

AFRICA REGION
GENDER
ACTION PLAN

FY 18-22



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FY 18-22



WORLD BANK GROUP

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Introduction and Objectives

This Regional Gender Action Plan (RGAP) presents the broad approach that the Africa Region of the WBG will take to address gender inequality FY18-22. The RGAP is not intended to be an additional administrative burden for Bank staff, but rather to serve as a focal point, so that all teams across the Africa region of the World Bank Group (WBG) are all pulling in the same direction with our approach to addressing gender issues. The ultimate objective is to advance development for both men and women through operations grounded in robust evidence and informed country dialogue.

This RGAP replaces the previous RGAP for FY13-17 and is especially timely given the launch of a new WBG gender strategy in FY16, the recent shift in how the WBG identifies country level priorities with the introduction of Systematic Country Diagnostics (SCDs), and the change in the system that the Bank uses for monitoring gender integration in Bank operations. The new RGAP is also timely given the recent release of the Global GBV Task Force Report and associated Action Plan for Implementation, outlining recommendations to strengthen institutional tools, systems, and processes to prevent and mitigate the risks of sexual exploitation and abuse and other forms of gender-based violence in Bank-supported projects.

This RGAP starts from a discussion of five-well established priority thematic areas (section 2). While these areas provide a clear operational focus, there are emerging issues in the region for which there is a need to further strengthen the knowledge base. Section 3 discusses these frontier issues and how developing evidence can help lead to effective and scalable interventions. Section 4 provides the channels for implementing the plan and section 5 provides key indicators to monitor progress.

The five thematic areas that have been identified as encompassing the most pressing gender issues in sub-Saharan Africa are: reproductive health and demographics; gender gaps in schooling and issues around adolescence; gender gaps in agricultural productivity; gender gaps in entrepreneurship and access to jobs; and gender constraints related to fragility, conflict, and violence.

Frontier issues, where efforts will be focused on developing emerging evidence to fill knowledge gaps, include: social norms around 'manhood' and the importance of engaging men in projects to gain their support and to influence key norms and behaviors; occupational segregation by sex and the factors that may allow women to cross-over into more highly remunerated and profitable sectors that have traditionally been dominated by men; the importance of non-cognitive skills for women's ability to overcome the greater constraints they face as entrepreneurs and farmers; women's unequal roles in unpaid/domestic work and the impacts on productivity, time-use, and other outcomes of providing family care; and the effectiveness of interventions to address psychosocial health issues, such as the negative side effects of experiencing rape and other forms of gender-based violence.

The channels of actions through which the RGAP will be implemented include: integrating gender in country level strategic documents (SCDs, CPFs) and policy dialogue; integrating gender into WBG operations; and research/research-uptake to fill critical gender-related knowledge gaps and to ensure that new research influences policies and interventions. A guiding principle of this RGAP is that there should be a coherent and strategic approach to gender that starts with the analysis presented in the SCD, which then feeds into the overall country strategy outlined in the Country Partnership Framework (CPF), which in turn identifies the key areas where gender-informed interventions are called for in individual Bank-funded operations. At each of these stages, the Bank's work will be continuously refined based on emerging evidence generated by impact evaluations, lessons learnt during operations, and other research from inside and outside the WBG.

This RGAP was constructed through a consultative process and we would like to gratefully acknowledge the valuable comments and inputs provided during RGAP consultations with Practice Managers, Country Directors, and others who work in the region.

Themes

Theme 1: Reproductive Health and Demographics

Since 1990, maternal deaths in sub-Saharan Africa have fallen by 44 percent, yet rates are still high and the performance gap between rich and poor countries has doubled. Between 1990 and 2013, the gap in maternal mortality rates between the 10 worst and best performing countries globally went from 100 times to 200 times. The sub-Saharan Africa region now accounts for 66 percent of global maternal deaths (up from 57 percent in 2008), and African women's lifetime risk of dying from maternal causes is 1/36, compared to 1/4,900 for women in high-income countries.

Progress has been made in terms of women's access to health facilities, however many countries, especially fragile and conflict-affected states, still have a long way to go. Additionally, even where progress has been made on access, quality is often poor, with countries lacking trained staff, drugs, equipment, and basic facility infrastructure. The need to address these issues may intensify in the medium term, as the young age structure, high fertility rates, and high levels of unmet need for family planning seen across the region mean that even more pressure will be placed on health systems in the future.

Reproductive health outcomes are also impacted by social norms and practices, such as early marriage and childbearing. The twenty countries in the world with the highest rates of adolescent fertility are all in Sub-Saharan Africa, with an average rate across the continent of 100 births per 1,000 women aged 15-19. This is significant as births to this age group carry a higher risk of maternal mortality, with complications related to pregnancy and childbirth being the leading cause of death for these women in low and middle-income countries (WHO, 2011). Social norms may also discourage women from seeking care when there are not enough female doctors.

Across the WBG's regional portfolio, efforts to address maternal health and population growth include efforts focused on both demand and supply side issues. Demand focused activities include information and awareness campaigns to influence key reproductive health behaviors, and conditional cash transfers to encourage households to keep adolescent girls in school. Supply focused activities include the training of key health staff (especially women), and the provision of equipment and contraception. One model that has shown promising results on both supply and demand issues is results-based financing (RBF).

Theme 2: Gender Gaps in Schooling and Issues around Adolescence

The ability to work productively is one of the main assets that the poor have to lift themselves out of poverty. Therefore, gender gaps in education have serious consequences for poverty reduction and the inclusiveness of growth. Gender gaps in education also have intergenerational consequences, as educated mothers are more likely to send their daughters to school and the daughters of working mothers are themselves more likely to participate in the labor force as adults.

