursing women in the household. Existing literatures showed little evidence of other ways in which gendered vulnerabilities are targeted in adaptive social protection programmes.

At the same time, in recent years, women have increasingly been identified as the main recipients of social protection – including ASP - programme benefits (Holmes, 2019). This is largely based on the assumption that women will prioritise household expenditure on children's needs, and that it may also increase women's empowerment as a result of increased control over household income. However, this approach may also lead to negative or unintended consequences on intra-household relationships such as physical or emotional abuse or controlling behaviour by men or reinforcing existing gender stereotypes. This highlights the need for proper sensitisation and proactive monitoring of these possible unintended impacts (Holmes, 2019; Hagen-Zanker *et al.*, 2017; Independent Evaluation Group, 2014). Clear communication and information about programme eligibility criteria and targeting procedures are needed at household and community-level, to reduce the risk of increased tensions and conflict within households, especially in highly patriarchal contexts and regions vulnerable to climate impacts, which may exacerbate women's and girls' vulnerability to violence (Holmes, 2019; Buller, et al 2018).

Design of cash transfers and cash-for-work: Evidence shows that cash transfers are an effective social protection instrument to mitigate gender-specific risks and vulnerabilities that

disproportionally affect women in times of climate shocks and stresses, by increasing households' consumption and spending capacity (FAO, 2018). Larger-size cash transfers can provide important benefits for households, and for women's empowerment in particular: they can enable women to save money to invest in productive assets (mitigation and adaptation) such as livestock, farming tools, fertilisers or non-farm assets, while also helping to avoid adverse coping strategies which typically impact women and girls, such as taking girls out of schools or incurring child marriage as a result of the shock (Holmes, 2019). The amount of the transfer can also be set to be responsive to women's lifecycle vulnerabilities and needs, for example by recognising the nutritional vulnerabilities of pregnant and breastfeeding women (Holmes and Jones, 2013).

Cash-for-work programmes are common instruments to support both women and men before and after climate disasters occur, through the availability of temporary employment and the creation of community assets and infrastructure to increase disaster preparedness (e.g. water wells and grain storage facilities). In many contexts across Africa, including the Sahel, patriarchal structure and social norms mean cash-for-work interventions are more likely to benefit men than women (Kabeer, 2009). Certain design and implementation features can encourage women's participation and ensure that the work created benefits communities in general and women in particular. Such features include:

- institutionalising quotas for women's participation at all levels;
- offering direct cash transfers to pregnant or nursing women so they can reduce the time spent working during these important times, or to the elderly or people with disability so they can benefit from social protection even if unable to work;
- providing childcare facilities to reduce time spent by women on unpaid care work and enable women with children to participate;
- offering women flexible working hours so that they can better balance their care work and income-generating work responsibilities;
- and working on the land of female-headed households, which are often labour-constrained and extremely vulnerable.

Offering a variety of tasks at a variety of levels of physical intensity (Holmes, 2019; Holmes and Jones, 2013; Naqvi, et al 2015) is also important as cash for work activities typically involve hard physical labour, which many women (and elderly, sick or men with certain disability) may not be best suited to do.

Accompanying programmes to support women's and girl's empowerment in the longer-term: Shocks and crises can undermine progress made towards gender equality and women's and girls' empowerment. Moreover, short-term programming often overlooks the potential for contributing and aligning to longer-term goals to transform gender relations and norms. Given women's heightened vulnerabilities in the context of crises situations, considering appropriate accompanying programmes that help build women's economic resilience, and link to protective services appear important for gender-responsive adaptive social protection programming. Examples of initiatives to strengthen women's economic empowerment and resilience while also providing appropriate protection include:

- communicating positive messages on gender equality and women's rights to beneficiaries and engaging men and boys through awareness and communication campaigns to influence positive gender outcomes, including reducing GBV and increasing joint decision making (Simon, 2018);
- linking cash transfers with training in budgeting, debt management, and banking services to help women save money and better manage debts, which can help reduce negative coping strategies and exposure to GBV (Berg and Seferis, 2015);

- the formation of collective savings groups (IASC, 2017);
- and linking cash-for-work beneficiaries to safe places and access to protection services (UN Women, 2016).

2.3 Implementation and systems

Identification, enrolment, and registration: Robust social registries are crucial to allow for flexible and rapid response of social protection in disaster contexts. Clear targeting criteria and identification of eligible households is needed for swift expansion. For gender-responsive targeting, indicators need to capture gendered vulnerabilities. For instance, horizontal expansion of transfers to households who have lost cattle or livestock during a drought will by-pass female-headed households if women do not own these assets, but these households will also likely face food insecurity and be impacted by the aggregate loss of livestock which will not be available for purchase in the market.

Payment / delivery systems: The choice of payment modality is very important for the programme's success and gender-responsiveness, particularly in times of crisis, when there are increased challenges to women's safety and mobility. Women may face unintended barriers to receiving payments – for instance, travelling to central locations when social norms limit women's mobility and put them at risk of GBV on the road. While the use of mobile technology might overcome this barrier, it might also exclude women and vulnerable groups with low levels of education or digital literacy, or those who do not have access to mobile phones or other banking mechanisms (Simon, 2018).

