WFP

World Food Programme

A Report from the Office of Evaluation

Full Report of the End-of-Term Evaluation of WFP's Gender Policy (2003-2007): Enhanced Commitments to Women to Ensure Food Security

Rome, August 2008

Ref. OEDE/2008/4

Acknowledgement

Team Composition

Independent Consultants
- Marcia Greenberg, Team Leader
- Michael Bamberger, Technical Advisor
- Ida Christensen, Data Collection and Analysis on Gender Balance in HR
- Judy Benjamin, Consultant, Rwanda and Goma Studies
- Marieme Lo, Consultant, Niger Country Study

Office of Evaluation
- Caroline Heider, Director
- Jeffrey Marzilli, Evaluation Officer
- Tahir Nour, Senior Evaluation Officer

Acronyms

ADH	Human Resources Division
ADHCR	Human Resources Department – Recruitment Branch
ADHP	Human Resources Department – Policy Branch
AG	Adolescent girls
ASG	Assistant Director General
CD	[A WFP] Country Director
CO	Country Office
CP	Cooperating Partner (previously, Implementing Partner)
CWs	Commitments to Women
DCD	[A WFP] Deputy Country Director
DPKO	UN Department of Peace-Keeping Operations
DRD	Deputy Regional Director
DSC	Direct Support Costs
EB	World Food Programme's Executive Board
ECOSOC	United Nations' Economic and Social Council
ECWs	Enhanced Commitments to Women
ED	[WFP's] Executive Director
EEO	Equal Employment Opportunities
EFSA	Emergency Food Security Assessment
FAO	Food and Agriculture Organization of the United Nations
FDP	Food Distribution Point
FFA	Food for Assets
FFT	Food for Training
FFW	Food for Work
GBV	Gender-based Violence
GESA	Global Expatriate Spouse Association
GFP/GFT	Gender Focal Point, Gender Focal Team
GJP	Generic Job Profiles
GS	General Service Staff
HR	Human Resources
HRM	Human Resources Manual
HQ	WFP Headquarters in Rome
IASC	Inter-Agency Standing Committee
ICT	Information and Communications Technology Division

Acronyms

IWD	International Women's Day (IWD)
JPO	Junior Professional Officer
LEG	Legal Services Division (LEG)
M&E	Monitoring and Evaluation
MAP	Management and Appraisal of Performance
MDGs	Millennium Development Goals
MTR	Mid-Term Review of Gender Policy, March 2005
NO	National Officer
NORAD	Norwegian Agency for Development Cooperation
NTE	Not to Exceed date (end of contract)
OCHA	Office for the Coordination of Humanitarian Affairs
OD	Operations Department
ODB	Regional Bureau Asia (based in Bangkok/Thailand)
ODC	Regional Bureau Middle Easer, Central Asia and Mediterranean (based in Cairo/Egypt)
ODD	Regional Bureau West Africa (based in Dakar/Senegal)
ODDY	Sub-Regional Bureau West Africa (based in Yaounde.Cameroon)
ODK	Regional Bureau Eastern and Southern Africa (based in Kampala/Uganda)
ODOC	Other Direct Operational Costs
ODP	Regional Bureau Latin America and Caribbean (based in Panama City/Panama)
ODS	Regional Bureau in Sudan
OECD/DAC	Organization for Economic Cooperation and Development/Development Assistance Committee
OED	Office of Executive Director
OEDE	Office of Executive Director for Evaluation
OSDI	Office of the Inspections and Investigations
PACE	Performance and Competencies Enhancement
PDP	WFP Policy, Strategy and Programme Support Division (previous structure)
PDPG	WFP Policy, Strategy and Programme Support Division/Gender, Mother and Child Health Service (previous structure)
PPP	Professional Promotion Panel
PLWA	People Living with AIDS
PRC	Programme Review Committee
PRSP	Professional Roster and Selection Panel

Acronyms

RB	Regional Bureau
RBM	Results-Based Management
RC	Reassignment Committee
RD	Regional Director
RE	Resources and External Relations Division
SEA	Sexual Exploitation and Abuse
SEAGA	Socio-economic and Gender Analysis
SGBV	Sexual and Gender-Based Violence
SHAP	Prevention of Harassment , Sexual Harassment and Abuse of Authority in the Workplace. (UN module)
SPR	Standard Project Report
SPSS	Statistical Package for the Social Sciences (for computer analysis of surveys)
STIs	Sexually Transmitted Infections
THR	Take Home Ration
TOR	Terms of Reference
USG	Under-Secretary General
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Fund for Women
UNHCR	United Nations High Commissioner for Refugees
USAID	United States Agency for International Development
VAM	Vulnerability Analysis Mapping
WCRWC	Women's Commission for Refugee Women and Children
WFP	World Food Programme

Table of Contents

Executive Summary

As this Evaluation Report for WFP's Gender Policy is being completed, families and communities around the world are facing an alarming food security crisis. WFP's Executive Director and others are appealing to donors to provide support for food assistance; the UN's Secretary General has urged "recognizing the urgency of the crisis – and acting,"[1] governments around the world are contending with protests against food prices and citizens' demands for relief, and organizations working with the poor are marshalling resources. At the same time, intense food-related stresses are affecting individuals and households who are employing age-old coping mechanisms, many of which are gender-related, and watching expectations for rising above poverty fade as they sink deeper into it. It is therefore not possible to read an assessment of WFP's Gender Policy or to think about the role of a future Gender Policy without considering the connections between gender relations and gender equality, and food security.

This report evaluates WFP's Gender Policy of 2003-2007, which the WFP community commonly calls the "Enhanced Commitments to Women", or "ECWs". The Gender Policy includes eight ECWs of which five are "positive measures" for women that specify programmatic approaches, two are overarching measures of gender mainstreaming and advocacy, and the last addresses gender balance in human resources. Given the nature of gender mainstreaming, the evaluation covered all WFP modalities and the range of work from development programmes to emergency operations.

A major theme of this Evaluation is context – both the global context of gender mainstreaming knowledge and expectations, and the local contexts where WFP's Gender Policy was to be implemented. The Evaluation notes the ever-changing understanding of "gender" - that it has evolved to encompass how to improve women's situations by involving and engaging men, when it may be critical to focus particularly on men's needs, and how to enhance the well-being of all members of households and communities by paying attention to improving relations between women and men. While it applies standards of the time to assess the policy design and early implementation, it applies current standards to suggest ways in which WFP might improve its gender policy and practices.

As it emphasized experience at the operational level, the Evaluation approach highlighted local contexts – those of country-office enabling environments, the political circumstances and the capabilities of governmental partners in host-countries, conflict and disaster-related emergency challenges, and certainly the very different cultural contexts that affect gender relations within different religious or ethnic groups.

The Evaluators proposed three focuses: verifying corporate follow-through, seeking lessons-learned from implementing the positive measures, and understanding gaps between policy and responses in the field. Reflecting concerns in the global community regarding the gap between gender policies and conduct at the operational level, the Evaluators sought information relating to factors that may influence the behaviours of staff and partners in the field: (1) the clarity of the policy and expectations, (2) communication of the policy, (3) opportunities to comply, in terms of authority and resources, (4) capacities to undertake expected practices, and (5) competing interests and ideology.

---

[1] UN Secretary General Ban Ki-Moon in Washington Post editorial entitled "The New Face of Hunger", March 12, 2008.

Findings and Conclusions: Good Foundations

The Evaluation findings relating to the quality of the policy note that from the perspective of the times in which it was designed and launched, the Policy compares well with those of peer organizations. The Policy had three major strengths: a strategic approach to women's basic and strategic needs, relevance to WFP's existing modalities, and pragmatic measures incorporated into existing programmes. In addition, its measures already anticipated protection issues. The Evaluation team commends WFP for having gone beyond vague rhetoric to focusing extraordinary attention on specific targeted measures.

Moreover, the primary result of this policy has been the visibility of women and girls. Viewed in its historic context, and as compared with other organizations, it is a major accomplishment that both staff and cooperating partners recognize the needs and contributions of women. And, it is an essential foundation for further work.

At the same time, the Evaluation found ambiguity and confusion regarding the gender dimensions of the Policy. While the official title was "Gender Policy", the emphasis on Enhanced Commitments to Women, "ECWs", stressed the "W" of women. Though the ECWs included ECW VI calling for gender mainstreaming, it was outnumbered by the five positive measures for women; and its explicitly narrow focus on programmatic issues requiring implementation at headquarters failed to link the positive measures and gender analysis. WFP's learning initiative was exceptional and reached staff and partners globally. Yet its pragmatic focus on implementing measures targeting women, along with universal approaches, did not achieve widespread understanding of gender analysis or awareness of locally specific gender issues. The consistent use of monitoring forms requiring sex-disaggregated data was an achievement. Yet beyond counting male and female participants or beneficiaries, there was hardly any observation or analysis of gender roles, or efforts to innovate to promote gender equality.

Consistent with ECW VII, WFP has contributed to an environment that acknowledges the important role women play in ensuring household food security. Overall, WFP has made real progress making women visible. Yet the Evaluators found that the "women focus" still defines and drives advocacy. While International Women's Day effectively puts the spotlight on women, the WFP community seem to regard it as primary contribution to *gender* advocacy; while the website and publications reflect many fewer images of "gender" – of men and women sharing responsibilities and working in partnership.

At the country level, there is uncertainty about WFP's role in promoting gender equality, as compared with underscoring linkages between women and food. Staff and partners are not sure whether the policy objective was to ensure attention to women and gender that would directly strengthen achievement of WFP's food security objectives, or a broader expectation of a parallel objective to promote gender equality as articulated in the UN's ECOSOC resolution on gender mainstreaming.

From an accountability stand-point, the Evaluators have found that overall WFP delivered outputs as promised: drafting manuals, rolling out an extraordinary training initiative, generating a short newsletter with which to share best practices, and collecting data through baseline and follow-up surveys. This report presents a picture of genuine commitment and hard work by staff responsible for the Gender Policy in Rome.

Yet highlighting the operational perspective, the Evaluation revealed that few people have read the manuals, guidelines and newsletter; that a carefully designed training initiative has not reached many new staff and partners, and has not delivered a consistently functional understanding of gender analysis; and that the output and compliance focus of the baseline and follow-up surveys have not generated and shared information with which to improve practice. For the future, policy oversight would be strengthened by focusing on outcomes rather than outputs.

With respect to the institutional ECW of gender mainstreaming, the Evaluation again found that WFP delivered as promised. Yet it failed to reach two critical areas: overarching policies, such as WFP's Strategic Plan, and implementation of the positive measures in the field.

Regarding lessons-learned from employing the "positive measures for women", the Evaluators found an array of experiences, in different contexts. Many of the practices that the Gender Policy encouraged have been adopted; and practical, strategic measures have reached women. The WFP community is aware of the particular nutritional needs of pregnant and lactating women, though still has difficulty reaching adolescent girls; committed to girls' education, though more focused on equal numbers within classrooms than on making inroads with families who may prevent girls from attending school; and purposeful targeting women in the food-for-training and food-for-work programmes. Putting food in the hands of women at food distribution points has become a common practice – from which many women gain recognition and status, as well as more control over the food.

The drawback, across the board, is the limited attention to "gender" rather than just women. The Evaluation Team found little evidence of encouraging fathers to visit clinics with their wives, in order that they understand and share responsibility for their children's nutrition, considering how men and women together might support school feeding and ensuring that women's involvement did not reinforce gender stereotypes, making use of food-for-training not only to empower adolescent girls but also to address growing concerns about unemployment for young men, using food-for-work initiatives to build respect and teamwork (where possible) between men and women. There was somewhat more concern about time burdens for women and for men in relation to food distribution, but with a focus on delivering food, little attention to how households manage and distribute food, or how family relations may strengthen resilience and coping in the face of food insecurity like that now extending worldwide. While there is attention to women's status and roles in decision-making through ECW V's focus on women's participation in decision-making on various committees, implementation too often focuses on putting women in a room and counting/reporting heads (male and female) – rather than taking context-related measures to enable women to participate effectively, such as engaging men to understand and accept.

The Evaluation underscored the perspectives of those at the operational level, and gaps between stated policy and actual practice. Based on interviews, a survey and site visits, the Evaluators found not only uncertainty regarding the gender dimensions of the policy, but also weaknesses of opportunities in the enabling environment – sometimes stemming from the level of understanding by country office leadership but often for lack of resources. WFP's managers at the local level often find their hands tied by a lack of technical and financial resources. The most critical issue was that there is still limited capacity to go beyond counting women and men to observing and understanding local gender relations, analyzing situations, and innovating for local contexts.

The Evaluation Team found, however, that WFP staff and partners are receptive to gender analysis if they understand how it may improve their programmes and may be undertaken in ways that make sense in the local context. Three factors temper receptiveness to gender mainstreaming: (1) general lack of understanding and a sense of unconditional privileging of women, (2) concerns about conflicts with local culture, and (3) the pressures of emergencies. In conflict and emergency settings, which constitute a growing proportion of WFP's work, there is no time to read manuals, and short-training courses are good but not enough. People who are constantly working under pressure need to begin with an understanding of "local culture", including gender roles, from which to exercise good judgement.

The last section on implementation addresses human resources – or "gender balance" – for which WFP's performance has been mixed. The percentage of women in the WFP workforce has steadily increased, and although the gap between men and women still increases from P2 to D1, it has narrowed. Representation in positions P5 and above has improved from 27.8% of all men in WFP and 10.2% of all women in 2003, to 29.8% and 22.5% respectively in 2007. Thirty-six percent of deputy country directors were women in 2007, compared with 17% in 2001.

Yet there was a decrease of women as CDs from 28% to 23%, and WFP still falls short in recruiting women for D&E hardship duty posts. The proportion of female to total food monitors, who are critical for reaching and consulting with women actually decreased from 40% in 2003 to 30% in 2007.

Recommendations for the Next Gender Policy: Time to Do More

The Evaluation raises four key programmatic issues for the future: (1) how WFP will reinvigorate the gender mainstreaming mandate and its importance to WFP, including in relation to the global food crisis, (2) how it will build capabilities to complete the transition from women-focused thinking to gender perspectives, (3) how it may re-orient the institutional approach to enable locally-appropriate, context-led approaches, and (4) how it may marshal and allocate resources for the operational level.