Between 1990 and 2013, African countries made significant progress increasing gender equality in primary enrolment: across Sub-Saharan Africa, the average Gender Parity Index (GPI), which measures the ratio of female to male enrolment rates, jumped from 78 percent to 93 percent. However, larger gender gaps remain in some West African countries, especially those in the Sahel, and in fragile and conflict affected states, with GPIs as low as 55 percent in Somalia, 66 percent in South Sudan, 74 percent in the Central African Republic, 77 percent in Chad, and 85 percent in Guinea, Niger, and Cote d'Ivoire.

On average, there has been slower progress closing gender gaps in secondary enrolment. Secondary education gives girls the opportunity to access advanced science and math and is necessary for access to tertiary education where the labor market returns are the highest. When girls participate in secondary education examinations, they generally perform as well or better than boys. Between 1990 and 2013, the average Gender Parity Index (GPI)

for secondary enrolment across the region increased from 76 percent to 86 percent. Larger gender gaps at the secondary and higher levels can be explained by a series of interconnected issues around socially assigned gender roles as girls reach adolescence: early marriage and childbearing; the greater burden that girls face with regard to household responsibilities; the prioritization of limited household resources toward boys' education due to lower perceived and/or actual returns to girls' education and social norms that put greater emphasis on men's role as the main breadwinners; risks of gender-based violence (GBV) at school and a lack of female teachers. For example, in terms of adolescent fertility, sub-Saharan Africa is the worst performing region in the world, with an average of 100 births per 1,000 women ages 15 to 19, and of the 20 countries in the world with the highest rates of adolescent fertility, all are in sub-Saharan Africa.

In a smaller number of countries in the region, there is a reverse gender gap, with boys dropping out in higher numbers. In these cases, it is just as important that we have a solid understanding of the specific constraints that keep boys out of school. For example, in Lesotho, the tradition of boys working as cattle herders has resulted in a ratio of female to male secondary enrollment rates of 136 percent. This is not only of importance to men's productivity and livelihoods, but also to peace and stability, with many countries increasingly concerned about the impact of large numbers of young, unemployed, and frustrated young men, unable to live up to social norms around masculinity and male roles.

There is now a solid body of evidence on interventions to keep girls in school and interventions to improve the transition to work for those girls who have already dropped out of school and are unlikely to return. These interventions target girls during adolescence and have strong impacts on reproductive behavior, including early childbearing. Adolescence is a critical stage in girls' lives, with the decisions they make during this period having large impacts on the rest of their lives and on the lives of future generations. Within the WBG's regional portfolio, efforts to close gender gaps in education will take account of and leverage the interlinkages between girls' schooling, reproductive behavior, and potential for successful school-to-work transition – for a more detailed look at this body of research, in the Africa Gender Innovation Lab's White Paper on youth employment (Chakravarty et al, 2017).

One group of interventions that has demonstrated strong impacts on girls schooling is conditional cash transfers. For example, a cash transfer program in Malawi increased girls' school attendance 3-4 times, and brought about significant reductions in early marriage, adolescent fertility, and HIV prevalence (Baird et al, 2010, 2012). There is also evidence that can help governments to design more cost-effective programs, by allowing them to target those who would benefit the most from conditional cash transfers and to focus interventions on the most critical periods of a child's life; evidence from a cash transfer intervention in Burkina Faso specifically highlights the greater impacts of conditional cash transfers on "marginal children", such as girls, who are less favored by parents for investments in their human capital (Akresh et al, 2013); while De Brauw and Hoddinott (2011) find that the impact of the conditionality was larger for children transitioning to lower secondary school.

For girls who have already dropped out and who are unlikely to return to school, we have strong evidence of the effectiveness of combined vocational and life skills training for enabling young women to better transition into the labor market. In Uganda, the Empowerment and Livelihood for Adolescents (ELA) program, which uses girl-only clubs to deliver vocational training and life skills training to adolescent girls (both in and out of school), had major impacts on incomes and reproductive behavior: participants were 72 percent more likely to be engaged in income generating activities, saw a 41 percent increase in their monthly expenditures, were 26 percent less likely to have a child, and were 44 percent less likely to have had sex against their will over the previous 12 months (Bandiera et al, 2014). A similar intervention in Liberia, the Economic Empowerment of Adolescent Girls and Young Women (EPAG) project, increased participants' employment by 47 percent, their earnings by 80, and had positive impacts on girls' self-confidence and household gender norms (Adoho et al, 2014).

Theme 3: Gender Gaps in Agricultural Productivity

Improving agricultural productivity is critical for the achievement of the WBG's twin goals in sub-Saharan Africa: the agriculture sector employs the majority of the region's workers, including the poorest, accounts for 30-40 percent of GDP, and makes a vital contribution to household food security. However, research shows that women farmers face a series of constraints that make them much less productive than their male counterparts.

The World Bank's *Leveling the Field* report (World Bank and ONE, 2014) finds that gender gaps in agricultural productivity range from 24 percent in Ethiopia to 66 percent in Niger. These gender gaps are underpinned not only by women's lower access to productive inputs (land, labor, fertilizer, improved seeds, and agricultural information), but also by their lower returns to these inputs. This has important implications for how we address the gender gap: for example, giving women in Southern Nigeria equal access to productive inputs would allow them to be just as productive as men, while this would not be sufficient in Northern Nigeria, where women receive lower returns to these inputs. Women's lower returns are likely driven by social norms, market failures, and institutional constraints. For example, in many countries agricultural extension services are aimed at men, so their design may not sufficiently consider the needs of women farmers. Women also usually tend to bear a greater burden for domestic tasks, which may impede their ability to supervise farm labor, leading to lower returns from that labor. Indeed, evidence shows that, compared to men, women in Malawi, Niger, southern Nigeria, and Uganda, suffer a larger reduction in their productivity with each additional child in the household.