Grievance mechanisms: The effectiveness of grievance mechanisms hinges on their contextual appropriateness – particularly important from a gender perspective. For instance, if women are illiterate, they will not be able to write comments to place in a box; and in a context where women are not normally heard, it will be difficult for them to express their complaints to a community committee unless they are supported by other women who they trust and who listen to them (Jones *et al.*, 2010). In the case of adaptive social protection, access to grievance mechanisms is particularly important when the programme is expanding or changing to respond to a crisis: a functioning, accessible, and safe grievance mechanism is one way to help reduce potential exclusion errors that may affect women.

M&E systems: Gender-sensitive M&E systems track progress and assess the gender-related effects (positive and negative) of an adaptive social protection programme. Such a system should include both quantitative and qualitative data to capture additional dimensions of programme effects, such as intra-household dynamics or changes in women's agency. Particular attention should be paid in contexts of polygamous households, where intra-household dynamics may be particularly complex (Thakur *et al.*, 2009; Holmes, 2019). To be gender-sensitive, M&E systems should consider less visible and unintended changes that may occur as a result of the programme, including gender based violence. M&E systems must be appropriately designed, resourced and implemented to ensure that they capture key information in an ethical way and do not risk causing harm to beneficiaries.

Early warning systems (EWSs): EWSs are an increasingly important component of adaptive social protection, and whilst there is currently little documentation of women's experiences accessing and using EWS, some emerging evidence suggests that women may face particular challenges compared to men. Practical Action (Brown *et al.*, 2019) examine EWS in Peru and Nepal and find that women's lower education and literacy rates affects women's capacity to understand and act on early warning information. Marginalised women are often excluded from engaging in EWS initiatives, including their design, because of socio-cultural norms restricting their

participation and influence, resulting in gender-blind EWS and response plans. Pepper (2019) similarly argues that the lack of understanding around gender-specific needs leads to gender-blind crisis prevention and response planning. She recommends that technical capacity on gender, appropriate data and analysis and gender-balanced community engagement supports more informed and holistic crisis mitigation and response planning (Pepper, 2019).

2.4 Financing

Human and financial resources are needed to ensure programme design, implementation and M&E are at a minimum doing no-harm, and are gender-sensitive or gender-responsive depending on the context. As part of the budgeting and financing process for any adaptive social protection programme, an agreement should be reached in advance to ensure there is sufficient resource availability for gendered vulnerability analysis, targeting, enrolment, registration, and payment mechanisms.

There is currently very little evidence in the international literature relating to gender and adaptive social protection financing mechanisms.

2.5 Institutional capacity, coordination and actors

Strengthening staff capacity and setting up gender-responsive institutional arrangements:

A critical consideration for programme implementation is the effect of local socio-cultural norms, and staff bias, which can reduce attention to gender design features. Gender-responsive programmes include a focus on ensuring staff, decision makers, and community members involved in programme implementation understand the value and importance of considering the different needs and vulnerability driven by gender inequalities, and have access to gender analysis and gender mainstreaming tools. Relevant training and sensitisation activities should be carried out prior to the onset of disasters, to facilitate a rapid and gender-sensitive response once the disaster occurs (Holmes, 2019).

Engagement of both women and men in planning and delivery: Women are often marginalised from participating in programme policy and design, despite often being at the forefront of dealing with the impact of crises. Women should be involved in discussion on SASPP design and implementation at all levels – as social protection beneficiaries, with local gender-equality and feminist actors. However, women are often overlooked in planning or wider debates and the participation of women’s rights organisations in policy and programme formulation is underfunded by donor organisations (Holmes, 2019; Oxfam Canada, 2018). Men and boys should also be actively engaged in the gender-responsive components of any adaptive social protection system, to ensure they understand the benefit and value of these efforts for their households and community.

Strengthened coordination: Social protection, gender, protection, disaster response, climate and risk financing, and humanitarian specialists continue to operate in siloes (Holmes, 2019). There are numerous ways to overcome this, including establishing institutional coordination mechanisms, developing common gender-responsive strategies and goals through platforms for dialogue; creating common tools for gender analysis, assessment, and evaluation; and sharing evidence on the intersections between gender, humanitarian response, and adaptive social protection systems (*Ibid.*).

2.6 Policy frameworks and policy coherence

The alignment of adaptive social protection with national policies on disaster risk reduction (DRR) climate change, and/or gender equality is still nascent or non-existent in most countries. Ensuring policy linkages is critical to ensure that national programmes fit within a coherent policy framework and are aligned with ongoing gender equality and women's rights policies and strategies at regional and national levels.

3 Findings on the gender-sensitivity of the SASPp

This section discusses the findings from the gender assessment of SASPp which was conducted using the analytical framework and key guiding questions presented in Section 2. The gender assessment draws on programme documents and key informant interviews (discussed in methodology above) and focuses on SASPp programme design; implementation and systems; and coordination, capacity and actors.

3.1 SASPp programme design

3.1.1 Targeting

Eligibility criteria: document analysis and information from interviews indicated that targeting of the regular SASPp cash transfers is done based on an assessment of income poverty at the household level, using either community-based targeting through community committees or household proxy means tests. Geographical target is also done in every case, and a community validation process is followed to confirm results of the targeting. The targeting is not gender-sensitive: the indicators used for targeting are at the household-level only. Still, significant effort has been invested by the Bank to understand how to select individual recipients within the household, both through quantitative work in Niger and qualitative work in Burkina Faso. Despite this work, the Bank has not identified an optimal way of identifying individual beneficiaries that should be prioritised over selecting households. It is important to note, however, that without very strong and comprehensive individual level poverty and vulnerability assessment data, it is impossible to determine whether it is best to target at household or individual level. In particular, individual data on women's poverty and vulnerability should be the basis of programmes designed to address these problems.

