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Gender-sensitivity Analysis of the Sahel Adaptive Social Protection Programme

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Sahel Adaptive Social Protection Programme overview

- The Sahel Adaptive Social Protection Programme (SASPP) was launched in 2014.
- It supports 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).
- It also supports national social protection systems to become more adaptive and responsive to shocks and stresses.

Key research 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? 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 multi-donor trust fund?

Methodology

1. **Rapid review of international literature** on gender dimensions of adaptive social protection systems and what works to ensure ASP are gender-responsive and transformative;
2. **Review of SASPp programme documentation** to identify key gender-sensitive components in design, how gender is considered, and activities tailored to respond to differential needs.
3. **Key informant interviews** with staff from the World Bank at headquarters and in-country and national stakeholders of the programme.

Analytical framework to guide a gender assessment of adaptive social safety nets

Is the adaptive social protection intervention gender-blind, gender-sensitive, gender-responsive, or gender-transformative?

Programme cycle and systems

Assessment
Programme design and objectives
Implementation and systems
Financing
Institutional capacity, coordination, and actors
Policy frameworks and policy coherence

Expected outcomes

Gender-responsiveness of the programme and its systems to climate shocks and stresses
Individual and household resilience, gender-responsive and transformative goals

Overview of key findings

- **Areas with strong attention to gender in design and implementation:**
 - Women are recipients of programme benefits in 4 countries
 - Accompanying measures include gender-responsive components and indicative findings suggest positive outcomes on gender equality and empowerment
 - Community committees' quota for women's participation
 - Research and analysis of specific gender-related issues
- **Areas with limited attention to gender in design and implementation:**
 - Only household level targeting criteria
 - Basic M&E indicators
 - Limited capacity and coordination on gender and inclusion
- **Gendered gaps in design and implementation:**
 - Shock-responsive elements (scaling up, EWS etc.)
 - Programme implementation and delivery mechanisms
 - Intersectionality with age and disability

Findings – Programme design (1)

Targeting explored two dimensions:

- **Eligibility criteria:** based on an assessment of poverty at the household level, with a combination of community-based targeting and household proxy means tests. The shock-responsive components add geographic targeting and additional targeting criteria which can be linked to climate shock vulnerability. ***Neither include explicit gender-related criteria.***
- **Between 85% and 95% of transfer recipients** in four countries **are women.** Aim is to promote gender equality in contexts where women face severe vulnerabilities and barriers to income-generating activities. ***The SASPp has not systematically explored implications of the decision to transfer cash to women, such as the effect on GBV within the household.***

Findings: Programme design (2)

Social protection instruments:

- **Cash transfers** are used in all countries, but 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 curbing adverse gendered coping strategies.
- **Cash for work** is implemented in five out of six of the SASPp countries. While the type of work may exclude women because of its characteristics 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.

Findings: Programme design (3)

Accompanying measures have positive gender-responsive features:

- **Human capital promotion** to improve women's care-giving practices, but it also involves men 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.*
- **Productive inclusion** component promotes savings by beneficiaries (who are mainly women), through savings and loans groups, and provides life skills training and technical support for business plan development.
 - *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.*

Findings: Programme implementation and systems (1)

- **Community committees** have been set up through the SASPp in the six countries. Women's representation is required in four countries. ***Despite multiple functions, only in some countries does their training include some level of gender sensitisation.*** Functions include:
 - Communicating relevant aspects of the programme's operation;
 - Sensitisation;
 - Checking programme progress;
 - Receiving and addressing grievances and complaints.
- **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.

Findings: Programme implementation and systems (2)

- **Social registries** are a key part of the SASPp but lack individual level data.
 - Household level data 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.*
- **Routine monitoring and reporting** of the SASPp - *country-specific results frameworks only 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.

Findings: Programme implementation and systems (3)

- **Evaluations and assessments:** the SASPp has developed and implemented a few 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.*
 - Upcoming evaluations of the cash transfer and accompanying measures should provide important insights about the programme's gendered outcomes.
 - *However, learning about the adaptive and shock-responsive components of programmes across the region is still missing.*
- *Research and learning* are important components of the programme, **so gender-based research should be a more systematic focus area for evidence-based planning.**

Findings: Institutional coordination, capacity, actors and policy coherence

- ***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.
- ***Limited gender 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. More can be done to support capacity and skills across the programme, including those involved in programme design and implementation.