Female-headed households face a specific set of constraints. These households tend to be smaller, so they have less labor to draw upon for farm work. They may also have less access to certain productive assets, especially land, as women often access such assets through male household members. Access to land is critical. Research indicates that weaker land tenure security is associated with lower levels of productive investments in land (Goldstein and Udry, 2008), and that interventions to strengthen land tenure security have stronger impacts on women's than men's productive investments (Ali et al, 2014). A detailed look at gender and property rights can be found in the GIL white paper on this subject (O'Sullivan, 2017).

Women farmers also have less access to export markets. This is significant as these crops are more profitable. For example, in Malawi growing tobacco, an export crop, is associated with a 71 percent increase in annual net income from crop activities per hectare of land. Yet tobacco is grown on only 3 percent of women-managed plots, compared to 10 percent of men-managed plots. Kilic et al (2015) find that women's lower involvement in cash crop farming (tobacco and cotton) drives the gender gap in agricultural productivity in Malawi.

Within the World Bank's regional portfolio, efforts to close gender gaps in agricultural productivity will address women's access and returns to productive inputs. In some cases, specific component or sub-components will be designed for and targeted at women, while in other cases non-gender specific projects will be designed with women's and men's different needs in mind, to ensure that all participants are able to benefit to the greatest extent possible. For example, attention will be paid to women's different time use patterns. Beyond productivity, there will also be a focus on the role of agriculture (and women's specific role within agriculture) in ensuring improved household nutrition.

Theme 4: Gender Gaps in Entrepreneurship and Jobs

Compared to other regions, women in sub-Saharan Africa are very active in the labor force, especially as entrepreneurs: sub-Saharan Africa is the only region where women make up the majority of those who are self-employed (World Bank, 2013) and the only region where the percentage of women who are self-employed is higher than the percentage of women in wage work.

However, women often move into entrepreneurship simply because there are too few opportunities for them in wage employment. As entrepreneurs, women face multiple constraints, resulting in lower sales, profits, value

added, and number of employees, compared to businesses owned by men. For example, in sub-Saharan Africa, almost half of informal firms with no paid employees are owned by women, compared to only 20 percent of those with six or more employees (World Bank Enterprise Surveys, informal module); Bardasi et al (2011) find that the average sales of women-owned firms are 13 percent lower than those of male-owned firms, even after accounting for the sector of operation; and Hallward-Driemeier (2013) finds that African firms owned by women achieve 6 percent lower value-added compared to those owned by men.

The constraints to women's entrepreneurship include: contextual factors (legal discrimination, social norms); endowments (education/skills, confidence, capital/assets, networks/information); and individual, household, and community preferences (allocation of household resources, risk preferences, time use). These constraints influence women's strategic choices, such as which sectors to enter and whether to formalize their businesses, and these choices in turn contribute to their poorer business outcomes. For example, women are less likely to operate businesses in more profitable sectors such as transport, manufacturing, and construction, and are more likely to be in less profitable sectors, such as commerce and hospitality. Women tend to divert a higher proportion of their capital to household expenses and invest less in their businesses (Fafchamps et al., 2014). While these expenses, such as school fees, are also important investments to break the intergenerational cycle of poverty, they also impede the growth potential of women's businesses. Women are less likely to formalize their businesses¹, reducing their options for accessing finance. Finally, women are also less likely to adopt advanced business practices (McKenzie and Woodruff, 2015). A more detailed review of the research on gender and entrepreneurship can be found in the GIL white paper on this issue (Campos and Gassier, 2017).

Wage employment is limited for both men and women in sub-Saharan Africa, but even more so for women. For example, across the region, around 13 percent of men are non-agricultural wage workers, compared to around 5 percent of women (World Bank, 2013). Additionally, women tend to work in lower paying and less secure jobs and are more likely than men to be unpaid workers and to work in the informal sector. For example, almost 20 percent of women in Sub-Saharan Africa are unpaid workers, compared to around 15 percent of men (World Bank, 2013), while the World Development Indicators suggest that Sub-Saharan African countries have an average of 63 percent of women in vulnerable employment, compared to 54 percent of men. The constraints to women's access to better jobs include their lower level of education and skills, occupational sex segregation, and women's greater share of various domestic responsibilities, such as child care and caring responsibilities for elderly, sick, and disabled family members, and fetching water or fuel. Underpinning many of these constraints are social norms.

Within the WBG's regional portfolio, efforts to improve business outcomes and access to jobs for women include support to help women overcome constraints related to their access to capital, skills, markets, and social norms. Activities to address capital constraints include cash grants and alternatives to traditional collateral for business loans. Activities to address skills constraints include vocational skills training, business incubators for women and alternatives to traditional management training, such as non-cognitive skills training. Activities to address women's access to markets include support to help women move up the value chain in agribusiness. Activities to address social norms include support to women to enter more profitable sectors that are traditionally dominated by men and the provision of child care, elder care, or other domestic caring services and improvements in water and transport infrastructure to counter women's greater burden for domestic tasks.

Theme 5: Gender Constraints in Fragility, Conflict, and Violence

Addressing development needs in fragile and conflict-affected environments presents a pressing challenge to the achievement of the Bank's Twin Goals. Evidence indicates that extreme poverty is rising in environments affected by fragility, conflict and violence, with an estimated 50 percent of the global poor expected to live in IDA

¹ For example, while household survey data for Sub-Saharan Africa in the I2D2 database indicate that women make up more than half of those self-employed in the non-agricultural sector, the World Bank Enterprise Surveys suggest that in Sub-Saharan Africa, only 17 percent of formal firms have majority female ownership.