These issues lead to four areas of recommendations:

1. **Taking immediate steps to communicate WFP's commitments to women <u>and</u> to gender equality - including incorporating gender analysis into the new Strategic Plan.**

2. **Building gender mainstreaming capacities by extending and deepening training and expert guidance.**

3. **Re-orienting the roles of headquarters, country offices and regional bureaus: maintaining central responsibility for articulating expectations and generating commitments to gender mainstreaming, but giving more flexibility to country offices to set targets allowing for country contexts while establishing funding mechanisms for gender-related initiatives at the operational level.**

4. **Making more funding available at the country level.**

On what the Evaluators regard as a separate topic, the human resource issues of gender balance, the Evaluators' conclusions parallel the programmatic: finding that the drumbeat of "more women" has frustrated people, and often reduced attention and commitment. Reflecting the changing context, the earlier focus was on women and equity alone. In part,

frustrations stem from relying on numeric targets and mandates to put women in place (on head-counting), rather than on understanding gender-related obstacles and developing strategies to overcome them. Decentralization is one systemic issue that complicates – calling for a shift of understanding along with authority, so that all hiring managers see the advantages of hiring women and promoting environments that support professional experiences of women, men, and collaboration together. There are also opportunities to consider how positive gender relations, among peers or in supervisory situations, may enhance WFP's work. As the private sector is increasingly paying attention to the value of mixed groups – for greater experimentation and innovation – so should WFP.

The report recommends that WFP change the approach from one that relies heavily on targets, to one grounded in the business case. While gender balance is a matter of equity, it is also critical for delivering on WFP's mission: women are needed as food monitors and as leaders at the country level. In addition, teams of men and women together offer benefits of multiple perspectives and innovation. To recruit and, more importantly to retain, qualified women, WFP needs to identify and address systemic issues – including decentralization and limitations on advancement for local women (and talented men, as well). Lastly, the report that WFP recognize talented national hires, including women who serve as food aid monitors and programme assistants, and provide opportunities for professional advancement.

Surviving the growing food crisis requires the contributions of women and men, adolescent boys and girls. In the context of AIDS-stricken communities, the contributions of older women will be needed; the schooling of girls and boys otherwise adrift or alone will be at risk. In both cases, coping strategies will involve different roles, pressures and impacts for girls and boys, men and women. Supporting vulnerable families and communities to overcome adversity, fight poverty and maintain food security will require careful attention to their gender-based roles – whether migrating in search of food and income, taking on new family care-taking responsibilities, or re-doubling efforts in agriculture or income-generating activities.

WFP's gender mainstreaming should help to improve support for food insecure households, communities and nations. The global food crisis offers a unique opportunity for WFP to demonstrate the powerful business case for a gender focus in maximizing production, efficient consumption, distribution and marketing of scarce food resources. Reiterating the importance of gender mainstreaming reminds implementers, donors and beneficiaries that the crisis affects women and girls as well as men and boys, and requires their contributions in every way possible. Taking a gender rather than women-focused approach will ensure that male family members take responsibility for food security along with women. Gender analyses will enable partners to take account of roles, responsibilities and gender relations – thereby strengthening the efficacy of their collaboration. Establishing a demand-oriented approach to resource allocations will give those country offices with the insights and commitment to working from a gender perspective strategic access to resources with which to take additional, innovative approaches. Through their experience and example, they will lead the way for others.

1. Background

1.A. WFP Designed and Implemented its Gender Policy within a Context of Evolving Approaches

1.   Evaluating the World Food Programme's Gender Policy of 2003-2007 begins with situating it in a context of change: (1) ongoing struggles to shift from women-in-development (WID) modalities to gender mainstreaming, (2) evolving definitions of what a "gender perspective" means, (3) ambivalence and debate regarding the efficacy of gender mainstreaming, and (4) growing concerns about mainstreaming at the operational level.[2]

2.   WFP designed its policy when agencies and organizations around the world were still struggling to shift from WID to gender mainstreaming. The WID approach developed at a time when the development assistance system typically engaged men as the professionals, partners and beneficiaries. Women's perspectives were rarely included on the supply or demand sides; women as beneficiaries were often ignored, and as assets were invisible. Starting in the 1970s, however, women began to emerge as professionals, advocates and partners. With WID budgets or programmes, donors initiated women-focused activities.

3.   Yet WID programmes typically offered only limited resources, and had little if any impact on "mainstream" programmes. By 1995 and the Fourth World Conference on Women that was convened in Beijing, advocates put forward an alternative approach, "gender mainstreaming", as a means of ensuring the inclusion of women in all programmes as full participants and beneficiaries. In 1997 the UN's Economic and Social Council (ECOSOC) passed a resolution that called for gender mainstreaming by all UN agencies[3]: This is relevant for WFP's 2003 Gender Policy because the shift of mentalities and modalities has been neither swift nor simple, often resulting in ambiguity and confusion.

Box 1: Thesis, Antithesis, Synthesis
Might the Pendulum Have Reached the Centre?

The changing focus on women might be viewed as a swinging pendulum:

(1) Its starting point at one extreme was the nearly exclusive focus on men.

(2) The pendulum then swung to another extreme: WID approaches emphasized paying attention to the needs of women, but also expected activities working *only* with and for women.

(3) Now, perhaps, as practice has improved and WFP's staff and partners see and recognize women, there is a middle ground: wherein assessments are essential tools for determining the needs of women and men, adolescent boys and girls, old and young, alike; and programmes must involve them according to needs, contributions and ways in which they must relate to one another to achieve socio-economic advancement equitably for all.

---

[2] *See Annex A for Chronology.*

[3] "… It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of all policies and programmes in all political, economic, and society spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality." Agreed Conclusions 1997/2. One issue within the UN community has been confusion at the implementation level about what "gender mainstreaming" really means – which may in part stem from reliance on a "definition by committee."

4.   The conceptual context has also been muddied because expectations for gender mainstreaming have evolved in two dimensions: (1) the substantive, regarding what a "gender perspective" means and what gender issues are, and (2) the procedural and institutional relating to monitoring and recognizing the challenges of "mainstreaming" itself.

5.   Understandings of gender, gender perspectives, and gender issues have been changing. Increasingly UN organizations, donors, NGOs and governments recognize that mainstream objectives cannot be accomplished without recognizing the roles of women as well as men, while realizing how those roles interrelate within the context of sectors including economic growth, health, education, natural resource management, and democratic governance.

Box 2: The Evolving Meaning of Gender Mainstreaming

Gender mainstreaming has come to incorporate five dimensions:

(1) going beyond activities for women alone to ensuring that women participate in and benefit from "mainstream" modalities;

(2) focusing not on women in isolation, but instead within social units like families and communities;

(3) recognizing that it is often not possible to improve women's lives without involving men;

(4) acknowledging that the principles underpinning concerns for women's practical needs may similarly call for attention to others who are marginalized or overlooked, such as young men; and

(5) working for gender equality, but in ways that do not necessarily seek sameness for men and women, but promote equal opportunities to be healthy, to develop capabilities and to be treated with dignity and respect.

---

6.   Today, many more advocates, implementers and stakeholders take the position that insofar as "gender" has to do with roles, responsibilities and power, a "gender mainstreaming approach" must include paying attention to how men and women relate to one another.[4] More recognize that in most cultures the social survival group that manages production, income and consumption is some variant of the extended household. Consequently, the long-term welfare of women, girls, the elderly and all other household members will depend on strategies that strengthen the complex network of roles and obligations on which the operation of the extended household is based; while at the same time promoting greater gender equality within the household, the community and society at large.

---

[4] See, e.g. Evaluation of Gender Mainstreaming in UNDP, "What is gender mainstreaming?" section 1.2.1, pp. 2-3.

> **Box 3: "Lessons Learned" from "Women, Men and Development"[5]**
>
> "USAID, *in partnership with women and men* in developing countries, and with governmental and nongovernmental organizations, has *worked to bring women and men together as equal partners* in the social, economic and political lives of their countries."
>
> "Development projects have often focused on women as the key to solving their own problems. Women are critical to effecting changes in access to opportunities and new roles, but men also are important and must be involved in all our efforts to change the lives, opportunities and prospects for women. ... *There are no sectors or issues faced by women in which men are not important, or should not be involved as part of the solution."*
>
> The *dynamics of women's and men's relationships* as well as the complexities and interrelatedness of their roles in a given culture and socio-economic situation must be understood before development solutions can be planned. The fabric of society and *male and female and intergenerational dynamics* are so intertwined that it is difficult to separate out one element without addressing the others."

7.   Beyond changes regarding gender issues and perspectives, there have been changes in thinking about the gender mainstreaming approach. By the year 2000, women's advocates reviewing implementation of the Beijing Platform for Action recognized the risks of gender mainstreaming: that women might lose visibility, resources intended to advance women's economic and political concerns might disappear into the mainstream, and it might not be possible to identify or evaluate efforts to promote gender equality.

8.   In 2005, NORAD commissioned a study of gender policies and evaluations, *Lessons from Evaluations of Women and Gender Equality in Development Cooperation[6]* (the "NORAD Report") that noted consistency among them of both findings and recommendations.

> "The **findings** in the evaluations *all point in the same direction*. Work on institutionalising the empowerment of women and gender equality have had *low priority*, there have been *insufficient resources* to implement policies and strategies, the *focus has shifted* to other areas, and there is no systematic reporting of results in this area..."
>
> The **recommendations** from the evaluations all point in the same direction ... All in all, there are only minor differences between recommendations contained in all the evaluations."[7]

9.   Growing experience and evaluation since WFP designed its Gender Policy suggest the need to focus purposefully on the operational level. Reporting on the World Bank's new action plan "Gender Equality as Smart Economics", the NORAD Report states:

10.   The evaluation team point out how work on women and gender quality is weakened and evaporates in operational activities. The donors have ambitious goals and strategies, women and gender equality activities are often included in analyses, albeit superficially, but this gradually vanishes out of focus in implementation and reporting.

11.   In her conclusions, the author suggests: "To ensure the long-term sustainability of this work, it is important to focus more strongly on the practical implementation of strategies for

---

[5] "Women, Men and Development", Lessons-Learned, USAID, March 2006, page 23.

[6] "Lessons from Evaluations of Women and Gender Equality in Development Cooperation," Berit Aasen, Norwegian Institute for Urban and Regional Research, for NORAD, October 2006, p. 8.

[7] Id, p. 5.

women and gender equality in operational activities, and to work more strategically on areas where this is regarded as being especially relevant and where it will increase effectiveness and the achievement of goals in other areas."[8]

12.   Along with acknowledging the UN's important normative role, and recognizing the need for regional and national advocacy to put issues critical to women's empowerment on the policy agenda, discussions of UN reform, 'Delivering as One', have also focused on the operational aspects of gender mainstreaming[9]:

Box 4: The Growing Call to Focus on Operational Levels

The Secretary-General called on us to include in our work an assessment of how gender equality could be better and more fully addressed by the United Nations – particularly – where it matters most – *in the organization's operational activities*. (Delivering as One", Report of the Secretary-General's High-Level Panel, 9 November 2006)

"The most important underlying issue is how to *increase the operational commitment* to gender equality and women's empowerment, within both donor agencies and partner country governments." ("Gender Equality and Aid Delivery: What has Changed in Development Cooperation Agencies since 1997?" OECD/DAC Executive Summary, March 2007) 10

1.B. The Development and Structure of WFP's Gender Policy (2003-2007)

13.   While WFP developed its gender policy in a global gender-related context, those designing the policy were also working within an institutional context – in relation and reaction to issues and dynamics within WFP at that time. Four institutional issues seem to have influenced the Gender Policy: (1) deciding how WFP would contribute to the new Millennium Development Goals, (2) decentralizing control to country offices, (3) responding to donor expectations for results-based monitoring, and (4) following the strong, personal leadership of the Executive Director.

14.   While WFP was developing this Gender Policy, there was the new UN-wide framework of the Millennium Development Goals (MDGs). WFP saw that its programming would contribute most directly to goals one through five: (1) Eradicate extreme poverty and hunger, (2) achieve universal primary education, (3) promote gender equality and empower women, (4) reduce child mortality, and (5) improve maternal health.[11]

---

[8] Id., p. 15. Work by Interaction to mainstream gender into institutions, and to look at the practical side of gender mainstreaming also brings home the need to move from policies to implementation. Everywhere/Nowhere: Gender Mainstreaming in Development Agencies," by Rebecca Tiessen also presents practical, implementation-level perspectives.

[9] "Delivering as One: Report of the Secretary General's High-Level Panel", Nov. 9, 2006, paragraphs 46-49.

[10] The NORAD report states: "The evaluations by NORAD, SIDA, UNDP, DFID and the World Bank all point out that competence must be improved at country offices. … They also recommend that efforts now be focused on the operational level (Mehra and Gupta 2006), and that work be made more strategic, relevant and aimed at resolving operational problems." Lessons from Evaluations of Women and Gender Equality in Development Cooperation, p. 6. See also Gender Equality Architecture and UN Reforms, by Aruna Rao for CWGL and WEDO: "Moreover, policy advocacy has too long eclipsed the equally important business of institutional and operational change needed to deliver development benefits to women."

[11] Yet women's rights activists – who had engaged both governments and an exceptionally large and diverse representation of civil society in elaborating the Beijing Platform for Action as a framework for outlining women's needs and establishing ongoing targets –were concerned that the MDG framework would eclipse the carefully articulated Platform for Action.

15.   Another issue was decentralization, passing more decision-making and control to country offices. This potentially affected budgeting, but particularly human resources as hiring decisions were taken by people with little or no human resources training. The issue from a policy perspective was that headquarters would exercise less control over both implementation and oversight. For those developing the Gender Policy, this may have driven greater attention toward defining what should be done, and establishing measurable targets by which headquarters could assess whether promises (commitments) were being kept.[12]

16.   At the same time that decentralization was beginning to loosen central control over field-level approaches, and arguably weaken corporate ability to impose standards, donors were demanding greater attention to results and sustainability. To track the use and impact of development resources, "results-based management" (RBM) required setting targets and designing measurable indicators. The combination of RBM and concerns about tracking resources and attention to women within a mainstreaming framework seem to have driven WFP's determination to design targeted measures for women.

17.   The last factor for understanding the context and pressures surrounding the development of this Gender Policy was the extraordinary involvement of the Executive Director. Beyond clear leadership and support, she had strong positions about how WFP should focus on and empower women.