The shock-responsive components add a layer of geographic targeting to include areas affected by climate shocks and typically include additional targeting criteria which can be linked to climate shock vulnerability, such as food insecurity at the household level, but with no explicit gender-related criteria.

While anecdotal evidence from interviews indicated that poverty targeting usually results in the inclusion of female-headed households (who are among the poorest households), from the data gathered, there is no evidence to suggest that this is an explicit targeting criterion. Some of the targeting criteria for the shock-responsive transfers could exclude women. For example, in Mali shock-responsive transfers can target households who lost livestock during a shock, but due to lack of asset ownership households with fewer male members who may be particularly vulnerable to the effects of the shock, may not receive support.

Looking forward, in one of the SASPp countries, Niger, the programme will test three different targeting methodologies as part of the next wave of enrollment, one of which will include at least one indicator reflecting gendered vulnerability: female household headship (Key informant interview). This could generate evidence about the value of using elements of gender-sensitive targeting for adaptive social protection programming across the region.

Selection of recipients: By design, in four of the SASPp countries, women within the household are selected to receive the programme benefits in order to actively promote gender equality in contexts where women face severe vulnerabilities and barriers to income-generating activities. In these four countries, between 85% and 95% of recipients are women. In line with global good practice, providing the benefits to women in the household has been implemented through a strong communication campaign in recipient communities, where community leaders – particularly men –

are sensitised about the rationale behind this decision to mitigate potentially negative or harmful effects. A common message used to justify this approach to men in the communities is that women usually carry the greatest responsibility for the care and nutrition of children. Women's role in caregiving work is known and accepted. While this reinforces gender stereotypes about women's and men's roles in the household, it has been useful to deflect potential tensions within the household and community resulting from men not being the main recipients.

In most countries supported by the programme women receiving cash and accompanying measures are mostly younger women (typically those under 40). While this is not the result of an explicit exclusion criteria, it may relate to the fact that older women in the household are usually more senior wives or mother in laws who tend not to have young children, and children are a primary focus of the SASPp. Similarly, the programme's productive inclusion accompanying measures are focused on younger households to target those with higher productive potential, but it does not explicitly exclude older women. While older women, who may be equally or more vulnerable to those receiving the benefits may be affected as a result, this narrower selection criteria reflects a trade-off by the programme in the context of limited resources. The programme's ongoing analysis of household structures is also important to understanding vulnerabilities within the household, and hence possible effects of the transfer. In particular, many program beneficiaries are multi-generational polygamous households and wife status may be an even more important determinant of vulnerability and resilience for herself and her children.

In Mali, women have not been targeted as the main recipients. Local team members determined that allocating women as the main recipients would not be politically and socially viable given the highly patriarchal gender dynamics at the community level, where men are the ones who receive income. However, key informants in Mali suggested that initial M&E data has shown weaker effect of transfers on household wellbeing and resilience when received by male household heads, so the programme will now conduct research to directly compare the effects on household resilience (metrics not discussed) when women compared to men receive the transfer.

The SASPp has studied the overlapping gaps linked to age and disability, which is central to understanding household structures and vulnerabilities within them. For instance, many program beneficiaries are multi-generational polygamous households and wife status may be an even more important determinant of vulnerability and resilience for herself and her children.

Data reviewed found that the SASPp has not explored the effects of shock responsive cash transfers on intra-household dynamic and decision making, or, more broadly, on the effects of programme participation on women's time poverty resulting from the unequal division of labour regarding domestic work and caring responsibilities. While anecdotal evidence from some SASPp countries suggests that community committees have been helpful in mitigating domestic violence linked to the transfer, robust evidence on this is missing.

Nevertheless, relevant research and evaluations are being conducted under the broader IDA-funded social protection programme that can support the gender-responsive design and effectiveness of SASPp investments. For example, ongoing research is exploring the effects of intra-household dynamics and impacts based on which wife within polygamous household receives the cash (see, for example, Premand *et al.*, 2018). This demonstrates awareness of how different gender dynamics affect vulnerabilities and coping mechanisms within households, and can potentially help tailor the design of the adaptive social protection transfer to increase its effectiveness and to avoid negative gender-related intra-household issues emerging from programme design.

There are several ongoing rigorous impact evaluations, all designed to measure the impact on women's economic empowerment of interventions which were themselves designed to address specific constraints to women's empowerment:

- A mobile creche accompanying programme in Burkina Faso is being evaluated to learn about its impact on women's economic empowerment (more details on the programme below);
- A regional impact evaluation of the productive inclusion accompanying measures includes a comprehensive set of women's empowerment indicators;
- In Mauritania, the World Bank is measuring intimate-partner violence and it is developing an evaluation that will enable it to assess the impact of the cash transfer, the productive inclusion package, the social promotion, and the couple's training pilot on intra-household dynamics and violence.

These evaluations are likely to take between 2 and 3 years which means that there will be more information and analysis on the gender responsiveness of the SASPp after they are concluded.