FCS countries by 2030. The Africa Region is particularly affected by FCV, with 18 out of 35 countries included on the Bank's Harmonized List of Fragile Situations for FY2017. Most recent estimates from UNHCR's Global Trends Report indicates that globally over 65 million people were forcibly displaced at the end of 2016 because of persecution, conflict, violence or human rights violations (UNHCR, 2016). Forced displacement remains a challenge in the African region, with conflict and instability contributing to acute and protracted displacement situations in countries such as Burundi, Cameroon, Central African Republic, Democratic Republic of Congo, Ethiopia, Kenya, Nigeria, Somalia, South Sudan, Sudan and Uganda.

Research demonstrates how women, men, girls, and boys—as well as gender minorities²—are affected differently by violent conflict and peacebuilding processes. The immediate impacts of conflict, such as death and injury, disproportionately affect men and boys, while women and girls often suffer indirect effects such as malnutrition, exposure to disease, and lack of access to health services (Buvinic et al, 2012). Forced displacement and family splitting often contribute to rises in female- and child-headed households and can increase vulnerability to poverty and violence. Children often lose access to health and education services, with negative impacts on their cognitive and socio-emotional development from early childhood onwards. Additionally, gender-based violence (GBV) is often exacerbated by conditions of conflict and violence. Manifestations commonly include intimate partner violence, conflict-related sexual violence, sexual exploitation and trafficking and early/forced marriage.

Men and male youth also confront distinct vulnerabilities and difficulties both during and after conflict has ended. This includes issues linked to the socio-economic challenges of return for key populations, including demobilizing troops and/or displaced populations seeking access to land, assets and economic opportunities. Challenges are also linked to 'collapsing' or 'traumatic' masculinities, as men and particularly male youth are often unable to meet traditional expectations of manhood, due to a lack of education, skills and livelihood opportunities (International Alert 2016). This often leads to feelings of dislocation and psychological distress that can manifest in negative or maladaptive coping behaviors—including substance abuse and increased violence in the home—and can also increase vulnerability to recruitment to illicit networks or armed groups.

There has been growing recognition in recent years that men and women play multifaceted and dynamic roles in fragile and conflict-affected situations and that violent conflict often acts as a catalyst for the renegotiation of traditional gender roles. Evidence indicates that conflict can trigger unexpected gains in the political, civic, and economic participation of women and other marginalized groups (ICAN/CIS, 2010; Buvinic et al, 2012). However, women face multiple constraints to their expanded civic and economic engagement, including a lack of access to productive assets and capital, a lack of education, and a lack of technical skills. Additionally, the return of men to communities and households often accompanies a reversion to pre-conflict norms as men fill available labor market opportunities and attempt to re-assert control in the home. While a growing body of evidence indicates a positive correlation between women's participation in negotiation and peace processes and the likelihood of peace agreements being reached and implemented (UN Women, 2015), women's groups still often remain on the periphery of decision-making and peace processes.

Addressing the distinct gender-differentiated challenges that emerge in these environments is critical for longer-term recovery and peacebuilding, as pervasive gender disparities often reflect norms that help perpetuate conflict and instability. Research highlights a correlation between gender inequality, as measured through key indicators such as fertility rates and female labor force participation, and levels of inter- and intrastate conflict—for example, studies have indicated that the higher the level of gender inequality, the greater the likelihood a state will experience internal conflict (Caprioli 2005)—on the one hand, and between greater gender equality and state peacefulness on the other. As the FY16-23 World Bank Group Gender Strategy notes, addressing persistent gender challenges in FCS is therefore as much a security imperative as it is a development priority.

² Gender minorities are groups whose sexual identity, orientation or practices differ from the majority of the surrounding society, such as LGB and transgender people.

Within the Bank's regional portfolio, efforts to address gender dimensions of fragility, conflict and violence include: investment operations and analytical work addressing GBV prevention and response whether through standalone interventions or integrated in sectoral investments – including strengthening multi-sectoral response interventions such as health and psychosocial care, access to justice and police support, safe houses/shelters and livelihood support; pilot initiatives addressing norms around male identity; interventions targeting at-risk youth through integrated approaches combining livelihoods and economic interventions with cognitive and non-cognitive skills buildings; interventions addressing the gender dimensions of displacement, of particular relevance given increased financing through the IDA 18 Refugee Sub-Window; and the integration of gender considerations into demobilization and reintegration interventions.

Frontier Issues

The Africa region of the WBG will lead the way in generating knowledge on the effectiveness of innovative solutions to address a range of frontier issues. Much of this knowledge will be generated by the Bank's Africa Gender Innovation Lab (GIL), through impact evaluations, piloting promising approaches, and eventual scale-up.

The following paragraphs summarize some of the frontier issues on which the WBG will seek to build the evidence base during the RGAP. Other issues will be added as needed during the implementation of the plan.

Social norms around manhood and engaging men as allies for women's empowerment

Social norms around 'manhood' – commonly held beliefs about how men should behave in society and in their relations with women - have significant impacts on the perpetration of gender-based violence (GBV), decision-making on family planning, fatherhood and the division of parenting roles, intra-household control over assets, and risks of engaging in illicit activities or in violence associated with domestic or regional conflicts. Regarding parenting roles, the impact of social norms around fatherhood could be investigated in terms of the impact of father's as role models on early childhood development. Regarding the impact of social norms on violence and men's engagement in illicit activities, it may be particularly relevant to look at situations where formal institutions, policies, and laws have limited capacity, such as in fragile and conflict-affected settings. For example, there is evidence on the impact of programs that combine training and cash to prevent at risk men and ex-combatants from re-engaging in violence or other illicit activities. In Liberia, an impact evaluation from Blattman et al (2015) indicates that \$200 cash grants combined with Cognitive Behavioral Therapy reduced men's participation in violence and criminal activity for at least a year.