The Resulting Structure of WFP's Gender Policy

18.   This evaluated Gender Policy builds on its predecessor. From 1996 to 2001, WFP had a policy of "Commitments to Women" (CWs), and invested substantially in evaluating that policy, through country studies and consultations.[13] The current policy then elaborated "Enhanced Commitments to Women" (ECWs).

19.   The former and current policies both combine two critical issues: the food security needs of women (and adolescent girls and the girl-child), and how their roles and/or contributions relate to WFP's food assistance mission. The policies particularly consider women's traditional roles regarding food production, preparation, and household distribution – and then seek to improve women's control of the food and over food-related decision-making.

20.   Most of the WFP community calls the Policy the "Enhanced Commitments to Women" (or the ECWs). It has eight ECWs:[14] I-V are "targeted measures for women", focusing on nutrition of pregnant and lactating women, and adolescent girls; girls' education; women benefiting from food for work, training and assets; women's control of food (especially at food distribution points, with attention to transparency and safety); and women's participation in decision-making relating to food assistance.

---

[12] In 2005, the World Bank found that "the focus on gender mainstreaming is lost when responsibilities are decentralised to the operational level. NORAD, p. 8.

[13] In 2001, there were five SP case studies (China, Sierra Leone, DR Congo, Kenya, and Nicaragua). In 2002, there were five OEDE country case studies (Sri Lanka, Pakistan, Mali, Sudan and Southern Sudan, and Colombia). In 2002 there were four host country consultations on the ECW (Afghanistan, Pakistan, Mali, and Sudan/Southern Sudan) that raised a number of issues still salient in this Evaluation.

[14] See Annex B for a list of the ECWs.

21.   Two ECWs are cross-cutting ECWs: ECW VI calls for mainstreaming gender into programming activities, and ECW VII for "contributing to an environment that acknowledges the important role women play in ensuring household food security and that encourages both men and women to participate in closing the gender gap." A major emphasis of this Evaluation is recognizing differences between the women-focused and cross-cutting ECWs.

22.   The eighth and last ECW focuses on "progress towards gender equality in staffing, opportunities and duties," and calls for gender sensitive human resources policies. Among the sub-commitments, WFP was to reach a goal of qualified women as 75% of all food aid monitors, increase the proportion of international female staff in humanitarian assistance operations, and raise the proportion of women in management positions.

23.   Beyond the carefully crafted ECWs, the Gender Policy included an implementation plan. Those responsible for the Policy identified measures by which they would promulgate and ensure its implementation. The "Implementation Schedule for the Gender Policy, 2003-2007" promised 19 outputs.[15]

24.   While the implementation plan outlined how the Gender Unit was to roll out the policy and incorporate it into programmatic practices at headquarters, the ECWs set forth expectations at the field level. The sub-commitments for each ECW clearly identify practical approaches.

25.   The Gender Policy emphasized targets and monitoring linked to WFP's normal modalities. Each of the ECWs states "global or country-level targets (as indicated) that the organization considers measurable and expects to achieve by 2007 at the latest."[16]

26.   Finally, it is noteworthy that the policy sought measures that would be transitional: "Positive measures for women are temporary measures, which should be phased out *when equality is achieved as measured against specific indicators*."[17] (Emphasis added)

---

[15] See Annex C for the list of outputs promised in Annex II, p. 106 of the Gender Policy.

[16] The consultation process in preparation for this policy suggested that as the implementation of the CWs was "uneven", that lesson "called for strengthening the implementation approach, especially with respect to monitoring progress toward achievement of the expected results in 2007." *2004-05 Baseline Survey Global Report*, p. 11.

[17] Gender Policy, p. 28. As is discussed below, however, the indicators focus on compliance with prescribed approaches rather than on measuring the achievement of gender equality.

1.C. Evaluation Focus and Approach

27.   Recognizing the NORAD review, a substantial mid-term review, a major (and very positive) review by the Women's Commission for Refugee Women and Children[18], and the Baseline/Follow-up Surveys by WFP internally, the Evaluators responded to the original Terms of Reference by proposing in their Inception Report that while they would evaluate whether WFP met its commitments to donors and to women, they would highlight perspectives at the operational level.[19] The Evaluators also proposed that they would utilize limited evaluation resources to produce a document that might help WFP strengthen its WFP's gender mainstreaming.[20]

28.   The Evaluators proposed three focuses: verifying corporate follow-through, seeking lessons-learned from implementing the positive measures, and understanding gaps between policy and responses in the field.

Box 5: The Evaluation Objectives [21]

1. To ensure institutional accountability by identifying and assessing the Gender Policy and its implementing mechanisms, i.e. the institutional commitment and delivery,

2. To recognize the extent to which gender mainstreaming actually takes place at the operational level, and

3. To gain an understanding of any disconnects that may exist between policy and operations – with a view to bridge those gaps not only so that WFP may more effectively contribute to achieving gender equality, but also that it may more effectively contribute to household food security.

---

29.   The Evaluation approach encompassed evaluation questions on three levels, but emphasized the third, both independently and in relation to the others: (*See Figure 1, below, page10.*)

- <u>Level 1.</u> What was the quality of the policy itself, as espoused, and did management take the promised steps to implement it?
- <u>Level 2.</u> What can be learned about gender mainstreaming from WFP's experiences implementing the ECWs at the field level?
- <u>Level 3.</u> At the operational level, what factors influenced whether staff and partners followed the policy?

---

[18] "Implementation of the Gender Policy 2003-2007, Enhanced Commitments to Women, Mid-Term Review Final Report," 2 March 2005, Camillia Fawzi El-Solh, Team Leader and James Fitch, Expert ("MTR").
"Moving Up the Food Chain: Lessons from Gender Mainstreaming at the World Food Programme", a study by the Women's Commission for Refugee Women and Children, (August 2006) that concludes, "WFP is a strong promoter of the concepts of gender equality, women's empowerment and advancement."
[19] See Inception report, page 10, paragraph 20.
[20] Id, paragraphs 21-24.
[21] Id, page 18, paragraph 41.

30.   The approach underscored the difference between policies *declared or espoused* at the corporate level, and *policies in-use* in the field.[22] While gender evaluations have typically looked at the stated policies and the implementation mechanisms that management puts in place, recent evaluations have found that those with the greatest responsibilities and greatest impacts, implementers in the field, are not effectively engaged in gender mainstreaming. There are many assumptions about how policies and implementing mechanisms from above connect with the people whose behaviors the policy aims to change. *See Figure 1.* This Evaluation sought to identify gaps between corporate, "supply-side" supports, and "demand-side" perspectives in the field.

31.   Gender policies seek to change how implementers think about and execute their work – focusing them on women beneficiaries, how social relations that are gendered may enhance or impede achievement of their organizational goals, and on opportunities to promote gender equality for the good of women, families and communities. To understand gaps between policy supports and conduct in the field, the Evaluation Team applied an analytical framework suggesting behavior-influencing factors.[23]

Box 6: Behavior-Influencing Factors

<u>Rules</u>: Whether the policy or rules are clear, including whether wording is vague or ambiguous, and institutional commitment is perceived

<u>Communication</u>: Whether the policy is effectively communicated to those expected to follow them

<u>Opportunities</u>: Whether those whom the policy addresses have the opportunities to comply (in light of the environment and resources, for example)

<u>Capacities</u>: Whether those expected to change their behaviors have the capacities to engage in the new conduct or approaches that are mandated

Recognizing potential resistance to gender mainstreaming, two areas of <u>subjective factors</u>:

<u>Interests</u>: Whether there are competing economic, social, or political interests or incentives

<u>Ideologies</u>: Whether there are conflicting attitudes or values, be they political, religious or rooted in local custom

---

32.   The Evaluators sought to hear and understand three types of implementers: the firmly *committed*, the *neutral*, and the *non-committal or unengaged*.[24] They recognized the multicultural nature of WFP and Cooperating Partners' staff, and that the mix of staff within each office or programme might affect interpretations or applications of the Gender Policy. Recognizing the many different contexts around the world where WFP works, the Evaluators looked at how those environments might affect ECW implementation.

---

[22] George Honadle, <u>How Context Matters: Linking Environmental Policy to People and Place</u>, Kumarian Press (1999).
[23] <u>Legislative Drafting for Democratic Social Change: A Manual for Drafters</u>, Ann Seidman, Robert B. Seidman and Nalin Abeysekere, Kluwer Law International (2001).
[24] Amongst them, possibly some simply opposed or hostile to the policy.

33.   In the days of WID programmes, evaluations covered discrete initiatives and activities. Given the very nature of gender mainstreaming, this Evaluation extended to all WFP modalities – from nutrition for women and adolescent girls, to food-for-work and food-for-training, school feeding, and distribution of relief rations. With WFP's increasing work in conflict settings, and recognizing concerns stated in the last Gender Policy evaluation, this Evaluation covered emergency operations as well as development programmes, and relief and recovery.

34.   Because effective gender mainstreaming requires that all staff and partners understand and address gender, the Evaluation looked beyond the PDP/PDPG Gender Unit and gender focal points/teams to all WFP staff, men and women, and including managers. The question was whether the "enhanced commitments" were extended commitments.

35.   The applied methodology included extensive document review, and interviews at headquarters and two Regional Bureaus. Evaluators undertook country studies in the Democratic Republic of Congo, Georgia, Nicaragua, Niger, Rwanda and Sri Lanka.[25] Each study involved meetings with government partners (including national and local representatives of ministries of health, education and labour, among others); NGO partners (such as World Vision, CARE, Mercy Corps, and Plan International); and other UN agency consultations (including UNHCR, UNICEF, UNFPA, UNOCHA and UNDP).[26] Evaluators undertook site visits representing all modalities in all types of programmes – including emergency settings.

36.   To gain further insights into attitudes in the field, the Evaluators administered a short survey (the "Basic Survey") to a sample of more than 100 respondents in the covered countries. The survey focused on the behaviour-oriented factors, and sought to determine levels of gender training, understanding of gender mainstreaming, and field-level perspectives on factors affecting the Policy's implementation.[27]

37.   The human resources study primarily focused on documents and data, with some interviews at headquarters. A separate document contains the complete report of data collected and analysis relating to gender balance.[28] Discussions at country offices and regional bureaus included interviews with some human resource staff.

38.   This Evaluation was undertaken within a tight timeline (ten weeks from the first country study to the draft Summary Report[29]), and with a small team (a team leader with part-time technical advisor, part-time analyst for the human resource issues, and two consultants undertaking country studies). The team full team was not able to meet together. *For further information on Evaluation methodology, see Annex D.*

---

[25] There were also limited discussions in Egypt. While the limited number of country studies precluded representative sampling, multiple data sources enabled triangulation to strengthen validity by comparing different data sources. Yet because WFP staff serve at headquarters and in the field, it was possible to discuss operational experience with many in Rome. The Evaluation country studies are available from WFP's Office of Evaluation.

[26] See Annex I for list of individuals consulted.

[27] *See Annex F for survey results and Summary Tables.* The survey results are available in an SPSS file.

[28] See "End-of-Term Evaluation, WFP's Gender Policy (2003-2007): A Desk Review on Human Resources", prepared by Ida Christensen, FAO Investment Center Division, 15 March 2008, appended as Annex G.

[29] The Summary Report was first completed in early March, anticipating the Executive Board's review of this Evaluation at its June meeting.

Figure 1: Conceptual Framework Explaining How WFPs Gender Policy Was Expected to Contribute to Food Security and Promote Gender Equality

Level 1A: Institutional Policies and Strategic Interventions

Level 1B: Implementing Mechanisms

Level 2: Operational Services and Field level

Level 3 Beneficiaries

EXECUTIVE BOARD
- Formulates policy
- Requires accountability

GENDER POLICY
- Food security
- "Gender Mainstreaming"
- ECWs

Policy impact depends on the organizational structure as well as the commitment and behaviour of individuals

- Management and WFP Internal Enabling Environment: [including

ECW VIII Gender Balance Human Resources

ECW VII Conducive Environment

External Enabling Environment
- Government
- Donors
- UN agencies
- Cooperating Partners
- Security
- Natural environment
- Economy

Guidelines

Baseline

Training/ Learning

Field Research

ECW VI Programmatic Gender Mainstreaming

Programme Design Tools

Partners:
- Donors and UN
- CPs

ECW I Nutritional Requirements for Mothers & Adolescent

ECW II Promoting Girls' School Attendance

ECW III Women Benefiting Equally from FFW and FFT Assets

ECW IV Women's Control over Distributed Rations

ECW V Equal Involvement in Committees

Programme Implementers & Tools: including M&E

Beneficiary women & girls, families & communities

GENDER-RELATED OUTCOMES AND IMPACTS

BENEFICIARY LEVEL
** Food Security ** Improved Household Gender Relations **Girls' Education ** Empowerment

WFP LEVEL
** Gender Balance ** Programmatic Gender Mainstreaming ** Environment Acknowledging Women's Roles re Food Security

2. Findings

2.A. *The Quality of the Policy*

39.   Viewed from the perspective of the times when it was designed and compared with other UN and donor agencies, this Policy was unusual: It went beyond rhetoric to specify actions.[30] Serious about implementation and anticipating results-based management, it included measurable targets for monitoring. With five targeted measures, it recognized the need to reach the operational level, requiring field-based as well as corporate measures. Anticipating practice in the field, its measures were relevant to WFP's mission and linked pragmatic measures with existing modalities.

40.   The policy was strategic: addressing women's basic food-related needs as well as strategic needs, such as economic resources, education, protection and empowerment. It required measures that enhanced women's visibility to donors and governments and communities. It also established practices within which women might demonstrate their abilities and contributions.

41.   The ECW targets were also relevant to WFP's work. Rather than establishing new and separate activities, the five positive measures fit within WFP's mainstream modalities, e.g. within school feeding, food-for-assets or food-for-training, or food distribution.

42.   Further, the targets were pragmatic. Rather than proposing small empowerment activities or confidence-building sessions, they capitalized on household and community needs to build women's status.

43.   An example of the designers' considerations of strategy complemented by practical measures was the policy's attention to protection issues, including gender-based violence (GBV) and sexual exploitation and abuse (SEA). Though the problem of SEA did not gain widespread recognition until after completion of the Gender Policy (*see Chronology, Annex A*), ECW IV provides key guidance as it expressly calls attention to distributing food directly to women and avoiding unsafe travel to distribution points (IV.1), consulting with women to avoid putting them at risk in "situations of high insecurity or social breakdown (IV.5), and providing information to male and female beneficiaries that includes "the fact that they are to provide no services or favours in exchange for receiving rations; and the proper channel available to them for reporting cases or attempted cases of abuse linked to food distribution" (IV.6)

---

[30] The Women's Commission Report states: "The WFP has done a notable job of developing and implementing its gender policy, and is an excellent example to other UN agencies, partners & NGOs . . ." WCRWC, p. 29.