3.1.2 Choice and design of social protection instruments

Cash transfers: There has been no systematic analysis of the effect of the shock-responsive transfers on addressing gender vulnerabilities, including whether they have had an effect on reducing adverse gendered coping strategies, or had unintended negative consequences. Whether the amount, timing and delivery mechanism in crisis are gender responsive has not been systematically analysed either. Limited information available suggests that the amount of the transfer is enough to meet households' basic needs given that in some of the countries, such as Chad and Niger, women beneficiaries were not only meeting their children's nutritional needs but also saving and investing small amounts of the cash transfer before the productive inclusion component was introduced. These are important dimensions of the cash transfer that need to be further assessed and analysed.

Cash for work: Five out of six of the SASPp countries have small cash-for-work components which complement the social safety net system as these can help build resilience and support adaptation. Yet, in many contexts women may be excluded from accessing public works opportunities because the type of work required is often physically demanding, or because women have additional care responsibilities for young children. In the case of Niger, for example, the target for participation is 50% for men and women but women's participation is only 36%, perhaps due to self-selection given that the types of activities involved are not seen as feasible for women (Key informant interview with official).

In response to this challenge, some countries have explicit gender-responsive features to encourage women's participation. In Burkina Faso, a mobile crèche system has been developed to support participating women during the six months of their enrolment in the programme, while also promoting early childhood development for children aged 0 to 24 months. In Mali, there is no formal crèche support, but one of the activities undertaken by women participating in the cash-for-work programme is childcare. Given that in other countries, such as Chad and Senegal, introducing childcare options alongside the cash-for-work has not been a priority or not seen as feasible, it would be valuable to foster cross-country learning.

Accompanying measures: The SASPp includes accompanying measures that work in similar ways in all six countries:

The **human capital** promotion component aims to improve care-giving practices, mainly by women. This risks reinforcing traditional gender roles, where women are seen as responsible for care-giving roles. However, specific efforts have been made to promote the participation of others in the community, particularly fathers, to minimise the risk of reinforcing traditional roles and to promote opportunities to shift unequal gender roles and responsibilities. The component, which is strongly anchored on the support of community leaders, aims to increase knowledge and value of good practices such as adequate nutrition, care, girls' schooling, and the elimination of GBV child marriage and forced labour. This information is disseminated through community sessions which have an inclusive participation of men and women, as well as clear objectives, including reducing the likelihood of negative coping responses during shocks that would affect child development, particularly of girls². These sessions have strong messaging around gender equality, girls' development, education for girls, and in some countries (such as Niger) elements of sexual and reproductive health. By involving the broader community, and men in particular, there is an explicit intention to promote small shifts in care-giving roles, but the effects of these changes have not yet been evaluated.

The **productive inclusion** component promotes savings, supports the formation of savings and loans groups, and provides life skills training and technical support for business plan development (linked to the promotion of small-scale investments in income-generating activities or in community assets)³. Productive inclusion activities in most countries (in 4 out of 6) target women, with this component designed as an intervention to support women's empowerment. Initial information from programme reports and anecdotal insights from interviews suggest that this component has been successful in promoting women's autonomy, economic agency, and gaining greater status in their households and community (as they can now meet household needs and contribute to the development of community assets).

Observations by government officials in Chad who monitor the programme's operation in the communities noted that the productive inclusion activities are resulting in increased solidarity and women's group savings are being used to support each other during periods of climate shocks and stresses, as well as enabling women to contribute to larger expenses in the household which is critical to empowerment and resilience. The upcoming quantitative and qualitative evaluation of the cash transfer and accompanying measures planned for 2020 in four countries will include questions that pick up on some important gendered aspects of the programme and thus offers the chance to capture the gender dimensions of the results achieved by the programme in terms of women's economic empowerment, as well as changes to the role of men in productive activities and within communities and their resiliency; how women's economic gains have impacted on girls' and boys' wellbeing; and, importantly, how it affects their coping strategies during shocks. It is important that this opportunity is not missed.

3.2 SASPp programme implementation and systems

3.2.1 Implementation mechanisms

Community committees: Community committees have been set up through SASPp in the six countries, with multiple functions that are important to the programme's implementation capacity, including communicating relevant aspects of the programme's operation; sensitisation to rally the support of the community for potentially contentious elements of the intervention (such as women being the main beneficiaries); assisting in community-based targeting; checking programme

² Details about how the human capital components are implemented can be found in the programme's annual reports (e.g. World Bank, 2018).

³ More details about the contents of the productive inclusion component can be found in programme documents, such as World Bank, 2018; and World Bank, 2017.

progress; and, in most countries, receiving and addressing grievances and complaints, both to do with programme implementation and issues arising in households as a result of the programme (such as domestic violence or tensions between wives). While this summary of their functions makes clear that community committees require a good level of gender awareness in how they conduct their functions, only in some countries does the training received by the committees include some level of gender sensitisation, and even then, there is no evidence that the training fosters a sound level of gender awareness and responsiveness. In Mauritania, Chad, Mali, and Niger, two out of five members have to be women. According to respondents, the fact that the committees are represented by both men and women is seen as sufficient to address concerns about the committee's gender-sensitivity. While this representation of women is important, and it does increase the likelihood that the decisions and approaches to problem solving might be done using a gender lens, it does not guarantee the committee's ability to make all their decisions in a gender-sensitive way.