Prevalent social norms around men's role in society also means that interventions aimed at empowering women can engage men to leverage their social status and to ensure that efforts to empower women do not inadvertently result in increased domestic violence by making men may feel that their traditional social roles are being threatened. For example, in Burundi, an impact evaluation of a program to promote women's economic empowerment, found that adding a discussion series for men and women to discuss gender norms, led to improved attitudes to domestic violence (Iyengar and Ferrari, 2011). In Rwanda, the GIL will build on this work, in partnership with the Ministry of Gender and Family Promotion (MIGEPROF), with an impact evaluation to assess the impacts on IPV and women's empowerment of a couple's discussion intervention. During 20 sessions, over 6 months, participating couples discuss violence against women and the gender imbalance of power. They are sensitized to the potential benefits of mitigating this violence and learn concrete ways to address it. Finally, in the Democratic Republic of the Congo, the GIL is partnering with the International Rescue Committee on the Engaging Men through Accountable Practice (EMAP). The program engages men to reflect on how they can reduce and prevent intimate partner violence through 16 weekly group discussion sessions. The discussions explore existing understandings of masculinity and create more positive models of what it means to be a 'good' man, promoting self-reflection and pushing

men to analyze and change their own power and privilege. An impact evaluation of this work in DRC will measure impacts on the incidence of intimate-partner violence and women's socioeconomic empowerment.

There is also emerging evidence on the effectiveness of leveraging role models in communities to influence norms. In Niger, the *ecoles des maris* (husband schools) approach has been used to train model husbands (those with a stated commitment to good reproductive health practices) to disseminate information on the benefits of modern maternal health services. Initial results from one district suggest that the rate of attended childbirth increased from 15 percent to 74 percent, between the start of the program in 2008 and 2011 (UNFPA, 2011). The husband schools model is now being tested as part of the World Bank's Sahel Women's Empowerment and Demographic Dividend Project.

Occupational segregation

Occupational segregation by gender is a significant issue not only because it contributes to the gender wage gap and to lower profits and revenues for women entrepreneurs, but also because it likely represents an inefficient allocation of labor, with women and men doing specific jobs not because they have the best skills for those jobs, but simply because of their sex. Emerging GIL evidence from Uganda and Ethiopia suggests that access to information on differential returns and having a male role model play a role in allowing women to cross-over into male-dominated areas (Alibhai et al, 2017; Campos et al, 2015). Further GIL impact evaluations in Togo and Benin will test the efficacy of different types of training and information/sensitization campaigns in getting women to cross over into male-dominated sectors. Beyond this, the Bank could consider analytical work to explore the relative impact of different types of quotas for women's representation. Current evidence indicates that quotas can work, but that they be ineffective absent sufficient political and social will. For example, in the first elections after Senegal introduced a quota for women's representation in parliament, the proportion of seats held by women increased from 23 percent to 43 percent. Conversely, quotas for women's representation in parliament appear to have had little impact in Eritrea and Gabon.

Non-cognitive skills

Non-cognitive skills, such as initiative and perseverance, may be particularly important in helping women to overcome the specific and additional constraints they face. Emerging GIL evidence from Malawi suggests that non-cognitive skills are associated with women farming export crops (Montalvao et al, 2017). The next step on the research agenda is to test whether these skills can be taught effectively - the GIL is aiming to do this with an impact evaluation in Mozambique.

Unpaid work

Women bear a disproportionate burden for domestic/caring tasks and are overrepresented among unpaid workers in family businesses. Women are also highly active in unpaid community roles that are often directly relevant to the implementation of development projects, highlighting the need to integrate an understanding of women's unpaid work in operations. In the Democratic Republic of Congo Western Growth Poles Project, the GIL is conducting an impact evaluation that will test the impact of childcare services on women's agricultural outcomes, time use, and well-being.

Psychosocial health

There is emerging evidence on interventions to address psychosocial health. Psychosocial health is important because of its impact on overall wellbeing of men, women, boys and girls and also because of how it impacts on individuals' productivity. It is particularly important to look at issues related to psychosocial health in contexts where there is or has been conflict. In situations of conflict, for example, rape is often used as a tactic of war against women, while levels of intimate partner violence—often higher than rates of sexual violence—often remain elevated even after conflict has subsided. The Bank's LOGiCA trust fund, along with USAID, generated evidence from DRC which indicates that addressing female GBV survivors' mental health via cognitive processing therapy

reduced the probability of depression or anxiety from 71 percent to 9 percent; post-traumatic stress disorder from 60 percent to 9 percent, and function-impairment from “moderate” to “little”. Similarly, LOGiCA also supported the development of psychosocial assessment tools in Northern Uganda to measure local understandings of empowerment, psychosocial well-being, self-esteem and social connectedness in the context of conflict-affected women were developed and tested. These tools were developed to enable measurement of the aforementioned issues, with specific findings emerging in relation to the meaning of psychosocial distress in Northern Uganda in areas affected by the LRA. Psychosocial challenges confronting men, male youth and boys is also critical in both conflict and non-conflict settings. High rates of trauma or dislocation of masculine identity experienced by men and male youth in the context of instability and conflict may contribute to experiences of depression, frustration or other negative coping behaviors – including alcohol abuse – and many also contribute to perpetration of violence in the home. During the first few years of this RGAP, the GIL will be implementing an impact evaluation to assess the impact of a mental health intervention, Narrative Exposure Therapy (NET), provided to survivors of GBV in Eastern DRC under the IDA-funded Great Lakes Emergency Sexual and Gender Based Violence and Women’s Health Project. The IE will provide experimental evidence on the impact of NET on the mental health and socioeconomic empowerment of survivors of sexual violence in North and South Kivu.