44.   Yet beyond the intentions of the policy's designers, the effectiveness of a policy depends on it being clear to those expected to follow it. In this case, evidence from the field reflected a lack of clarity in three ways: First, as a hybrid of policy and action-plan, the Policy was so pragmatic and specific that it did not provide a normative basis from which staff and partners could make decisions about when to take proactive action. As reported in the Evaluation survey and interviews, as well as reflected in practice, the WFP community felt the targets were overly prescriptive – in part because they lacked principles from which to exercise judgment and innovate. While gender-related norms would be consistent with overarching WFP norms, such as feeding all human beings and "do no harm", the WFP community needed some explicit statement of normative foundations and parameters from which to exercise discretion.

45.   In contrast, some other agencies have explicitly articulated basic principles or norms that may serve as touchstones for staff in the field, or that explicitly underscore the commitment to promote gender equality.

Box 7: Normative Statements in other Gender Policies

CARE's 2007 draft Gender Policy is but *one page* and references six "programming principles": promoting empowerment, working with partners, ensuring accountability & promoting responsibilities, addressing discrimination, promoting non-violent resolution of conflicts and seeing sustainable results. It also recognizes international normative and legal foundations: the Beijing Platform for Action, CEDAW, the Convention on the Rights of the Child, and Security Council Resolution 1325. The policy is followed by seven pages entitled "Gender Policy Implementation Guide."

World Vision, while stating a policy grounded in part in religious norms, stated in 1991 that it "values the equal worth and dignity of women and men", has a development goal of "the transformation and empowerment of people oppressed by poverty," recognizes the "crucial role of women in the care and nurture of children", and is "aware and sympathetic to the ongoing global concerns for and national commitments to promoting the importance of women, their rights and their roles in development."

UNHCR's statement on "Promoting Age, Gender and Diversity mainstreaming" for 2005-2007 states that the "overall aim … is to promote gender equality and the rights of all refugees of all ages."

---

46.   Second, the Policy generated confusion between women-focused and gender-oriented thinking. When asked about "gender", the WFP community expressed uncertainty about whether it really means "women". They repeatedly reported that for WFP, "It is all about women, women and women."[31]

---

[31] When respondents were asked in the survey what activities the Gender Mainstreaming Policy required, there was a pronounced focus on women. Of the six requirements most frequently cited, four referred specifically to women, e.g. "Recognizing women as assets for family and community well-being", and "Recognizing and addressing women's needs and vulnerabilities"). See Annex F, Box BBB.

47.   In fact, the "W" of ECWs clearly stands for women and people in the field focused on the five targeted measures *for women*, including careful collection of sex-disaggregated data. Moreover, there have been many women-focused signals reinforcing the women focus of the ECWs. Some examples include the Consolidated Framework of WFP Policies that states, "WFP regards its niche as working with and for women." Then WFP merged the Gender Unit with Mother and Child Health. Whatever the underlying rationale, it tended to signal that "gender" belongs with women – as mothers. And for both staff and the broader community, the public website reflects women but says nothing about gender – as is the case for many publications.

48.   Yet at the same time, ECW VI expressly calls for gender mainstreaming, and the full text of the Policy – *if* seen, read and understood goes beyond women to discuss gender. (The implementation section below discusses the gap between what was written, as clarification, and what was read.)

49.   In some respects the Policy was "old school", focusing more on women than on gender, while in others it adopted current thinking. The lack of clarity has confused those expected to comply.

50.   The third source of confusion related to the policy's objective: whether its measures were to improve food security of girls and women, and with a sometimes instrumentalist view of women as agents for their families, or whether it established a parallel objective derived from the ECOSOC Resolution on gender mainstreaming.

51.   ECW II, regarding girls' education, illustrates the mixed signal: On the one hand, it expressly links girls' education with food security: "Education, especially for girls, is one of the most effective ways to improve food security for the longer term and strengthen coping capacities for times of crisis… and leads to reduction of child malnutrition in the next generation." This ECW meets an objective of contributing to the organization's food security mandate. At the same time, however, WFP developed this ECW at the time of the MDGs' attention to girls' education – and it notes the positive effect on girls' economic opportunities and their participation in community decision-making.

52.   Comparable issues may arise for other agencies or organizations: whether UNICEF or Save the Children focus on children first and foremost, with gender equality a means to an end or a parallel end; whether UNHCR focuses on the well-being of refugees, male and female alike, or also commits itself to furthering women's empowerment in the course of its humanitarian mission; and whether the UN Environment Programme or UN HABITAT have objectives of furthering gender equality as compared with simply using gender analysis as a tool to achieve their mandates.

<div style="border:1px solid black; padding:10px;">

Box 8: A Policy with Explicit Statement of Objectives

OCHA's policy explicitly asks, "Why a policy on gender equality for OCHA?" It clearly states how that the policy supports better humanitarian assistance: "If humanitarian actors are aware of the differences and inequalities between women and men in different cultures and circumstances they can better understand the impact of crises on communities and respond in a more effective manner rather than assuming that the whole community has the same needs and capacities. By building on the capacities of women in emergencies, communities as a whole can recover faster. If women's lives improve, then the situation of their families and communities improves."

</div>

Actors at the operational level have not known how much to promote gender equality. Where there is serious food insecurity, school feeding programmes also promote girls' education, and food-for-training programs improve adolescent girls' livelihood skills. But when food needs are less significant but gender equality is an issue, it has been unclear whether operational staff should use food assistance to promote women's literacy, to engage adolescent boys in HIV/AIDS education, or to improve marital cooperation for vulnerable families with disabled children. It has not been clear whether WFP staff and partners should be thinking in strategic ways, about how improving women's status and gender relations might improve family resilience and household food security, or how approaches to food security may improve women's status and promote gender equality.

53.   The WFP community seem comfortable seeking strategic opportunities *within the food aid objectives*; but there is some uncertainty, if not sometimes resistance, regarding WFP undertaking any *separate* objective of women's empowerment.

The Gender Policy Suffered from the Limited Reach of "Gender Mainstreaming"

54.   Lastly, the Policy was somewhat ambiguous on gender mainstreaming compared with others at the time of its design, it weak on gender mainstreaming by current standards. The gender mainstreaming ECW is only one of eight "ECWs"[32]. In addition, as written it focuses narrowly on "programming activities", thereby ignoring WFP's overarching policies.[33] To achieve gender mainstreaming objectives throughout the organization, it would be expected that all major policies and guidance would reflect WFP's commitments to gender equality. The possibilities for effective gender mainstreaming could range from high level, overarching policies and practices, such as the Strategic Plan and Programme Review Committee and Results-based Management, to operational tools like manuals.

55.   In fact, the Gender Policy's introduction states, "In this overall United Nations gender context, WFP regards its niche as working with and for women to achieve

---

[32] One misunderstanding demonstrated the problem: When the Evaluators referred to their overall topic as "gender mainstreaming" in their Inception Report, some particularly knowledgeable stakeholders were concerned that the evaluation would focus only on ECW VI.

[33] The policy arena includes two sorts of policies, those addressing what WFP does, and those relating to human resources. This discussion does not include HR, covered separately by ECW VIII, where the issues are quite different.

household food security, thus contributing to the United Nations Millennium Development goals of halving by the year 2015 the number of people who suffer from hunger, eliminating gender disparity in primary and secondary education by 2005 and reducing by three quarters (between 1990 and 2015) the maternal mortality ratio."[34] Yet when the WFP Programme Guidance Manual discusses Strategic Objectives, it states that the core programme goal for 2006-2009 has been "to contribute to meeting the Millennium Development Goals through food-assisted interventions targeting poor and hungry people," and identifies five Strategic Objectives clearly aligned with the MDGs. The only reference to gender equality appears in relation to accessing education, and the focus on women is only to support improved nutrition and health status of children, mothers and other vulnerable people.

56.   More recently, an early draft of WFP's 2008-2011 Strategic Plan referenced gender considerations among core principles (paragraph 7). While this was good, it failed to articulate any gender issues within the strategic objectives. This omission has been important for two reasons: First, it sends a signal as to whether the organization practices what it preaches, and really intends that gender be mainstreamed throughout. This partly contributes to repeated use of the phrase "flavour of the month" by staff in the field who sense that gender is no longer important. Second, incorporating gender in a *meaningful way* is instructive for the broader WFP community who need some indications of where gender issues may be particularly salient for their work. While the five "positive measures" did that for some specifics, a Strategic Plan and other policies should do that at a higher level.

57.   In addition, ECW VI calls for gender mainstreaming through steps that were primarily initiated headquarters – failing to state the critical need for gender mainstreaming within the modalities and positive measures at the operational level.[35] Evidence at the operational level, from discussions with staff and partners to observation during site visits, suggests that for most in the field, "gender mainstreaming" did not apply to them. Consequently, while implementers with and for other organizations were gaining better understanding of how gender roles may affect households, and how working with men may improve gender equality, the strengths of WFP's extraordinary focus on women tended to reinforce somewhat older and narrower thinking.[36] As only one of eight commitments, ECW VI failed to lead the WFP community in understanding and undertaking gender mainstreaming as a cross-cutting approach for policy as well as programme, and at the operational as well as corporate levels.

---

[34] Gender Policy, p. 7

[35] Recognizing, however, that assessments and data collection do, by definition, take place in the field.

[36] The Evaluators would like to underscore for those who have worked so hard to focus on women – which was a valuable and successful undertaking to be commended – that the purpose of the Evaluation is to identify problems, even in the midst of success, in order to suggest better approaches leading to the identification of the WFP's next steps. Criticism should all be read and interpreted within this context.

2.B. Policy Implementation and Results

58.   This Evaluation discusses the implementation and results of the Gender Policy in four parts. The first focuses on implementation at the corporate level, in Rome (Level 1 in Figure 1). The second shifts attention to the evaluation's second level of questions, focusing on lessons-learned from WFP's programmatic work in the field and the "positive measures" of ECWs I-V (Level 2 in Figure 1). The third section looks at the cross-cutting ECWs, gender mainstreaming and advocacy, at both levels. The final section covers ECW VIII, highlighting key human resources issues.

2.B.1. The View from Above: Policy Implementation at Headquarters in Rome

59.   Implementation of the ECWs by the "mainstream", namely by WFP staff but also Cooperating Partners, depended on people understanding the policy and its expectations. The Policy's designers and WFP leadership proposed an implementation plan (see Annex C), and annual workplans supported implementation. Implementation at the corporate level was through "four pillars":

Box 9: The Gender Policy's Four Pillars

1)   Develop guidelines and manuals

2)   Design an extensive training and learning initiative

3)   Establish a baseline from which to measure achievements

4)   Disseminate "Best Practices"

---

60.   The Gender Unit staff developed guidelines and manual, including *Guidelines for Implementation of the Enhanced Commitments to Women* for country offices, a huge manual that explains how to implement the ECWs and tailor them to local circumstances. As noted in the Mid-term Review, the PDP Gender Unit also incorporated gender into a number of mainstream documents: the VAM approach and methodologies, the Emergency Needs Assessment approach, Standard Project Report (SPR), Strategic Plan Indicators (SPI), Budget format guidelines and the Programme Design Manual.[37] For the School Feeding handbook, the school feeding unit engaged a gender specialist who collaborated with the PDP Gender Unit.

61.   Yet corporate initiatives look different from below. The second factor for the effectiveness of a policy is the extent to which it was effectively communicated to those expected to undertake the actions or behaviours as directed – and assessing the effectiveness of communication means determining not only whether messages were sent, but also whether they were received. Looking at Figure 1, it is clear that there were gaps between level 1B and level 2.

---

[37] MTR, p. 31-32.

62.   Through interviews, site visits and the survey, the Evaluators inquired whether the WFP community in the field knew of and understood the Policy. Very few had seen the published version of the Gender Policy, along with its superb cover photo depicting a man and woman together carrying a heavy sack of grain – which so effectively illustrates positive gender relations contributing to family food security. In one country office, they had additional copies of the full Gender Policy publication but kept them in a cabinet (and new staff had not seen it); while in two countries, the Evaluation interviews resulted in fervent requests for copies. In Nicaragua, it was reported that the budget did not permit the distribution of copies of gender-related publications. In one case the only available report had only pictures of African women, and the Ministry of Health sent a note to the WFP country office protesting that they were not willing to distribute copies in the Ministry if no pictures of Latin American women were included. The Country Office was fully aware of the inappropriateness of only showing African women and mentioned this as an example of how difficult it is to promote gender without having any budget. *See the discussion of budget in the Capabilities section below.*

63.   When asked about gender-related materials on WFP's internal web system, those who knew where to find it or had ever consulted it were few and far between. Regrettably, many in the field reported that they either did not receive forwarded emails or chose not to open (never mind read) attachments. A number of Gender Focal Points (GFPs) reported that they lacked the time, with slow bandwidths and other responsibilities, to download large documents. From the perspective of cooperating partners and sub-offices, they had rarely received materials from the WFP Country Office.

64.   Hence WFP staff and partners at the operational level have often not seen the manuals, did not consult them, and were not aware of gender guidance within them. There were also indications that where gender was included within mainstream manuals, such as EFSA, a failure to train and build an understanding of its importance was leading to removal of gender-related provisions through subsequent revisions.

65.   Dedicated staff in the Gender Unit made concerted and thoughtful efforts to disseminate information about the policy, including guidance and shared learning – typically sending them to GFPs to distribute to staff, sub-offices and partners. Yet complete policy documents and resources only partially and inconsistently reached those expected to use them. As carefully as PDPG may have elaborated explanations and examples of how to apply positive measures in local contexts, and sought to articulate the gender issues relating to the focus on women, people at the operational level got the short version: the ECWs as one-size-fits-all prescriptions.

66.   Yet there was an anomaly: Though many did not know of the Policy itself or its specifics, the Evaluation team found consistent awareness of women and girls. What was effectively communicated was the importance of women and girls – in part from the simple version of the ECWs, and in large part because of routine use of monitoring forms requiring the collection of sex-disaggregated data.