Delivery modality: The delivery modalities for the programme are different in each country, and include direct transfers made through local payment institutions (micro-finance NGOs) (in Niger and Chad), and mobile transfers (Burkina Faso). Where mobile transfers are used, there are at least one or two mobile telephones available in households, one of which can be made available to the beneficiary woman, who is given her own SIM card. Key informants perceive that mobile transfers have the potential to increase women's financial inclusion. There is scope, however, to test more systematically whether there are differences in access and control of resources for beneficiary women who need to borrow a phone with respect to those that own one.

Interviewees also noted that the mobility constraints often experienced by women because of social norms in the Sahel have not been a problem in terms of accessing the cash transfer payment, given that community-level sensitisation to the programme. However, there is no further evidence on experience receiving the payments, including how much time women spend receiving transfers; if they feel or face security risks in the process or as a result of receiving the transfers, and how this changes during times of crisis; if women have equal access to mobile phones and digital literacy; whether the modality of the payment influences women's control over the transfer (e.g. how does access to a mobile phone and digital literacy impact control as well as outcomes); and whether financial inclusion of women has actually increased and why, as a result of the transfers.

Enrolment and registration: There is limited documentation on women's experiences in enrolment / registration for the routine and shock-response programme components. Findings indicated that women are receiving transfers and participating in accompanying measures in high numbers in four of the countries where they are the main transfer recipients, but challenges remain in women's participation in the public works component. However, so far there is only anecdotal information from programme staff about the barriers women may face in the process of enrolling in the programme, particularly in the case of female headed households. One particular example of barriers faced by women comes from Senegal, where the programme initially targeted women as the main recipients of the cash transfer, but since one of the current conditions to receive payment is having a national identity card, which many women do not have, some have been replaced by their husbands as recipients.

There is also limited systematic evidence about how men, as household heads, are being included in the enrolment process to make sure they do not feel excluded or displaced by women receiving the benefits, and how the programme has overcomes any constraints they have faced in this process, for example, how they receive communication about the schemes to ensure that women and men understand what the shock-response transfers aim to do, the rationale behind the targeting criteria, and programme objectives. While there is practical knowledge about these

processes by programme implementation staff interviewed, this area of programme knowledge would merit more in-depth gender-sensitive research and analysis.

Grievance mechanisms: Little information was available (or found through this review) about women and men’s access to and experience of grievance mechanisms. Although information from several countries highlights that this is one of the functions of the community committees (which include men and women, by design), and that they resolve or channel grievances and problems arising from the programme to implementing NGO staff, one of the key challenges is that clear operational guidelines do not seem to be in place, nor is there an analysis of whether women face challenges in raising complaints to these community mechanisms, given the highly patriarchal contexts in which the programme is being implemented.

3.2.2 System components

The systems underpinning the SASPp, which include MISs, social registries, and monitoring systems, are still evolving. Many are still nascent and are being developed with technical assistance and support to governments.

Social registry: the SASPp is assisting each of the countries to develop a robust universal social registry (USR) that enables a better targeted social safety net and a more efficient shock response. The establishment of these social registries are at different stages, the majority nascent or emerging. Where they have been established, USR have data both on households and individuals. Data female beneficiaries, for example can allow for gender sensitive statistics to be calculated. However, more comprehensive individual level data could facilitate a more fine-grained analysis of the level of vulnerability of different household members. Until this is further developed, to include a broader range of variables, it is likely there will be an underestimation of issues such as female poverty and vulnerability within the household, and it will not be possible to conduct more complex targeting, including for the shock-response components.

Monitoring, Evaluation and Learning: Three key areas of focus are important to look at within monitoring, evaluation and learning: i) routine monitoring and reporting of the programme ii) evaluations and assessments and iii) how learning and evidence is shared across the programme and used to inform programme design and implementation.

i) Routine monitoring and reporting of the SASPp

To understand how SASPp monitors and reports progress relating to gender the country-specific results frameworks and the World Bank and DFID SASPp results frameworks were examined.

M&E systems are still nascent in most countries and their functions are still quite basic. As such, there is very little evidence at this stage on whether the ASP components work let alone whether they work better for some members of the beneficiary households over others. Country-specific results frameworks still include minimal indicators on gender, mainly related to disaggregating programme coverage by men and women (Burkina Faso, Chad, Mali, Mauritania and Senegal report direct beneficiary numbers disaggregated by sex). There are no indicators relating to disability. In Mauritania, an additional indicator includes “number of Tekavoul beneficiaries who participated in the gender-transformative discussion groups or attended community level gender-sensitization activities (households)” and in Niger, additional indicators include “percentage of women who participate in GERME (business) training” and “women with children who undergo malnutrition and child development screening”. Only an additional indicator from Senegal goes beyond reporting project beneficiary numbers to monitor the “impact of the Programme National de Bourses de Sécurité Familiale (PNBSF) on women's decision making inside the household”.

Similarly, the SASPp results framework presented in Annual Reports show that in the World Bank results indicators framework there are sex-disaggregated indicators on beneficiary numbers. In the DFID results indicators table, however, there are no gender-specific (or intersectional) indicators.

Internal programme documentation also reflects this gap, with minimal reporting and limited in-depth discussions on gender issues. Whilst gender was presented as a thematic area in annual reports prior to 2018, the format has been subsequently changed and this standalone theme is now longer present. In addition, one of the challenges faced by the programme is that, apart from the data collected by the programme, national statistics do not always publish sex-disaggregated data at the local level. This means that some local level data may not be analysed in terms gendered outcomes using these statistics. According to interviewees, a greater demand for sex-disaggregated data for the purpose of SASPp analysis may result in stronger data collection efforts by the government.

ii) Evaluations, and assessments

The SASPp has developed and implemented a number of activities aimed at increasing the understanding of gender-specific vulnerabilities and responses to shocks to improve the opportunities for women to access and benefit from the programme. However, these activities are limited, and vary based on country context and programme component.