Addressing project-related risks of sexual exploitation and abuse and other forms of GBV

The Gender Strategy and IDA 18 commitments both articulate a corporate commitment to increase GBV prevention and response programming across sectors in FCS and non-FCS alike. In October 2016, the Bank further established a Global GBV Task Force comprised of a panel of high level external experts to provide guidance to the Bank on how to strengthen Bank systems, tools and processes to prevent and mitigate against project-related risks of sexual exploitation and abuse (SEA) and other forms of GBV, particularly in infrastructure and area-based development projects.³ The Task Force was established in response to findings of the Inspection Panel investigation of the Uganda Transport Sector Development Project, which found evidence of a range of impacts related to sexual misconduct, exploitation and abuse, including with minors. The Task Force released its final report with findings and recommendations in August 2018, with attention in particular to: i) prevention of SEA/GBV through improve project risk assessment, community engagement and design and monitoring of systems to minimize risk; ii) strengthening speed and effectiveness of response should incidence occur, through well-functioning protocols and remedial actions; and iii) build capacity of all actors including the Bank, government, contractors and communities, to take on respective responsibilities for action to prevent and protect against risks of SEA/GBV. Task Force recommendations place considerable emphasis on prevention to ensure incidence does not occur in the first place, through strengthening social risk management system, through improved accountability through our legal agreements and procurement requirements, and through enhanced monitoring, including through Third Party Monitoring where necessary. The Task Force also emphasizes the need to build the enabling environment for Task Teams and clients to address these challenges more effectively.

In response to the Task Force Report, the Bank developed and released an Action Plan for Implementation in November 2017, which consolidates and groups the recommendations across key institutional areas with reference to the priorities of the Task Force Report. Ensuring implementation of Task Force recommendations is critical in order to ensure the proper identification and understanding of risk factors that may contribute to exploitation and abuse during project preparation, integration of key measures to address these risks and then continuous monitoring throughout the life of the project. Building Bank capacity to identify, understand and respond appropriately to these challenges is envisioned as an ongoing and long-term process that will require continuous reflection, adaptation and learning, as well as continuous communication and consultation with partners in civil society and communities where the Bank works, as the institution learns what actually works to protect against sexual exploitation and abuse and other forms of violence.

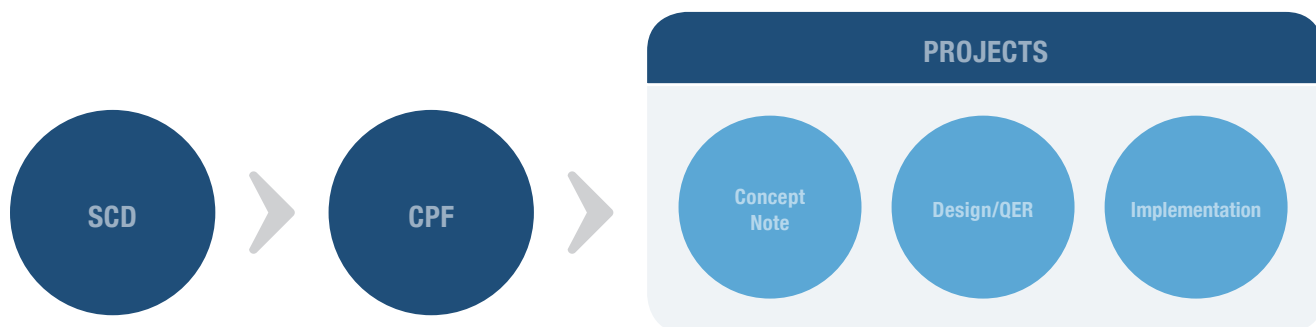
³ <http://www.worldbank.org/en/news/press-release/2017/11/08/new-action-plan-addresses-gender-based-violence-in-world-bank-operations>

Channels of Action

The RGAP will be implemented through 3 main channels of action: (1) integrating gender in country level strategic documents and policy dialogue; (2) integrating gender into WBG operations; (3) research and uptake.

A guiding principle of the RGAP is that there should be a coherent and strategic approach to gender that starts with the analysis presented in the SCD, which then feeds into the overall country strategy outlined in the CPF, which in turn identifies the key areas where gender-informed interventions are called for in individual Bank-funded operations. At each of these stages, the Bank's work will be continuously refined based on emerging evidence generated by impact evaluations, lessons learnt during operations, and other research from inside and outside the WBG (see figure 1). This approach is in line with the emphasis that the WBG gender strategy places on Country Management Units (CMUs) mapping the alignment of key gender constraints highlighted in the SCD, the CPF gender equality objectives, and the portfolio of operations. These tools should further be leveraged to highlight key risks related to GBV in a given country context that may have implications for World Bank investment operations. In terms of technical support to support the implementation of this approach in practice: the GPs will take the lead (through their gender and social development staff) to help teams integrate gender in individual operations (with on-demand support also available from the Africa Gender Innovation Lab for activities in the productive economic sectors); the Africa Gender Innovation Lab will continue to provide on-demand support to integrate gender into SCDs and CPFs, with CMUs financing this work. In terms of accountability mechanisms, CMUs will be responsible for ensuring that there is a consistent approach to gender starting with the SCDs, through to the CPF, the selection of priority projects, and finally to the integration of gender into operations, as measured by the Gender Theme Group's "gender tag" ratings – this will be formalized with a commitment to meet the corporate "gender tag" targets included in the MOU between each Country Director and the Regional Vice President.