67.   The second pillar was training, for which WFP rolled-out an extraordinary "Training and Learning Initiative" (TLI). The TLI resulted in six regional workshops, 65 country workshops (including those initiated and financed as late as 2007 by Palestine, Laos, Somalia and Niger), and 43 facilitators trained in "training of trainers" (TOT). The training programme, with TOT and focused on GFPs, employed some of the most strategic approaches of the time for scaling up. It was thorough and participatory and consistent, and it reached staff and partners around the world. By reaching so many in the WFP community, it built a substantial base who recognize WFP's commitment to girls and women.

68.   At the operational level, however, the Evaluators encountered some issues along with the success – particularly relating to the scope, timing, sustainability, and focus. First, there were issues of coverage. While the training programme used the TOT approach to reach as many staff and partners as possible, it ran into some difficulties in practice: Some trainee trainers were simply not appropriate trainers, lacking the training skills or presence to teach. Others started with limited understanding of gender, and after the training were still not able to pass along a functional ability to observe, analyze and problem-solve. For those prepared and ready, many lacked the time and resources with which to initiate and provide additional courses. Many of these difficulties arose from the basis for selecting trainee trainers – focusing on GFPs. Further, some GFPs with the understanding and motivation to pass their knowledge along to their country-based colleagues lacked the necessary enabling environment – in part stemming from limited training of and commitment from country office directors, deputy directors or heads of programme – thus preventing newly trained GFPs from having the time or authority to undertake new sessions. (*For further discussion of GFPs, see the Capabilities section below.*) In other cases, the external environment – such as country-based crises or changes of staffing – precluded additional training courses.

Box 10: The Consequences of Overlooking Managers and Supervisors: An Analogous Lesson-Learned

In the 1990s in Ukraine, a project sought to increase attention to women's contributions to the new economy in a media that showed only the faces and examples of men. Having determined that most newspapers, radio and television stations obtained their "news" from press conferences at the ministries – where they often knew little about anyone's experiences, male or female, building businesses and contributing to economic growth – the project sought to train journalists to use focus groups at the local level to gain information for their reporting. While the training was a success, in that the journalists appreciated the skills and did write up stories for publication or broadcast, some of them returned to offices where their editors did not approve their reports. Hence despite greater interest, capability and initiative among core staff, a failure to work with their supervisors prevented the outcome anticipated.

---

69.   Second, survey responses and field-based interviews with those who participated suggest that because the TLI focused on how to implement the ECWs, participants principally took away the importance of women – with perhaps some awareness of the gender concepts, but little ability to apply them. Some suggested that as the content was to be standardized to ensure quality control and consistency, the TLI lacked grounding in the local context – and thus may not have linked effectively to local challenges.[38] Further, absent additional courses or information, participants seem to have forgotten much of the content.

70.   For the third pillar, the implementation plan called for disseminating best practices. In fact, the Gender Unit produced at least 10 issues of *Gender News Online* over the course of the Gender Policy (continuing from the former policy and earlier issues).

Box 11: Topics of Gender News Online

➢   Gender Dimensions of HIV/AIDS, March 2003

➢   ECW IV, Contribute to Women's Control of Food in Relief Food Distributions, Summer. 2003

➢   Strengthening Women's Participation, Dec. 2004

➢   Lessening the Burden on Women, March 2005

➢   WFP Action against Violence, June 2005

➢   Partnering with Men to Achieve Gender Equality, Dec. 2005

➢   Special Edition, International women's Day, April 2006

➢   Targeting Adolescents: An Often Neglected Age Group, July 2006

➢   Food in the Hands of Women: Opportunities and Challenges, Nov. 2006

➢   The Gender Dimension in WFP's HIV/AIDS programming, Nov. 2007

---

71.   The idea of this short publication made sense – and unlike the manuals, they have been short and easy to ready. To the dismay of those at headquarters who expected them to be read, people in the field consistently reported that they either had not received them, or got them but never read them. One GFP said that she received and forwarded, but often without reading. When asked why she would not read and then flag something of particular interest to her colleagues, she said she hoped someone else would read it and identify such examples – because she just did not have time. On the one hand, *Gender News Online* failed to cross the gap between headquarters and the operational level. On the other, for those whom it did reach, it partly suffered from the ambiguities of the policy: appearing to focus more on women than gender mainstreaming, and raising questions about whether WFP staff and partners had responsibility for women's empowerment as well as food security.

---

[38] In comparison, FAO's SEAGA (Social and Economic Gender Analysis) training apparently includes some local gender analysis.

72.   The last pillar was a 2003 baseline and 2007 follow-up survey of 45 countries[39] – and again WFP did as promised. WFP collected the information through a self-assessment survey in which information on performance on each of the ECW sub-goals was compiled (usually by the GFP) and then reviewed by country management.[40] The Gender Unit produced a report interpreting the survey for each ECW, presenting recommendations along with examples of good practice. In terms of the report's utility at the country level, the report was completed in December 2005 but not published until 2007. By early 2008 the Gender Unit had completed Country Fact Sheets that reflect the follow-up surveys and provide more detail on the achievements and challenges[41]

73.   The baseline and follow-up surveys are the best source for comparative data on country performance on each ECW and permits both cross-sectional comparisons among countries (in 2003 and 2007), as well as longitudinal estimates of changes on each ECW indicator. They reveal which measures posed difficulties, such as identifying and reaching adolescent girls, and where efforts began to wane, such as purposeful advocacy. The studies also demonstrate that the WFP community undertook many of the expected measures – from including girls in school feeding, to consulting women about emergency food distribution points and making efforts to give women control of food. The largest positive trends were in the proportion of female beneficiaries in WFP's food-for-assets activities and the introduction of mechanisms to ensure women's access to, and control of, food in relief operations.

74.   Yet while the collected data is a valuable reference source for some purposes, there are some concerns regarding its utilization and interpretation for the purposes of assessing overall performance of the WFP Gender Policy 2003-2007: First, because the survey measured how much guidelines were followed, rather than outcomes or impacts, the findings can measure the proportion of the food placed in the hands of women but do not provide information about whether women were able to retain control of the food, how it was used or effects of the interventions the individual, household or community levels. The surveys tell us little about whether the ECWs were an effective way to achieve WFP's Gender Policy Objectives.

---

[39] 48 countries were surveyed in 2003 but only 45 were re-surveyed in 2007
[40] It should be noted that although it is called a "baseline", by the time it was undertaken, the ECWs had been in effect for over one year – meaning that the survey does not establish a pre-policy baseline.
[41] As the reports were only produced in late 2007, while the Evaluation was taking place, it was not possible to determine if or how they would be used for learning at the operational level.

**Box 12: Issues relating to Using the 2003 Baseline and
2006-07 Follow-up Surveys to measure progress on the ECWs**

The surveys pose some difficulties when seeking to estimate progress on each ECW:

1. As the countries were not selected randomly, it is therefore difficult to assess how they represent findings for all WFP countries.

2. Basing the survey on self-assessments by WFP country programmes raises questions of potential reporting bias. Because staff in central offices generally completed the surveys, there was no systematic quality control of reliability or completeness of information.

3. Although 52 indicators were proposed for measuring change in the ECWs from 2003 through 2007, comparable information is available for both reference periods on only 30. It is not possible to estimate change for the remaining 22.

4. While the 2003 baseline included more detailed information on the field activities, this part of the study which included some of the most useful measures of change, was unfortunately not repeated in 2007.

5. It is difficult to interpret or use many of the indicators as quantitative estimates of progress or change. For example, many indicators use terms like "all", "most" or "at least 50 per cent", for which it is difficult to obtain a precise estimate of the level of change.

6. Some of the constructs, such as "women's increased control over food", or "increased participation in decision-making", are difficult to operationalize; and some of the indicators, such as "the number of women on a committee", may not be very good indicators of what is being measured (the problem of construct validity).

7. Variations among country contexts, staff and partners - and the resulting differences among achievements and challenges – make it difficult to draw organization-wide conclusions.

8. Most of the indicators measure outputs rather than outcome or impacts. While they are useful for assessing how well the WFP community followed project implementation guidelines, they do not enable assessment of the ECWs' effectiveness (even when they are fully implemented) in improving the lives of women and their families.

75.   A second issue is the field perspective: While programme assistants and partners used monitoring forms to collect data, which signalled the importance of girls and women, the Evaluators found only rare use of the data to monitor or manage activities. While sex-disaggregated data sometimes revealed disparities, there were no mechanisms for analyzing, determining the reasons, and acting to address them. In other cases, particular approaches were deemed too difficult or impossible in a particular context – and then never pursued, either by the country office facing them or by contacting the Gender Unit that might have helped to address the challenges. The Evaluators did not encounter any examples where the Country Office had the results, and were working with them.[42] Similarly, and while country offices collected baseline and survey information, which signalled the importance of the Gender Policy, the analysis was undertaken at headquarters, and there was not yet evidence of use at the operational level. Thus while the effort to monitor and measure was the right idea, and while it partially informed this

---

[42] Obviously the Evaluation looked only at a few countries, and it surely would be hoped that the data is used by some – but it is still clear that such use is not institutionalized.

Evaluation regarding the extent to which the recommended positive measures were undertaken, it was a missed opportunity for managing and learning.

76.   From an outputs perspective, the results of the four pillars were good. WFP undertook most of the implementation steps promised in the Policy. Yet the results are less clear, and sometimes problematic, when looking to outcomes or impacts. There seems to have been little attention at headquarters to whether written documentation was received and/or read. Similarly, while the TLI included the development of national plans of action, there was no follow-up strategy – and no one seems to know, or have any record of, whether any of those plans have been implemented. Looking back, it raises a red flag when the use of outputs is assumed, staff have no incentives to read them, and no mechanisms are in place to track utility. Looking forward, this suggests that one essential role for the headquarters or corporate level is not only to monitor what is being done in relation to gender mainstreaming, but to check whether it is useful.

2.B.2 Implementation in the Field: The Targeted Measures, ECWs I-V

77.   The extraordinary dimension of WFP's Gender Policy is the pragmatic approach of ECWs I-V. Those measures reached beyond generic WID activities to specific interventions embedded within WFP's modalities. The policy's designers merged what they anticipated as women's basic and strategic needs with what they knew WFP does in the field.

78.   Several issues arose in reviewing each positive measure: (1) Whether there was data or reporting by which to assess outcomes and impacts, as compared with inputs and outputs, (2) Whether the ECW changed the way WFP staff and partners approached mainstream work (and/or whether the approach became the mainstream), (3) Whether the focus was on women or gender, and if the former, did it contribute to gender equality, and (4) What a more gendered version of the ECW might have done.

79.   As was stated in reviewing the support pillar of the baseline and follow-up surveys, that information helped the Evaluators (and WFP) determine attention to and implementation of the targeted measures. Yet because it focused on inputs and outputs rather than outcomes, the Evaluators were not able to assess the impacts. Yet with representative examples and triangulation, the Evaluation has identified some lessons learned that may inform future practice.

   ECW I focuses on maternal health and nutrition: "Meet the specific nutritional requirements of expectant and nursing mothers and adolescent girls, and raise their health and nutrition awareness."

80.   As stated and implemented, this ECW focuses on women. Given WFP's commitment to improving food security, along with concern for infants and children, this approach was targeted and specific. The ECW focused implementers on women if the nutrition programmes were not addressing them, and more specifically on developing nutritional supplements for expectant and nursing mothers if WFP was not providing for

their particular needs. While the ECW in many respects targeted women in their capacities as mothers, or as agents or conduits for benefiting children – and therefore tended to be instrumentalist – it was a strategic approach.

81.   The baseline and follow-up surveys report that Maternal and Child Health programmes (MCH) provided micronutrients at 88.6% sites in 2003 and 94% in 2007. This suggests that before the "enhanced commitments" (the baseline), WFP's provision was already quite good – but that it improved as well.

82.   The ECW target does not, however, reflect either the numbers of women reached by the clinics, or the sustainability of the approach.

83.   Regarding the awareness-raising sessions, the tracked indicator must be understood: the proportion of clinics offering orientation to *at least half of* pregnant and lactating women. Thus though the percentage fell, from 87% to 80.4%, even completely reaching the target could mean that half of the women did not receive orientation. It was still, however, an improvement that inclusion of HIV/AIDS awareness in orientations increased from 74 to 89.4%.

84.   Yet as WFP did not measure what women learned or whether it influenced their practices, there is not evidence regarding outcomes or impacts.

85.   The surveys also revealed that implementers in the field had some difficulties implementing the expected approaches, particularly regarding reaching adolescent girls and providing de-worming. As the follow-up survey came at the end of the Gender Policy, the data should help to identify focal challenges for the future. Data disaggregated for age as well as gender, along with qualitative research regarding the daily responsibilities and circumstances of adolescent girls, would help to understand the impediments and design localized solutions. Moreover, a number of cooperating partners in the field suggested that there is no point in working with adolescent girls unless adolescent boys are involved as well. This approach and experience was echoed by a prospective partner, UNFPA, which now purposefully works with adolescent boys.

86.   Efforts to achieve the implied impact objectives would have benefited from applying gender analysis to the focus on women. A gender perspective might have led to better results and promoted gender equality. Starting from the biological truth that women give birth to children, the ECW tended to overlook the variability and socially-taught gender roles relating to parenting responsibilities, thereby potentially reinforcing traditional expectations that mothers should tend to children – and leaving the fathers out. If the objective was to improve the nutrition of mothers and children, better results might have been achieved by actively engaging husbands and fathers. Husbands who understand their wives' need for nutrition while pregnant and lactating may be more supportive than those who do not; fathers who understand the critical nutritional needs of infants and children may be more supportive of their wives' efforts on behalf of their children – as committed partners. The outcomes might have been strengthened by ensuring that both fathers and mothers have recognized roles as parents, information, and

responsibility for their children's wellbeing. In contrast, focusing on women may signal that it is mothers' responsibility only – reinforcing stereotypes and putting women in the position of having to explain and justify to their husbands why they provide additional food for their children. Taking a gender perspective may improve the sustainability of family food security while improved gendered relationships can be win-win.

Box 13: From Women-Focus to Gender, From Mothers and Children to _Parents_ and Children

At one MCH clinic, the room was filled with women seated on chairs, holding their children, and awaiting their turn at the scales. At the scales, however, and weighing their child were a father and mother – both looking with concern to see their child's progress.