Recommendations (1)

- **Develop a gender strategy for SASPp**
 - outline a clear vision for integrating gender into SASPp operations and achieving gender equality outcomes
 - consider the need for a senior gender advisor at the country and regional level
- **Build capacity to understand gender and promote gender equality and inclusion**, e.g. conduct gender training sessions for staff, implementing partners and community committee members
- **Promote institutional structures to support actions for gender equality in SASPp systems**
 - establish internal structures to facilitate leadership and collaboration on gender equality and inclusion
 - identify specific roles and responsibilities for actors taking these gender-related activities forward
 - encourage networking and coordination with organisations outside the programme.

Recommendations (2)

- **Amend programme design to address equality and inclusion**
 - incorporate indicators for gendered vulnerabilities in targeting and social registries for both routine and shock-response interventions;
 - amend targeting criteria to ensure women over the age of 40 are no longer excluded from the cash transfer and accompanying measures;
 - include gender-responsive provisions to ensure that women are able to participate and benefit from public works programmes
 - choose accompanying measures that address women's needs in times of crisis.
- **Strengthen routine M&E to inform programme design and implementation.**
 - Disaggregate programme data by sex, age and disability status
 - Use data and analysis to inform reporting and strengthen the understanding of gendered differences and outputs, outcomes and impacts of the programme, both positive and negative.

Recommendations (3)

- **Develop, implement and disseminate a gender-responsive research agenda:**
 - Develop 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
 - Communicate and share country-specific studies, learning and experiences on gender issues across programme countries and with key country-stakeholders.
 - DFID support World Bank regional social protection experts conducting gender-responsive research in the programme by creating opportunities for enhancing lesson-sharing.

Is the adaptive social protection intervention gender-blind, gender-sensitive, gender-responsive, or gender-transformative?

Assessment

Has a gendered poverty and vulnerability assessment taken place? Do sex and age disaggregated data on poverty, vulnerability shocks inform programme design and implementation? Are beneficiaries, female and male, and women's groups consulted in programme design and implementation?

Programme design and objectives

Does the instrument, targeting criteria, benefit value and frequency meet gender needs? Does it support women's and girls' resilience to climate shocks and stresses? Is the programme designed to respond to the differences in vulnerability to climate shocks and stresses, driven by gender and other intersectional vulnerabilities? Are accompanying or complementary interventions in place to address gender inequalities and promote women and girls' resilience and empowerment?

Implementation and systems

Does the social registry capture relevant data on gender vulnerability and poverty? Is there consideration of gender-specific barriers, risks and opportunities to registration and enrolment, payment mechanisms, access to grievance redress? Is gender and intersectional-related data captured in management information system (MIS) and monitoring and evaluation (M&E)? Do women and marginalised groups participate and engage in M&E? Is gender analysis carried out? Do management receive gendered analysis of programme information?

Financing

Are financing commitments in place to support possible expansion of programme and to support gender-sensitive programme design and delivery systems?

Institutional capacity, coordination, and actors

Do actors understand the need to consider the different vulnerabilities of individuals within households to climate shocks and stresses, and understand gendered issues and implications, e.g. impact of cash on gender-based violence, particularly in crisis situations. Is there coordination with government, development partners, civil society organisations representing women's voice and interests? Is there dedicated gender expertise, gender capacity building and is gender integrated into management structures and decision making?

Policy frameworks and policy coherence

Are adaptive social protection policies and strategies gender-responsive? Are there synergies with relevant national, regional and international policies on gender and relevant sectors, particularly regarding definitions and approaches, and in terms of identifying vulnerability (targeting) and provision (and value) for shock response?

Expected outcomes

Gender-responsiveness of the programme and its systems to climate shocks and stresses

Adaptive social protection systems that identify and respond to differences in vulnerability to climate shocks and stresses, driven by gender and other intersecting factors such as age and disability

Individual and household resilience

Adaptive social protection programmes which strengthen the resilience of women and girls in the household and support gender-responsive and transformative goals