Figure 1: Logical flow of gender-related work through WBG products, with related accountability and technical support



Accountability

- SCD: CMU checks gender reflected in constraints
- CPF: CMU checks for clear gender results chain and consistency with SCD
- Gender CCSA comments at CN/decision review for SCD/CPF
- Based on SCD/CPF, CMU identifies opportunities to integrate gender into projects
- GSURR checks for gender integration across projects wrt performance on gender tag
- CDs held accountable for CMU contribution to performance on gender tag via MOU with the RVP

Technical Support

- AFRGI provides on-demand support to SCD and CPF (financed by CMU)
- CN/QER/Implementation:
 - GP gender and social development staff provide technical support to individual operations
 - AFR Gender Innovation Lab provides on-demand support for activities in productive economic sectors

Integrating gender in country level strategic documents and policy dialogue

As outlined in the WBG Gender Strategy FY16-23, there is broad consensus within the WBG and among partner organizations that the WBG should continue with a country-driven approach to gender. In light of this, CMUs will continue to take the lead ensuring that gender is integrated into country-level analytical/diagnostic products and policy dialogue with clients.

Country level diagnostic and analytical work is the appropriate starting point for ensuring an approach to gender that is coherent and based on rigorous evidence. As the main upstream analytical tool to inform country strategies, it is essential that SCDs are informed by a deep understanding of gender. Integrating the most rigorous country level gender analysis into SCDs provides an opportunity to explicitly demonstrate the links between the most critical gender issues and the WBG's twin goals of poverty reduction and shared prosperity. The SCDs also present an opportunity to leverage regional and global evidence and lessons learnt in comparator countries. The RGAP places particular emphasis on ensuring that gender coverage in SCDs goes beyond the human development sectors, where gender has traditionally been well-covered, to the productive economic sectors, such as agriculture, entrepreneurship, and wage employment. As emphasized in the WBG gender strategy, where possible, gender analysis in SCDs should also be disaggregated according to ethnicity, disability, marital status, income level, location of residence, and migratory status.

The GIL is able to provide support integrating gender into SCDs and has worked on many of these products in the past in response to requests from Country Management Units (CMUs). In certain cases, the GIL is also able to conduct analytical work to fill knowledge gaps highlighted by CMUs. For example, in response to a request from the Lesotho CMU, the GIL identified female migration as a critical knowledge gap and subsequently produced an analytical study, "Female Migration in Lesotho: Determinants and Opportunities", which was used to inform the CPF.

The Poverty and Equity Global Practice will take the lead integrating gender analysis into Poverty Assessments.

CMUs will take the lead ensuring that policy dialogue on gender and key country level gender analytical and diagnostic work are embedded in CPFs and CPF Progress and Completion Reports. OP/BP 4.20 on Gender and Development calls for all CPFs to be informed by a recent country gender assessment (or similar product) and the WBG Corporate Scorecard sets a target for 100 percent of CPFs to integrate gender into their analysis, proposed actions, and monitoring and evaluation frameworks. However, this is a minimum bar. As the change in the WBG's approach to monitoring gender in operations (see below) shows, the Bank is placing increasing emphasis on ensuring that gender is integrated in a coherent and strategic way, with a clear results chain flowing from analysis, through to proposed actions, and monitoring and evaluation. CMUs may also identify key focal projects for deeper attention to gender as part of their forward planning, including during the development of CPFs. However, this may not be appropriate for all CMUs or CPFs, so this RGAP gives the freedom for each CMU to decide for themselves on the most appropriate way to integrate gender in each of their country portfolios. The GIL will continue to offer on-demand support to ensure that gender is sufficiently integrated into CPFs. This support can include the following: gender background notes that summarize relevant country level analysis, along with relevant regional or global evidence, and distill the key messages that should inform the WBG's country strategy; a review of the WBG's country portfolio to identify existing and pipeline gender activities and the most promising entry points for further work; and commenting on drafts of the CPF and providing inputs on an as-needed basis.

The WBG will use its convening power and its access to client country governments and other key institutions (e.g. civil society, universities, and development partners) to ensure that gender is included in relevant policy discussions. This work will also be led by the CMUs, but support may be provided by the Africa Gender Innovation Lab, Global Practice and CCSA Gender Focal Points. Given the impact of inequalities in national laws (such as unequal inheritance and property rights), one specific area of focus for policy dialogue that will stretch across all the themes of the RGAP will be legal reform.

Improving gender integration into World Bank Group operations

To ensure that our work has positive impacts on gender gaps on the ground, it is essential that we integrate gender into our operations. The Global Practices will take the lead on this work, through their gender and social development staff. To maximize the impact of gender support to operations, these staff will engage with operations teams at the earliest stage possible, preferably before formal concept note review. For projects that have a Quality Enhancement Review, this would provide a good opportunity to discuss more specific technical suggestions on improving the integration of gender into project design.

While over recent years the WBG and the Africa Region have increased the proportion of operations that integrate gender, there is a need to go further and ensure that the way we include gender is coherent and strategic. To this end, the Gender CCSA is rolling out a new system for monitoring gender in Bank operations. Rather than looking separately at gender in the three scoring dimensions (analysis, actions, M&E), the new system puts an emphasis on operations that deploy a coherent approach to gender with a clear gender-related results chain. The target is for 55 percent of Bank operations to be gender 'tagged' by the end of IDA 18. Country Director's will be held accountable for achieving this target will be via their MOUs with the Regional Vice President.

The need to pay specific attention in the regional operations portfolio to certain gender issues is highlighted by a variety of gender related policy commitments under IDA 18. These policy commitments are spread across the four pillars of the WBG's gender strategy, as follows:

Human endowments:

- All applicable IDA18 financing operations for primary and secondary education will address gender-based disparities, for instance, by incentivizing enrollment, attendance and retention for girls.
- All IDA18 financing operations for maternal and reproductive health will target the improvement of the availability and affordability of reproductive health services, including for survivors of gender-based violence.