According to interviews with World Bank officials, evaluations of the cash transfer and accompanying measures are currently underway across the region. These evaluations include both quantitative and qualitative components and have relevant questions designed to better understand gender dimensions of the programme that are not as visible from its standard M&E reporting. For example, issues around the role of men and women in the household and their decision making capacity before and after receipt of activities with regard to the use of financial resources. The evaluation should provide important information about how the programme is contributing to women's agency and economic empowerment through the accompanying measures (particularly the productive inclusion component), and whether this is contributing to building their resiliency and reducing negative coping strategies in case of shocks.

Most attention has been given to analysis and evaluation of the programme's accompanying measures (human capital development and productive inclusion) which have a very distinct gender-sensitive design. There is much less learning generated about the gender dimensions of other programme components, in particular the adaptive and shock-responsive components of programmes across the region. For example, no learning is being generated about the coping strategies available to women and the effects of coping strategies on different household members women's access and participation in EWSs and the gendered impacts of the shock-response programme components.

iii) Sharing learning, and informing programme design and implementation

Research and learning are important components of the programme. Research is commissioned by the World Bank with the specific function of informing future programme design, programme adaptation and scaling. As such, gender-based research should be a more systematic focus area for evidence-based planning. Moreover, there is a significant gap in attention to, and discussion of, gender and intersecting vulnerabilities, such as disability, age, and geography.

While evaluations and pilots undertaken by the Bank are not instantly responsive or adaptable to all new findings and learnings, where gender-specific research has been conducted with the purpose of informing programme design there are indications that it has been successful. For instance, the design of the SASPp's accompanying measures was informed by a careful

assessment by a team of economists and anthropologists of the social and economic vulnerabilities and social norm-related barriers faced by women in Niger, including an analysis of international good practices on how to promote economic empowerment and resilience. In Mauritania, the couples' training intervention which is being piloted and evaluated is explicitly designed to be scalable in the future rollout of the programme, if it is found to be effective.

As noted above, a few dedicated studies are underway to analysis gender-specific aspects of the programme. These are mainly focused on programme design and outcomes, such as those on polygamous households in Niger, the planned studies on intra-household gender dynamics and GBV, and studies of the crèche system introduced in Burkina Faso in support of the cash-for-work programme.

Given the time it takes for research to inform programme design, however, data collected on gendered vulnerabilities and risks which focuses on the implementation of accompanying measures, has not yet informed the shock-response design of the programme. More could be done to link up, use, and learn from data on gender from other relevant sectors, for example climate, DRR, humanitarian response., to inform appropriate design and implementation of shock-response features (appropriate value and frequency of the transfer, appropriate types of work to be implemented in public works components etc.), and to inform the potential design of accompanying measures needed specifically in times of crisis to respond to the different needs of women and men, and boys and girls. The World Bank needs to continue working with all partners, Governments, NGOs and other multilaterals, to increase awareness of research conclusions and the implications of new knowledge generated for programme design.

3.3 Institutional coordination, capacity, and actors, and policy coherence

The SASPp's programme tries to foster institutional coordination between the ministries which house its different components, as well as coordination with other important institutional players in charge of food insecurity and EWS, which requires significant time and effort. This leaves little appetite in countries to have more collaboration and coordination with additional ministries, including those in charge of gender, as it would entail greater complexity in programme operation. Similarly, while there is a focus on strengthening institutional coordination mechanisms between social protection, climate shock response, and DRR actors, there do not seem to be linkages with gender-focused ministries, gender institutional machineries, or other sets of actors (including local actors) representing women and marginalised groups. As a result, institutional capacity and coordination in relation to gender has been weak even if it is critical to foster positive synergies to foster gender sensitive social protection.

At the moment, there is no broader engagement or linkages from the SASPp with gender-focused policy at regional or country level, although in some countries such as Chad and Niger, national social protection policy policies give attention to gender. While there are currently no specific linkages between these policies and the SASPp, promoting gender-responsive adaptive social protection provides the opportunity to build greater policy synergies.

There has also been limited expertise to drive or mainstream gender and inclusion throughout the programme and system. This is due to several reasons, including limited forward planning in relation to mainstreaming gender, a lack of financial resources behind gender-responsive issues and limited specialised technical expertise within the programme. Additionally, there has been a historical disconnect between the various sectors which adaptive social protection seeks to bring

together, predominantly climate, DRR, humanitarian response, and social protection, which makes it difficult for staff to have expertise across these areas, in addition to having the ability to think through a gender lens across them. Attempts have been made to address these gaps in the SASPP, including building a partnership with the World Bank Gender Lab, and utilising in-house facilities such as the Gender-Responsive Social Protection facility. However, more can be done to support capacity and skills across the programme, including those involved in programme design and implementation. Building capacity in gender-related issues (at all levels, including development partners, national, and local) is necessary in order to promote institutional support for the programme to be more gender-responsive, as well as to have the practical inputs from staff on the ground to harness their gender knowledge into planning and programme implementation.