Outdoors, there were another half dozen men, waiting for their wives and children. When the Evaluator asked, "Why aren't the men in the room with their wives," the response was that there was not space. When the Evaluator asked whether they encourage fathers to come, the response was: "No, not really. This is for the mothers."[43] Considering the monthly information sessions, the Evaluator asked whether fathers were invited to attend. The informants responded that they had not thought of that.

A week later, after raising the issues at a number of sites, the Evaluator raised the issues with the director of an NGO cooperating partner. In fact that organization, having enjoyed substantial gender training and coaching from CIDA (the Canadian International Development Agency), had instituted separate training for fathers on issues of health and nutrition – and reported having subsequently achieved improvements in the children's nutrition.

Recognizing the value of such alternative approaches, WFP invited Egyptian ministers to see Bolsa de Familia in Brazil, Oportunidades in Mexico and similar programmes in Chile, where families receive payments with condition that the mother _and father_ go to clinic. Though they faced gender-related scheduling problems, considering the hours and days when men might be at work, gender analyses that identify the challenges require only some focus and creativity to achieve the advantages.

---

87.   Furthermore, shared understanding and responsibility may promote gender equality: Wives, as mothers, may face less tension or obstruction from husbands who oppose without understanding (including, in some cases, avoiding men seeking to eat some of the fortified foods themselves, or possibly violence over distribution of food). If husbands understand what their wives are doing for their children, and share responsibility, they may be respectful partners.

88.   At the operational level there are some cooperating partners who are applying gender analysis. For example, MCH programmes often involve either the staff of NGOs or local staff, such as doctors managing clinics, midwives or public health volunteers. Among them, some already pay attention to the whole of the family circumstances,

---

[43] See "A Review of Mother and Child Health Activities in the Sri Lanka Country Programme 2002-2006 and the PRRO 'Assistance to Vulnerable Groups for Peace Building in Conflict-Affected Areas'", 3-11 March 2007, Nina Kolbjornsen and Edith Heines, p.9: "Education sessions are conducted for a group of about 60-70 women and cover topics such as nutrition, STIs, hygiene, pregnancy related diseases, malaria, etc. … During the first ante natal visit of a newly pregnant woman, _both the wife and husband are invited to the clinic. A session is conducted to discuss issues related to pregnancy, such as nutrition, domestic violence, gender, hygiene, food taboos, etc._".

recognize gender issues and seek ways to promote the situation of women. But as WFP does not ask for such information, its programme assistants are typically not aware of them. Others are amenable addressing gender issues, but have not received the signal that it is encouraged or the guidance with which to analyze and address common issues. Local men and women who know their local cultures and practices may be willing and capable partners if WFP were to articulate its objectives more broadly and characterize its objectives beyond focusing on women alone.

89.   **ECW II** focuses on girls' education within WFP's School Feeding or Food-for-Education (FFE) programmes: Expand activities that enable girls to attend school. This ECW focused on ensuring that half of primary students receiving food assistance would be girls, as well as using the additional incentive of providing take-home rations (THR) to girls in cases of a "15-percent or greater gender gap in primary school enrolment or attendance in the supported primary schools." A third measurement looked at where there is not only a primary school gap, but also a "25-percent or greater gender gap in secondary school enrolment or attendance."[44]

90.   The ECW is mainstreaming in that it calls for a focus on girls within an existing WFP modality – indicative of relevance and practicality. It is strategic given findings regarding impacts of girls' education on them as individuals, but also on their families.

91.   The baseline and follow-up studies both show a rate of 48.8% schools in which half the students receiving school-feeding are girls. There was a drop from 37 to 32% in programmes providing THR for girls when the gender gap exceeded fifteen percent.

92.   The impact issues are two-fold: whether the ECW resulted in more girls attending school that would otherwise, and whether the practice will be continued (sustainability) once WFP hands-over its programme. Without set control groups, it was difficult to ascertain causality, i.e. whether it was the WFP feeding that caused families to send their girls to school. There was limited evidence of gender analysis, as compared with quite constant collection of sex-disaggregated data showing near 50% girls' enrolment. Information regarding the outcomes of the monitored mechanisms is scarce, as are reports of analyses or innovations.

93.   Yet a noteworthy benefit is that WFP's expectations regarding girls' education signalled an international expectation: the importance of girls' education. This served the Gender Policy's ECW VII advocacy objective, as much as the ECW II FFE objectives. For those countries where communities are still recognizing the importance of girls' education, the girls' increased presence in the schools may have been most significant.

94.   Some best practices have been reported that reflect understanding of gender-related responsibilities that may prevent girls from attending school: In India (a local context with its own focus on women and gender awareness), WFP recognized girls not

---

[44] While these are positive and practical measures attentive to girls' education, it is noteworthy from a gender perspective that the trigger applies when the proportion of girls enrolled is low – but does not seem to authorize THR when the proportion of boys is low.

attending school, visited their homes, and developed micro-projects such as water catchments to reduce the time girls were needed to collect water. In Tanzania, WFP introduced wood saving stoves to reduce the time girls would spend collecting fuel so they might attend school. The Evaluators are not aware of any efforts to collect such examples systematically.

95.   An institutional sign of mainstreaming attention to girls, if not to gender, is a study by WFP's School Feeding Service on the impact of its Food for Education Programmes on school enrolment.[45] Reporting that over the last 40 years WFP has "become the largest international organiser of Food for Education (FFE) programmes in the developing world," it analyzes results of surveys from 2002 and 2005 covering 4,000 schools in 32 countries. "This study has shown that FFE programmes can have a lasting impact on average school absolute enrolment *and that by providing extra THRs [take-home rations] to girls, in addition to their participation in on-site feeding, a strong contribution to gender equality in primary education can be made*."[46]

96.   WFP also undertook a study of WFP's girls' education programme in Pakistan to look at WFP's impacts both reviewing the literature, and comparing it with WFP's experience on the ground. From 2004-2005 WFP carried out a set of surveys "to assess education *and other socio-economic outcomes*".[47] That evaluation utilized both quantitative and qualitative data to analyze the outcomes, and to seek lessons on which to build future programming. While it found that the programme "stimulated enrolment of girls who, until then, had never entered a school," it also found problems with completion rates: "that the effect of the food incentive is not sufficiently strong to ensure that girls stay in school as they get older, and older girls of the family might be replaced by their younger siblings." Another significant finding shed light on the involvement of the community and local government who were "essential to mobilise the resources necessary for improving school infrastructure … This change in social attitude and behaviour is an important achievement of the programme".[48] Such analyses are good examples of gender mainstreaming – and may be precursors to greater gender analysis and innovative programming.

97.   By implication, the Gender Policy and the work of the School Feeding Service complemented one another. As a result of the ECW, implementers at the operational level collected and reported sex-disaggregated data. Yet some gender analysis questions remain: to what extent do partners or programme assistants check the reliability of the quantitative data, collect qualitative data, pay attention to evidence of disparities, analyze the gender-related challenges or recognize opportunities, and take context-relevant, innovative actions to use WFP food aid to promote gender equality?

---

[45] "Supporting Girls' Education: A study on the impact of WFP Food for Education programmes on school enrolment," Aulo Gelli, Ute Meir and Francisco Espejo, January 2006
[46] Id., page 9.
[47] Food for Education Improves Girls' Education: The Pakistan Girls' Education Programme, Touseef Ahmed, Rashida Amir, Francisco Espejo, Aulo Gelli, Ute Meir, page 7.
[48] Id, p. 9.

98.   The overall context and approaches of school feeding programmes raise some gender issues that warrant attention and analysis. In one country, home-grown school-feeding activities mainly involve headmasters/principals, along with women cooking in shacks. A gender analysis would raise questions about roles and responsibilities: Who will be responsible for the buying? When governments are cooperating partners, is the money going to the male headmasters – and what resources reach the women/cooks? Might women be more trustworthy, or might they know what foods to buy, but not have control over the funds? Sustainability and efficiency are chief concerns in school feeding programmes delivery. Achieving those objectives calls for an approach that involves gender analysis because it should involve *parents,* and combine school feeding with sensitizing *both fathers and mothers* (and sometimes in different places and different ways) about the benefits and relevance of girls' education.

99.   The Food-for-Work (FFW) "opportunities" for women to prepare meals for school children raised questions about impacts on families and communities. Frequently it is assumed that mothers will prepare food and feed children, which may reinforce gender stereotypes that food is women's responsibility. In some cases, it was reported that "Mothers volunteer to work half days to prepare hot meals. They are given FFW rations for their work. The mothers interviewed said it is somewhat of a hardship for them to spend that much time at the school because of their responsibilities to their other children and family members, but they are willing to do it to help the children and to receive the extra rations for the household through FFW." Reports from another country suggested that women who cook at the schools receive less in FFW rations than they would make doing wage-earning agricultural labour – thus making an income sacrifice to ensure that children eat at school. In other cases, women preparing meals food did not receive payment (in food, or otherwise), but were allowed to take left-over food home, or to bring their pre-school age children to school at meal-time.

100.   From a proactive gender perspective, feeding children might be a responsibility for women/mothers to share with men/fathers. A more gendered approach was found in Nicaragua where men helped to collect food, carry cooked food from the home of the woman doing the cooking (in cases where there was no school kitchen), and, in one project, played a very active role in constructing a school kitchen. In Sri Lanka, women and men worked together to cultivate mushrooms: the men building the structures, and women growing them in bags.

101.   The FFE programme illustrates confusion in implementation stemming from the Policy's ambiguous objective: whether the WFP community should only use schools to reach girls for food security, or should use schools to promote girls' education and gender

equality. If the former, there are assumptions that offering food incentives at schools will overcome gender-related rationales for keeping girls at home. As collected data focuses on head-counting *within schools,* it does measure or explain those girls who do not or cannot attend. One principal reported that in food insecure families where all adults must work to produce food, families sometimes "rotate the older girls" so that they take turns taking care of the pre-school age children and attending school. If this is a common practice, it might merit some innovation so that the girls have constant learning within school – such as using FFW resources for some childcare facility at the school[49].

102.   If the objective is to promote gender equality, there are questions about causation, i.e. whether food alone draws girls to school long-term. Sometimes gender-related issues, such as the approach to education or safety of facilities, may determine attendance.

103.   Regarding sustainability, it is not clear whether WFP is purposefully preparing to pass its commitments to women or to gender equality to governmental partners in the process of handed over. According to the baseline and follow-up surveys, 19 of 38 agreements with governments related to THRs. A Pakistan study offers one hopeful example of hand-over to the government partners:

> The impact of the THR programme in supporting access to education for girls in rural, food insecure areas of Pakistan has been remarkable. Though WFP was involved in the design, management and implementation of the FFE intervention, the ownership of the overall programme was, through the course of the programme, handed over to the Government of Pakistan. As of 2005, project implementation units staffed with senior level Government officials took-over the full responsibility of the programme in terms of food delivery to schools, programme monitoring and reporting… The *successful* hand-over of the programme management will be critical to ensure the sustainability of the FFE programme in the future.

104.   If the FFE modality goes beyond giving food to girls to promoting gender equality through girls' education, there are some Delivering-as-One opportunities. Passing along experience and gender analysis, as well as FFE efforts to engage fathers and mothers together in supporting the education of all their children, schools with infrastructure or curriculum needs might be flagged for attention by UNICEF or international NGOs or Ministries of Education. The education sector includes children, parents and educators – with opportunities to encourage positive gender relations within and between all three groups.

---

[49] This one episode offers some lessons relating to data collection and monitoring: that data may not have been collected at all, but instead someone marked on the board who was supposed to be in school, that teachers have incentives to over-report attendance if they are evaluated and possibly paid based on the number of children attending. Often, therefore, the issue is not just to analyse data more carefully, but rather to understand the broader context of how the school operates.

105.　**ECW III,** relating to FFA, FFT and FFW, states: "Ensure that women benefit at least equally from the assets created through food for training and food for work. Unlike the first two ECWs for which the percentage changes in their indicators from 2003 to 2007 do not show statistically significant changes, reports on this ECW indicate that nearly half of the Food-for-Training (FFT) programmes target 70% female participation; an increase from 33.3% to 71.8% in the number of programmes where assets create equal benefits for women and men; and a constant 70.9% of Food-for-Work (FFW) programmes that create equal benefits for women and men.

106.　At the operational level, this ECW illustrates both benefits of focusing on women. In many cases, country offices have identified opportunities to engage women in FFT courses, ranging from health-related to livelihoods training. In Egypt, where climate change has affected nomadic life and livelihoods are issues, WFP has used FFT to give Bedouin women literacy classes and sewing instruction.[50] In the Ampara region of Sri Lanka with a mix of Singhalese and Tamil (Hindu and Muslim) populations, a joint ILO-WFP programme brings young women together for livelihoods training – also illustrating how this ECW has been a way to engage adolescent girls.

107.　Yet as presented by WFP staff in the field, there have been missed opportunities from failing to take gendered perspectives. Staff and partners react negatively they perceive that when privileging women ignores the needs of adolescent boys and young men. They express frustration when they characterize the approach as "women, women, women" without a sense of flexibility or context-based justification.

108.　In fact, there may gender implications from generating employment (exclusively) for women in situations where men's unemployment rates are high. In addition to the psychological impact on men of their inability to provide economically for their family – possibly leading to alcoholism, depression, suicide and abandoning the family through shame – some of the strategies may have unintended negative impacts. If they make it more difficult for men to contribute economically to the household, this may increase burdens on women or lead to increased domestic violence.

109.　The successful push through the Gender Policy to provide training to women may have developed a bias – and precluded thoughtful attention to cases where training for

---

[50] This initiative illustrates how the ECWs and gender may be factor for WFP's new Strategic Plan and its strategic objective regarding climate change.

young men might be important for building understanding of health issues, or giving attention to livelihoods issues in areas of very high unemployment.

Box 16:
Examples of How to Use FFT/FFW Programmes with Men to
Advance Gender Equality

If the focus were on gender relations and gender equality, rather than on women's participation, WFP staff might identify some other opportunities:

* WFP might use FFT to train fathers/husbands about reproductive health for themselves and their wives, and about the nutritional needs of their children.

* Noting where food insecure families have institutionalized their severely disabled children or youth, WFP has provided food incentives to encourage de-institutionalization. Often, however, the caretaking burden becomes oppressive for mothers who have little support or relief – and there is a need to engage the fathers in sharing the responsibilities. WFP might use FFT to involve the fathers/husbands, while giving them the knowledge and skills to help their wives.