More and better jobs:

- At least 75 percent of IDA18 financing operations for skills development will consider how to support women's participation in and improvement in the productivity of their economic activity, and/or consider how to reduce occupational segregation.
- At least two-thirds of all IDA18 financing operations in urban passenger transport will address the different mobility and personal security needs of women and men.

Access to assets:

- At least ten IDA18 financing operations and ASA for financial inclusion will address gaps in men's and women's access to and use of financial services
- At least ten Financial Inclusion strategies in IDA countries will provide sex-disaggregate reporting and put in place actions to target specifically women's financial inclusion.
- At least half of all IDA18 financing operations in the ICT portfolio will support better access to the Internet and better access to ICT services for women.
- Pilot data collections will be launched in at least six IDA countries to gather direct respondent, intra-household level information on employment and assets

Voice and agency:

- Increase the number of operations in fragile contexts which prevent or respond to gender-based violence, including through access to essential services and livelihood support activities for women (baseline: IDA16; see FCV).
- Implement the recommendations of the WBG Global Task Force on Gender-Based Violence, as applicable, within operations in IDA-eligible countries.

As indicated above, this RGAP has identified gender themes that are particularly important in sub-Saharan Africa. As part of the effort to ensure operational attention to these issues, specific indicators to monitor progress have been developed in conjunction with the relevant Global Practices and can be found in the Key Performance Indicators, below.

Research and research uptake

The GIL will continue to play a leading role in the generation and dissemination of cutting edge knowledge on gender. The GIL conducts impact evaluations and other research to generate evidence on what works and what doesn't work for closing gender gaps in the economic sectors. These evaluations cover projects implemented by the WBG, governments, aid agencies, private sector firms and nonprofit organizations.

To increase the adoption by projects of innovative evidence-driven interventions to close gender gaps the GIL will focus on the following: increasing awareness of GIL among task teams in priority GPs and country teams; providing technical support to task teams; tracking policy influence and monetizing this influence where possible - for example, current estimates show that the GIL has already contributed to operations with a total value of over \$600 million, with each \$1 that GIL has spent on research leveraging \$46 of operations.

The GIL has already been able to use its research to inform the design of innovative and scalable interventions in the region and beyond.

In Togo, a GIL impact evaluation comparing the impact of traditional management training versus personal initiative training (focused on non-cognitive skills) showed that the personal initiative training helped women to increase their profits by 30 percent, while the traditional management training had no significant impact. This successful intervention is now being scaled up in Bank operations in Mexico, Mauritania, Mozambique, and Ethiopia.

In Malawi, a GIL impact evaluation showed that combining business formalization with linkages to private banks led to large positive impacts on women's access to business bank accounts and insurance and a 20 percent increase in profits. Thanks to this evidence, the Trade and Competitiveness Global Practice now requires project teams to include complementary interventions to business environment reforms.

In Uganda, a recent GIL study of women entrepreneurs operating in male-dominated sectors showed that these women make 3 times more than those in traditional sectors and that the factors most people have focused on in the past (such as education and finance) are not the most critical for crossing over to male-dominated sectors. In reality, the factors that are most closely associated with women crossing over into male-dominated sectors are: access to information on the greater returns available in those sectors; and mentorship and early exposure to male dominated sectors, such as through a father or husband. The findings from this study are now being implemented in a US\$14 million subcomponent of an Education project in Congo and a Trade and Competitiveness GP program in Guinea.

GIL impact evaluations of programs targeting adolescent girls have directly influenced the design of the Sahel Women Empowerment and Demographic Dividend Regional Project (SWEDD). This US\$200 million joint World Bank-UN project was launched by World Bank President Jim Yong Kim and the United Nations Secretary General

Ban Ki-Moon in November 2013 to address both supply and demand side factors affecting women's sexual and reproductive health in the Sahel region. Thanks to the results of the GIL's impact evaluation of the BRAC-implemented Empowerment and Livelihood for Adolescents (ELA) program, all the countries in the SWEDD decided to include 'safe spaces' for girls.

Going forward, the GIL will increase its support for the use of evidence in operations. This will include (as funding allows): a) hiring at least one additional staff to work jointly with private sector practice colleagues on both analytical and operational tasks and maintaining the existing joint staff with GPs, b) conducting on-demand results workshops for practice groups and country teams, c) piloting a country-level Gender Innovation Lab in one country, d) embedding staff within key operations during preparation, e) conducting training during GP-thematic weeks, f) providing updates to country directors and relevant program leaders, and g) continuing communication efforts through blogs, papers, policy briefs and other modalities. Progress towards the goals of generating new research and getting it integrated into policy will be captured by measures listed in the Key Performance Indicators, below.

Key Performance Indicators

Theme/Channel of Action	Indicator
Reproductive health and demographics	# of operations addressing adolescent' girls or women's access to reproductive health, or nutrition services for mothers
Gender gaps in schooling and issues around adolescence	# operations addressing gender gaps in enrolment, completion, or learning outcomes
Gender gaps in agricultural productivity	% agriculture operations that are gender tagged
Gender gaps in entrepreneurship	% T&C/F&M (to be MTI/F&E from January 2018) operations that are gender tagged
Gender constraints related to fragility, conflict, and violence	# operations addressing GBV
	% operations in FCS that are gender tagged
	% of operations supporting refugees that are gender tagged
Frontier issues	# Impact evaluations with results
	# Pilots undertaken
	# Results taken to scale
Integrating gender in country level strategic documents and policy dialogue	% SCDs that analyze gender across human development and economic sectors
	% CPFs that integrate gender across analysis, actions, and M&E
Integrating gender into WBG operations	% AFR projects that are gender tagged
Research and research uptake	\$ value of projects using GIL lessons

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