4 Recommendations

The following set of recommendations have been developed based on the findings emerging from this review. They focus on identifying how the SASPp can respond to the gaps discussed in the review through a new phase of UK support to the multi-donor trust fund. Through the design and implementation of the new phase of SASPp, the World Bank and DFID can work together to create a long-term vision and strategy for how the SASPp can be more gender-responsive and transformative, taking into account intersecting vulnerabilities such as age and disability. The following six areas are critical for the development and roll-out of the strategy.

4.1 Develop a gender strategy for SASPp

Many of the gaps, risks and missed opportunities discussed above are a result of a lack of focus on making the programme as a whole gender-responsive. This is partly driven by the lack of a strategy on gender equality and therefore a lack of higher-level ambition and leadership on gender equality. In the absence of a strategy, the attention to gender equality has largely been focused on ad hoc, individual features or pieces of work, rather than setting out a coherent approach to addressing gender inequalities through the programme design and its systems, in core foundations of social protection and its adaptive social protection focus.

The World Bank and DFID should lead a process to develop a clear vision for integrating gender into SASPp operations and achieving gender equality outcomes through the SASPp. Once this vision is agreed, the World Bank and DFID should develop an accompanying strategy to deliver this gender equality vision. SASPp partners should consider the need for a senior gender advisor to support the programme at the country and regional level to empower and equip staff to deliver on these commitments.

4.2 Build capacity to understand gender and promote gender equality and inclusion

Capacity to promote gender and inclusion, including skills, knowledge, and attitudes are variable. The World Bank should assess existing capacity across staff, NGO partners collaborating in the programme, and community committee members, to have a clear picture of capacity, knowledge and attitudes in relation to gender and intersectionality. This could be done through a small questionnaire developed using some of the questions in the analytical framework presented above, adapted to the level of involvement of the different actors in the programme. Donors should support the development of tailored capacity building interventions to provide sensitisation and access to other gender mainstreaming tools for the different types of programme actors and implementers.

Specific gender mainstreaming mechanisms include:

- conducting gender training sessions to increase staff, implementing partners and community committee members' understanding of gender, and ability to implement activities that are inclusive and respect differences driven by gender. Engagement with community committees should take into account other training that these committees have received from other actors, and the time burden of training, given the multiple responsibilities these committees have.
- Developing implementation manuals with clear guidance on the gender aspects of the programme in design and delivery.

- In countries where many implementing staff are male, increase their capacity on gender awareness (through training, access to manuals etc.) and consider training women as programme implementers, and / or providing women beneficiaries with programme leadership skills and training. appointing a gender advisor to provide support to the programme at the country or regional level in order to foster greater responsiveness to gender concerns in planning and analysis to help generate opportunities for identification of needs, evidence generation and planning according to the context in each country.

developing gender indicators to measure and compare women's and men's experiences and programme outcomes, conducting gender budgeting analyses, and conducting gender audits to assess and check the institutionalisation of gender equality into programming.

4.3 Promote institutional structures to support actions to promote gender equality in SASPp systems

Strengthened institutional structures and mechanisms are needed to support the implementation of a gender strategy and to facilitate attention to gender-responsiveness across the programme cycle and systems. Key priority areas for this include:

- Establish internal structures to facilitate leadership and collaboration on gender equality and inclusion. For example, this could involve identifying a senior gender lead in each of the country teams who is responsible for driving forward the gender focused objectives and who promotes coordination, learning, accountability, and fosters the uptake of relevant knowledge into country level planning. This role should be reflected in the individual's objectives and performance assessment. Country-leads could disseminate learning to promote regional evidence-sharing.
- Identify specific roles and responsibilities for actors taking these gender-related activities and features forward. For example, ensuring that all terms of reference, memoranda of understanding, or standard operating procedures include minimum requirements on gender, such as collecting gender-disaggregated data, generating relevant gender-responsive indicators, carrying out gender and intersectional analysis etc.
- Encourage networking and coordination with organisations outside the programme to enhance knowledge-sharing to strengthen SASPp understanding of the gendered vulnerabilities to climate shocks and stresses, and to build knowledge of social protection as a tool to overcome these. For example, invite gender actors (ministries of women, women's rights organisations, civil society actors, including those representing people with disability, the elderly) to SASPp dialogues and workshops to engage these actors in social protection activities.

4.4 Amend programme design to address equality and inclusion

The review identified the following specific programme design elements which can be amended to promote equality and inclusion:

- Incorporate indicators for gendered vulnerabilities in targeting and social registries for both routine and shock-response interventions. These could include: sex of the household head, meals consumed by individual household members, division of labour among the household, migration status, individual asset ownership
- Identify local gender expertise, for example in local NGOs, or draw on gender expertise in World Bank Headquarters who could develop or commission tailored guidance, such as to refine targeting approaches and systems components (including data, information management) and increase attention to gender in M&E, tailored to the programme

- Include gender-responsive provisions to ensure that women are able to participate and benefit from public works programmes (such as mobile creches which are currently being successfully implemented in Burkina Faso, appropriate work, flexible hours)
- Develop clear guidance on making grievance mechanisms more gender-sensitive, with robust monitoring to assess whether female and male beneficiaries are able to access and use the mechanisms, the types of complaints made and mechanisms for response and redress.
- Further explore options for choosing accompanying measures (or linking social protection beneficiaries to other relevant services and interventions) which specifically address needs in times of crisis. From a gender perspective, given the types of risks and vulnerabilities that women face in crisis, the types of programmes or services that may be useful alongside a scaled-up safety net include protection services, additional access to basic services (including sexual and reproductive health services), and targeted nutrition support. At the moment, the human capital component of the accompanying measures provide some information on family planning and nutritional practices, as well as nutritional support. However, the sexual and reproductive health element of the accompanying measures could be strengthened.