* In refugee camps where women and girls work to collect firewood and water, prepare meals, and also collect food at FDPs, FFW programmes may engage men to take on non-traditional responsibilities.

---

110.   This ECW also leverages food aid for work ranging from kitchen gardens and land recovery, to repairing or building community infrastructure. The FFW programme has resulted in some of the better gender analysis and programme design. In Egypt, as nomads have been moving from tents to homes, WFP's Food-for-Assets programme has purposefully ensured that the homes are put in names of women – both to empower women and to decrease polygamy. In Georgia, FFW resources have supported a soup kitchen – both providing jobs for some women and food for elderly men and women. But the additional contribution has been to enlist government funds for a sustainable intervention after hand-over – recognizing that if municipalities do not support services for the elderly, the responsibilities typically fall to women. In another case, community participation and decision-making has meant that if a female-headed household (FHH) lacked the labour to work on a project, others needed to help but with community agreement that the food earned through the work would go to the FHH.

111.   FFW that focuses on women alone may have practical and strategic benefits: providing them with more resources and changing regard for them in their community. In Niger, many communities resisted efforts to put the management of cereal banks in women's hands; it was a "tough sell". Yet there have also been examples where men have come to appreciate that the women do a good job – sometimes managing cereal banks better than men had. Often the key to introducing the change is not to focus only on women; but instead to involve men in some ways to ensure that they feel some ownership of a programme and do not feel threatened. Gendered approaches recognize that excluding men, leaving them in ignorance, or giving them little say, tends to belittle and alienate. Programmatic success depends on acknowledging the local context, and that women live in homes and villages with men –and working to foster positive relations between them.

112.   The sense at the operational level that FFT is *either* for women *or* for men may miss other gender-related opportunities in some contexts: mixed working groups. Looking beyond the ECW targets, an understanding of gender and a sense of the mandate to promote gender equality might lead to using mixed participation in FFW programmes to promote gender equality. In Nicaragua, for example, men and women have shared the work in vegetable gardens. In Sri Lanka, community teams have repaired "tanks" for management of the watershed and rice production – and have engaged men and women together. In Georgia, when asked about mixed teams clearing irrigation channels, women were somewhat apologetic that they were not able to do all the physical labour. When encouraged to take a more nuanced approach to describe their roles, they found they contributed more than just labour – such as maintaining productivity by setting up small teams to compete, singing, or what they called "cheering". In another case, men and women agreed that women may contribute to teams because they are often better at organizing and reporting. Thinking about the different roles and skills of men and women, and how working together on teams may combine complementary skills and build respectful collaboration, is another way to use FFW to promote gender equality.

113.   **ECW IV** addresses women and food distribution: Contribute to women's control of food in relief food distributions of household rations. Relating particularly to WFP's work in emergency and humanitarian contexts, this ECW purposefully tackles some of the impediments to women's access to food, while also seeking to improve household use and enhance women's status. With regard to the logistics of food distribution, it calls upon WFP to consider women's burdens and safety when establishing food distribution points (FDPs), to determine whether special packaging is needed to enable women to carry food rations themselves, and "in situations of high insecurity or social breakdown", to design distribution arrangements in consultation with women "to avoid putting them at risk". To increase women's control over food rations, it establishes a new approach of issuing household ration cards in women's names (as well as separate cards for each wife and her dependents in cases of polygamous families).

114.   The formulation of those targeted measures was responsive to experiences at the operational level. It was practical regarding ways to ensure that women would receive food. It illustrates the duality of objectives: that WFP expected that by focusing on women, it could improve the delivery of food into the household, but also promote gender equality by enhancing women's visibility, status and control over resources. Consistent with other UN-related debates and measures, WFP has paid more attention to women as beneficiaries, but has also strived to improve women's power and control over food.

115.   In a number of aspects, it appears to have been quite successful. The baseline and follow-up show some marked accomplishments: increasing consultations with women on locations of food distribution points from 46.6% to 66.7% of decisions, and on distribution in insecure areas from 56.5% to 84.6%, along with increased mention of women on ration cards from 67.5% to 86.7% and separate cards for each polygamous wife from 56.2% to 87.1%. The increased focus on women in such settings has been a major accomplishment.

116.   Yet implementation has not proceeded as anticipated. One Evaluator noted: "The 50 kg bags of grain are the most challenging for women to manage. The distributors assist women by heaving the bag onto the heads of the women, many of whom have babies on their backs and are also carrying the other items such as tins of oil, salt and pulses." WFP staff and partners also expressed concerns about the time and physical burdens on women, as well as noting that the focus on women seems to relieve men of some work and responsibilities. *See "Voices", Annex E.*

117.   Resistance seems to stem from two factors: the lack of clear norms authorizing the exercise of judgment, and failed communication of the policy nuances. Despite the manuals, guidelines and ECW training, many are not aware of the sub-ECWs that anticipate challenges like the weight of 50 kg bags (IV.2 re special packaging) and giving women the right to designate someone else to collect the rations (IV.7). Knowing an incomplete instruction or expectation, but feeling that it is wrong, implementers resent pressure to do something with which they instinctively disagree.

> **Box 17: A Fundamental Gender Issue - Taking Care Not to Impose Additional Time/Work Burdens on Women**
>
> The notion of men and women sharing responsibilities within a household, and to the good of their family, is not well understood. Despite the desired benefit that women receive food, it is presumed that they maintain management within the household.
>
> The amount of energy and time expended – to receive the food, carry it to their residence, store and cook and serve it – all fall to the women. Women are also responsible for procuring firewood to cook the food … [T]he amount of energy and time needed to locate, cut, bundle and carry wood back to camp is usually substantial.
>
> Although men are seen assisting women at distribution points, and also collecting their own rations when there is not a woman in the household or when the woman of the household is sick or otherwise not able to come to distribution, some WFP implementers worry whether they are allowed to make such exceptions. So in a refugee or IDP situation, what is the role of the men, and what are their food-related tasks? [51]

118. Many have suggested that the model for this ECW was a particular situation, perhaps of a refugee or IDP camp in Africa, and that it does not fit many other local contexts – and they complain of a "one size fits all" and overly prescriptive approach. While this ECW has been critical in the camp context and has made women visible and appreciated at food distribution, current concerns about protection require broader gender analysis: Improving delivery of food into women's hands and its arrival to the household is only one step. Recognizing gender roles, such expectations that women and girls collect firewood raises protection issues. By implication, the decision to distribute food that requires cooking has gender-related impacts.

> **Box 18: Focusing on Women or on Promoting Gender Relations**
>
> One cynical government representative suggested watching how women collect their rations – that there would be a man right behind her, waiting to take them from her and take control. The Evaluator later saw a woman at the FDP to represent her family and claim their ration – and her husband waited with a bicycle so that they *together* might take the food home. This is the best arrangement from a gender perspective: rather than men only in public spaces where they claim and control the food, or women gaining the status and control but also taking on the extra burdens, a partnership of shared responsibility for the family's food security.

119. WFP has been taking the next steps for issues relating to refugees and IDP camps outside or beyond the ECWs – perhaps suggesting an alternative approach. The Protection Unit has responsibility for an issue that clearly involves women, but also requires gender analyses. Its ability to observe and analyze has perhaps benefited from the flexibility of not following a particular ECW. The unit has undertaken case studies (DRC, Colombia, Liberia, and Uganda); responded to country offices' requests for help (including Myanmar, the Philippines, Guinea, Cote d'Ivoire, Colombia, CAR and Sudan

---

[51] The number of informants who expressed concern about whether WFP's approach was increasing the burdens women's time is some evidence of how the context has changed over the years, and the pendulum has swung. With such foundations now among a good cadre of the WFP community, the time is right to give people deeper understanding and greater flexibility for local circumstances.

several times); and provided training in Sudan. The studies have benefited from the Gender Policy's designated experts, involving representatives from the Gender Service and Mother-Child Health and Nutrition Programme, but also staff from WFP Country Offices, Emergencies and Transitions, and Vulnerability Analysis and Mapping.[52] These issue-focused teams bring together people with different focal expertise to engage together on an issue raising many gender issues. They offer opportunities for each person to gain a better understanding of gender dynamics within the context of his or her own work. The Protection Unit has also developed training manuals that have evolved through feedback from the field, thereby integrating field experience into organization-wide thinking, and gradually sharing experiences.

120.   **ECW V** applies to the other positive measures, but focuses attention on increasing women's participation in decision-making: Ensure that women are equally involved in food distribution committees and other programme related bodies. The sub-ECWs identify steps to improve and measure women's participation: using participatory approaches during the project cycle, setting targets of half representatives and half "executive level" members being women, and seeking partners to "provide community participation and leadership training to women taking part on committees."

121.   The results from this ECW have been mixed – sometimes improved participation of women, yet sometimes decreased. While the Evaluators did not have sufficient sampling or discussions to explain this, field input and reports suggest that when it was difficult to identify qualified women or engage them actively, the women-focus without gender understanding often precluded the development of successful approaches. In other contexts, rather than achieving an objective of women sharing and contributing to decision-making, successful efforts to increase women's participation resulted in many fewer men – sometimes leaving women as primary or nearly exclusive decision-makers. For example, school-feeding committees of nearly all women may have inadvertently signalled that "food is a woman's issue" and released men (husbands and fathers) from their shared responsibility for family and community food security. While following the ECW may have met the targets, in some contexts it may have done more to shift burdens to women than to increase their status.

122.   Yet in some contexts, in communities where people had never even thought of women participating in committees, putting this requirement in place opens up new political space. In many cases the women had also never believed that they would have anything to contribute, so it was also a wake-up call for them.

123.   At the same time, promoting women's participation on committees is by itself rarely sufficient for enhancing women's political empowerment. From a gender perspective, the objective is not just for women to be present at committee meetings. There should also be effective communication and collaboration: discussion, respectful appreciation of different perspectives, and joint-decision-making. Achieving a change in social or cultural practice is far from easy. While some WFP Cooperating Partners have

---

[52] The Protection Unit has also worked closely with the Gender Unit on developing an SEA component for corporate training, and collaborated on interagency activities with the IASC, FAO and others.

some appreciation and experience from their own organizations' attention to gender, the Evaluators saw primarily head-counting that focused on "getting women into the room," with uncertainty about how to promote positive gender relations.

Box 19:
From Quantitative Gender Mainstreaming of "Counting Heads" to
Qualitative Gender Analyses: The Example of Participation

ECW V: Ensure that women are equally involved in food distribution committees and other programme related local bodies

Issue #1: **The quality of participation**

There are levels of participation: Are women simply there but not speaking up, are they speaking but not heard, are they heard but not followed, and are they following but not setting the agenda?

Issue #2: **More women versus gender: Is the goal more and more women, or women working with men?**

In one instance, women are now over 80% of the committee members as men have migrated away for work. This puts responsibility on women's shoulders, but does not achieve the gender equality objectives of encouraging men and women to work respectfully together for the benefit of their families and communities.

Issue #3: **Beware unintended negative impacts: Gender stereotyping**

Making women responsible for food-related decisions may signal that "food is a woman's issue", and release men in the community from their shared responsibility to ensure food security.

Issue #4: **The importance of consultation: What does time spent in consultative processes mean for women's already overburdened schedules?**

What are the benefits and costs: When effective, there may be benefits of greater voice and empowerment. But if committee participation is not achieving those benefits, it may leave only the costs of placing an additional burden on women's valuable time.

Particular Implementation Challenges: Emergency and Conflict Settings

124.   Assessing the implementation and results of the positive measures for women requires attention to how they work in different contexts. Paying attention to the operational level requires separate treatment of circumstances in conflict and disaster-affected environments. In fact, consultations in preparation for designing this Gender Policy raised questions about how to be more effective in emergency settings:

> Since performance in implementing the WFP Commitments to Women was stronger in development programmes, with the ECW emphasis will now be placed on humanitarian assistance operations. In the first, acute phases of an emergency of in situations of insecurity, decisions will need to be made regarding the extent to which the ECW can be implemented. However, the organization is committed to making every effort to implement each ECW as soon as circumstances allow. For each phase of humanitarian assistance appropriate minimum implementation requirements will be defined.[53]

---

[53] Gender Policy, page 19.

125.   Implementation experience in emergency operations puts the critical factors at the operational level in stark relief. The message from staff and partners with experience in emergency settings is clear: For those acting quickly, the normative basis for decisions must be clear. Paying attention to women's particular vulnerabilities and needs, but also enlisting women's assistance and contributions, must be an automatic and inherent dimension of their work. To achieve this, some suggest that training cannot instil the most fundamental guidance: recognizing the dignity of every human being, being vigilant to "do no harm", and protecting each individual, from girls fetching firewood to boys forced to be fighters. Protection involves additional requirements that serve women and involve gender: a solid commitment to treating all people fairly (women, but also elderly, or others); an inherent dedication to creating safe environments and not increasing vulnerability; and the ability to solve problems by using common sense, building collaborative relationships, and taking leadership.

126.   Effective protection of women and girls requires a basic understanding of the threats that generate protection issues. At the operational level, the WFP community needs the capacity to understand the entitlements of girls and women, relations within the family, and areas with severe gender inequalities. With little or no time to prepare and learn, it is best to hire staff who already understand; and female staff and partners, including women with local language skills who can consult and advocate on behalf of displaced women, are essential; as well as having sufficient understanding of gender relations to work with men for the protection of all. It is equally important that there be men working for WFP or its cooperating partners who have local knowledge and can relate to men – to engage their help and cooperation, to explain and support mechanisms that target women.

127.   While staff are committed to a "gender policy" on a case-by-case basis, or situation by situation basis, they underscore that conditions must be conducive to policies and compliance. In emergency settings or conflict prone environments, even some who under different circumstances would be committed, shift their views.

128.   Yet disaster contexts also vary, with significant distinctions between one-time, completely unanticipated disasters versus recurring emergencies such as annual floods or super-cyclones. In the latter case it is possible to learn from experience and develop gender-sensitive preparedness strategies. Bangladesh has learned by trial and error how to improve the gender-sensitiveness of the flood preparedness. In Nicaragua, Hurricane Felix served as a wake-up call: government, army and communities were working together to develop detailed plans on how to prepare for the special needs of the elderly, young children and women. Many emergencies (such as earthquakes or cyclones) are not totally unexpected, and preparedness can and should include attention to men and women's roles – both where different and as inter-related.