4.5 Strengthen routine M&E to inform programme design and implementation

The World Bank and DFID should improve the M&E systems of the SASPp in relation to how it captures, reports and uses relevant gender-related data to inform programming and implementation. All programme data collected in the new phase of the programme should be disaggregated by sex, age and disability status where possible. Disaggregated data should be used to inform reporting, and be analysed to strengthen the understanding of gendered differences in outputs, outcomes and impacts of the programme, both positive and negative. This will require the inclusion of indicators that monitor aspects of the programme that are highlighted by this review as partially or completely gender-blind, and where important learning can be generated. Areas that would require routine monitoring from a gendered perspective, and/or the development of appropriate indicators include:

- The extent to which female-headed households and households with additional gender vulnerabilities are included or excluded as a result of current poverty targeting criteria.
- Changes in the economic activities and savings experienced by men and women as a result of the regular and shock responsive transfers;
- The number of men and women reached by shock responsive social protection, including the number of female headed households;
- The inclusion of gender vulnerability indicators in the poverty and vulnerability assessment, such as who owns assets within the household;
- The level of participation of women in community committees;
- Changes in behaviour, attitudes around gender equality, and experience of GBV;
- Differences in the experience of receiving transfers through different payment mechanisms for men and women and the accessibility by women to the technology needed for mobile transfers.
- Whether different types of payment modalities affect access and control of income.
- Effectiveness of the value and frequency of the transfer– both in the routine cash transfer and in the shock-response transfer - in meeting women’s needs and building resilience.
- Differences in the process of enrolment and registration in the programme for men and for women and whether information and communication are effectively reaching women.
- Barriers faced by women in participating in the programme and accompanying measures components (including socio-cultural, time or other barriers).

- Barriers or challenges to using grievance mechanisms faced by men and women, and whether community committees are the most approachable grievance mechanism for users, particularly women.

4.6 Develop, implement and disseminate a gender-responsive research agenda

There are specific knowledge gaps in the programme which need to be filled with tailored gender analysis and further research and evaluation. Whilst there is anecdotal evidence on a number of gender-related features, including how the programme is seen to be building women's resilience, these indicative findings need to be formulated into research and evaluation questions to be properly tested. The design process of the next phase of SASPp and the development of the new M&E framework provide key opportunities to address the gaps identified and strengthen the gender-responsiveness of SASPp.

An immediate recommendation is to ensure the evaluation planned for 2020 in 4 of the SASPp countries includes questions that address gendered aspect of the programme, and whether cash transfers and accompanying measures have had an impact on women's economic empowerment and gendered coping strategies during shocks.

Priority questions for future research include:

- What are the different experiences of climate shocks and stresses for different individuals (women, men, girls and boys), and what are the effect of intersecting risks and vulnerabilities for them? Such analysis would interrogate what it means to build resilience for women and girls in comparison to men and boys, and how this varies by intersecting characteristics, such as disability status and age, as well as identifying how different population groups potentially access EWSs and recover in the aftermath of a shock.
- How does the allocation of resources shift within the household in times of shocks and stresses, and what are the effect of short-term higher-value cash transfers on individuals and intra-household relations, including conflict and violence?
- Are women and men able to access, use and inform EWS? Do women face specific barriers to accessing or using EWS? Are women's inputs to EWS considered?
- What are the effects of programme participation on beneficiaries' time and gender division of labour, to identify whether the programme creates additional time poverty for women given women's existing care, domestic, and income-generating work.
- What are women and men's experiences in accessing and using grievance mechanisms?
- What are the effects of adaptive components on promoting women's resilience (specifically, the short-term cash transfers and EWSs, where they are in place)?
- Is the amount of the transfer, the timelines, or its delivery mechanisms in crises contexts gender-responsive?

Country-specific studies, learning and experiences on gender issues need to be communicated and shared more effectively, across programme countries and with key country-stakeholders. This can be facilitated through the presence of country gender focal points, as well as through regular briefings developed for each country which provide insights on learning in this area during the period.

The World Bank should put in place a stronger process of sharing research and analysis more widely to maximise the public good nature of these products, particularly in the area of gender-responsive ASP, where the evidence base is small. DFID can support World Bank regional social protection experts conducting gender-responsive research in the programme by creating opportunities for enhancing lesson-sharing. Raising the visibility of the context-specific risks and

vulnerabilities that women and girls face, and how the programme is seeking to address these can be communicated via various forums, including regular virtual or in-person meetings, awareness-raising workshops, documentation in annual reports, blogs or articles, and establishing a repository of gender-related learnings on the website.

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Annex 1: Interviewees

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Niger	Stephanie Brunelin
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Mali	M. Abdoulaye Samoura, Spécialiste en Résilience et Protection Sociale Adaptative (SRPSA).
Chad	Japhet Doudou, Coordinator, and Danielle Ndom, communications expert, National Cash Transfer programme.

* Interviews were sought with government officials from Mali and Senegal but the research team was not able to obtain contact details for the relevant key informants. The research team also wrote to ITAD to set up an interview but at the time of writing had not received a response.