129.   To the extent that gender mainstreaming goes beyond focusing on women's needs, it calls for gender analyses to understand the roles and responsibilities, but also issues of power and control. Emergency environments pose the challenge of disrupted systems, and an unpredictable mix of holding onto traditional practices for a sense of

familiarity and stability, with changes in traditional roles. They may also bring together IDPs or refugees from different local contexts with varying gender roles. Even if WFP and its partners (UN, NGO or local) do not have the time or opportunity to promote gender equality, effectively delivering basic assistance and trying to "do no harm" often requires the ability to understand how gender dynamics may impede their efforts and imperil the beneficiaries. Even more than ever, it is important to have the capability to observe, analyze and problem-solve.

**Box 20: Gender-Related Problem-Solving
in the Midst of Conflict-Ridden Settings**

Food distribution points have been established, and beneficiaries are gaining access to the basic food supplies needed. It appears that everyone is included. Someone discovers, however, that there is a group of women who had been raped, and are living in caves with their children – outside the camp because they have been banished by their own community.

This is a gender issue – based on their sex and on social 'rules': how to deal with it? Training from books will not help. This requires determination that WFP needs to reach those women and children, understanding that they cannot just be "brought in", problem-solving, and collaboration with people who know the local culture(s) and a willingness to innovate.

---

130.   Even when the WFP community understand the Gender Policy's objectives, have received the information, and have capabilities for gender analysis, there remains the question of opportunity – often determined the enabling environment. This is where the role of "headquarters" is less about delivering standards and expectations from above, and more about responding to immediate and urgent requests from below. What is often needed for reaching and protecting women, and what is needed for effective gender analysis and problem-solving, is *institutional support*. In the case of emergency operations, staff do not have time to ask repeatedly for resources or look for expert guidance. In one case, a sub-office in an extremely difficult environment sought support on gender and HIV/AIDS, but received no response.

131.   In all cases, when staff are under intense pressure and danger, they need to be relieved for awhile – or else will lose their effectiveness, including their ability to observe gender-related dynamics and take extra efforts to respond. There may also be gender-related differences in how male and female staff cope under pressure – and institutional support must include attention to how stress may manifest itself differently. Finding buddies or emotional support may be a problem for a woman if teams are mostly men.

132.   Finally, where resources are scarce and emergency responses are demanded, there is limited time, attention and resources for addressing gender issues. This is a critical context for "Delivering as One," but requires close cooperation and communication with partners like UNHCR. WFP's staff must have the capability to lead, be calm under pressure, maintain consideration for beneficiaries and be creative. For this environment, therefore, hiring people who already have gender sensitivities and skills is more effective than guidelines or training.

<div style="border: 1px solid black; padding: 10px;">

**Box 21: Predicates for Effective Gender-Response
in Emergency Settings**

➢ Leaders who care about the well-being of all human beings: old and young, male and female, healthy and ill
➢ Teams that include people with local knowledge – but who also have the experience to observe and notice when things are 'not as they seem'
➢ Leaders who communicate well, with their own teams, and with other partner organizations
➢ Teams that are both male and female – recognizing that gender differences apply on both sides of the situation, among WFP as well as among beneficiaries.
➢ Support from supervisors that prevents WFP staff from being in high stress conditions "too long"
➢ Training or resources on demand: when WFP staff say they need AIDS training, they mean it; if they want ideas about how to protect girls and women who are vulnerable to attack when seeking fuel or water, they need it. Quick response is critical.

</div>

2.B.3 The Cross-Cutting ECWs: Gender Mainstreaming and Advocacy

133.   The Gender Policy's two cross-cutting ECWs, ECW VI on gender mainstreaming and ECW VII on advocacy, ought to have influenced work both at the corporate and field levels. Although each has contributed some success to the Gender Policy, they have also tended to focus on women rather than employing gender analysis.

ECW VI: "Ensure that gender is mainstreamed <u>in programming activities</u>."

134.   Insofar as the gender policy called for incorporating attention to gender into programmes and practices at the corporate level, WFP's Gender Unit did worked with a range of partners in Rome – both within WFP and with other UN agencies. One strategically important focus, because it should build the foundations for nearly everything else, was assessments and analyses – as explicitly addressed in ECW VI.1.

<div style="border: 1px solid black; padding: 10px;">

VI.1. Participatory and gender-sensitive situation analyses will be conducted; vulnerability analyses and food needs assessments will be conducted in a gender-specific and gender sensitive manner; gender issues will be incorporated in contingency planning exercises

</div>

135.   The PDP Gender Unit was involved in integrating a gender perspective into the Vulnerability Assessment & Mapping (VAM) approach, including preparing thematic guidelines, partly reviewed the Emergency Needs Assessment, and contributed to a "Passport to Mainstreaming a Gender Perspective in Emergency Programmes."[54] This reflects an understanding of the importance of recognizing the roles, responsibilities, and powers of men and women within a household or community.

---

[54] Baseline Survey Report, p. 102.

136.   Yet discussions at headquarters raised several concerns: First, integrating gender into the manuals presupposes that people read and use the manuals. Second, the effectiveness of incorporating gender issues within manuals depends on people understanding them and recognizing their importance. This would require attention in training, but is reportedly now receiving little or no focus. Third, for lack perhaps of appreciating the importance of the gender content, it appears that some may be lost through future revisions of manuals.

Box 22: An Illustration of the Possibilities for Gender Mainstreaming
Enriching the Cash vs. Commodities Debate through
Gender Mainstreaming & Gender Analysis

There are examples of how the Gender Policy has resulted in gender mainstreaming: In the context of new thinking about cash versus commodities, "An assessment of appropriateness and feasibility of cash response options" focuses on women and female-headed households, expresses concerns about women's roles, and recognizes that solutions such as cash should take account of who controls resources. The research included women's focus groups, and the report includes a section entitled, "Resource Transfer Preferences, Gender and Security" that includes some analysis of intra-household control over resources and decision-making. This is a positive example of gender mainstreaming, incorporating analysis into "mainstream" research and thinking. In the future, it should happen *all the time*.

The bottom line question, however, is whether beyond that document, WFP will undertake a gender analysis of the whole concept of cash versus credit: looking at how gender roles, as they vary from context to context, may complicate or vary the calculus regarding the advisability of using cash, and carefully assessing the risks of causing unintended consequences – such as gender-based violence over use of the cash. There may also be opportunities to study the degree to which improving gender relations (to advance gender equality) may contribute in a positive way to improving food security – with commodities, with cash or by households coping on their own.

---

137.   The Gender Unit also had a formal role in reviewing programmes submitted to the Programme Review Committee. The PRC Review has been useful on two levels that are important from the corporate level: relaying a constant signal from management regarding the importance of gender mainstreaming, and providing corporate oversight to determine whether people are in fact following the policy and able to address gender meaningfully. The Evaluators did not, however, learn of any case where the PRC review generated action, such as training or coaching, for that country team whose programme was weak on gender. Regarding the programmes, informants in the field reported that gender-related PRC comments were often too late for making meaningful improvements.

138.   After recent reorganization and dismantling of the Gender Unit, the oversight process and potential for identifying countries needing more guidance may disappear altogether. The former review system required each "unit" to sign-off after reviewing a proposed programme. Without a Gender Unit, no one has the assigned role. The expectation that those who have gender expertise, but no longer represent a unit and carry gender oversight responsibilities, will voluntarily raise gender issues belies experience: Ironically, while everyone should and does have responsibility for paying attention to

gender in *their own jobs*, no one has explicit responsibility to take the extra time to check for gender when reviewing *others' work*.[55]

139. A third area for programmatic gender mainstreaming was "Results-Based Management" (RBM). WFP developed a very comprehensive Logical Framework matrix with very precisely defined indicators for measuring change (results) for each ECW. Yet the Evaluation Team understands that WFP has never actually collected on the indicators or used this Logical Framework.

140. ECW VI.4 called for attention to programme tools and guidelines. The Gender Unit provided guidance on how to reflect the ECWs within Standard Project Reports and required CO inclusion of ECW implementation within them, reviewed Strategic Plan indicators so that by December 2004 the indicator compendium partly reflected the ECWs, and reviewed guidelines for preparing programme documents. They were not able to review existing M&E guidelines or training modules.[56]

141. To monitor field-level compliance with the corporate gender policy, WFP developed 39 indicators but tracked only three in the annual Standard Project Reporting (SPR):

> 1. Proportion of women in leadership positions in food management committees.
>
> 2. Proportion of women receiving household food rations at distribution points.
>
> 3. Proportion of household food entitlements (on ration cards or distributions list) issued in women's name.

142. The policy required ongoing collection of sex-disaggregated data, which the Evaluators found to be common practice through monitoring sheets used by programme assistants, NGO partners and governments alike. The process of collecting that data has ensured the visibility of women and girls by WFP's staff and partners in the field.

143. Yet like the information from the baseline survey, while indicators tracked compliance, many did not measure the real objectives. For example, tracking numbers of women on committees did not monitor the quality of women's participation, whether they engaged actively or influenced decisions; and tracking how many contracts referenced the ECWs did not reflect whether anyone beyond the person signing the contract knew of them, or whether that knowledge influenced partners' approaches.

144. Beyond monitoring, effective gender mainstreaming would also extend to evaluations – opportunities to assess programmatic approaches, and identify ways to improve WFP's performance. WFP's Office of Evaluation provided the Evaluation Team a summary matrix tracking Evaluation Reports from 2004-2007, and comments or recommendations regarding gender. On the positive side, the matrix reflects a number of gender-related comments. A mainstreaming approach would mean that rather than

---

[55] Through the stakeholder review of this report, the Evaluators learned that the new Women, Children and Gender Unit will undertake both programmatic and policy work, including inputs to the PRC.
[56] Baseline Survey Report, p. 102, published in 2007.

undertaking separate gender assessments of country programmes or themes, evaluation terms-of-reference would include gender analysis and Evaluators with gender expertise.

145.   Mainstreaming gender analysis into evaluations offers opportunities to enhance understanding through experience. One example from the field illustrates the potential to identify valuable gender-related insights: A Real-Time Evaluation of post-Tsunami assistance[57] carefully incorporated gender analysis, including designation of someone on the team with responsibility, four full pages of analysis, and a dozen good recommendations.[58] When determining who had lost their lives, the Evaluators learned that because of gender-related tasks, women washing near the water were swept out to sea, while men who were fishing survived. In the post-Tsunami context, this led to a need to address the needs of widowers faced with grief but also family task for which their wives had been responsible – and then impacts on adolescent girls who were rushed to marry widowers and serve as new wives and mothers. When raised with the WFP community in Sri Lanka, no informant was aware of those insights.

146.   One test of effective gender mainstreaming is whether there is gender content and analysis within programmes not purposefully targeted by the positive measures. WFP's HIV/AIDS work is a positive example. As WFP's role in HIV/AIDS was limited at the time the Gender Policy was development, the Policy recognized some linkages between HIV/AIDS and gender within the background section regarding women's roles in ensuring household food security, but did not specify particular measures.[59]

147.   The HIV/AIDS team has incorporated attention to gender roles, employed gender analysis, and recognized gender issues within its work. It has linked at times with the Gender Unit, such as offering HIV/AIDS-related training within clinics of the Mother & Child Nutrition programme, and within Food-for-Training programmes involving women and adolescent girls. The HIV/AIDS and Gender Units collaborated for the Gender Unit's AIDS-focused issues of Gender News Online, and the Chief of the Gender Unit presented about gender and HIV/AIDS at the HIV/AIDS unit's conference in Cairo. With "Getting Started: HIV, AIDS and Gender in WFP Programmes", the HIV/AIDS Service and Gender Unit recognized and articulated the gender dimensions of HIV/AIDS. The Gender and HIV/AIDS units training course for male transport and contract workers is a noteworthy innovation.

148.   The last issue for gender mainstreaming is budgetary. ECW VI states: "The costs associated with the implementation of the ECW will be mainstreamed into PSA and programme budgets." The Baseline report states: "By December 2004, the budget format

---

[57] A Report from the Office of Evaluation: Full Report of the 'Real Time' Evaluation of WFP's Response to the Indian Ocean Tsunami, Rome, Sept. 2005, OEDE/2005/3, pp. 61-64, 73-74.

[58] Similar and complementary assessments were undertaken by UNIFEM and OXFAM.

[59] The Policy states: "Women are disproportionately affected by HIV/AIDS. They are physiologically more vulnerable to HIV infection and can transmit HIV to their babies in the womb, during childbirth and through breastfeeding. Poor women, particularly adolescent girls, are vulnerable not only physiologically but also socially, as they are exposed to unemployment, sexual exploitation and abuse. The epidemic has affected women's contributions to household food security and children's nutritional status. Women who take care of sick family members or who are themselves sick have less time available for productive activities and intensive childcare."

guidelines had been revised to explain how to mainstream ECW survey costs into the DSC and ODOC budgets. WINGS was still not modified to track gender-specific budget data as presented in the DSC and ODOC budget plans."[60]

149.   The Baseline survey reported, "Sixty-three percent of country offices that submitted project documents for approval since January 2003 budgeted for activities related to the implementation of the ECW. However, funding constraints often result in budget line cuts."[61]

150.   Some follow-up survey reports reflect budgeting, though the Evaluators were unable to gain explanations of how the figures were calculated or how the funds were used. Some examples of reports are:

- Bangladesh: $235,000 in DSC and ODOC in 2006, and $30,000 in 2003.
- Cambodia: $77,550 for DSC and $333,484 for ODOC in PRRO 10305.
- Nepal: Budgeted for ECW in 2004, with $1,1354.000 in 2006.
- Pakistan: Reported no activities related to ECWs budgeted in 2006, as compared with $40,000 under ODOC in 2003.

151.   At the time of this Evaluation, informants reported that with a fixed budget structure and no line for the gender policy, WFP has not fully mainstreamed gender in budgeting or decentralized it at the operational level. *See the Capabilities Section below for further discussion of budget.*

---

[60] Baseline Survey report, p. 102.
[61] Id, p. 104.

Gender Mainstreaming and the positive measures, ECWs I-V

152. As was noted above, gender mainstreaming has rarely reached the women-focused positive measures.

BOX 23: Applying Gender Mainstreaming to Targeted Measures

A gender mainstreaming approach to maternal and child nutrition would look different than the women-focused approach, incorporating perhaps four steps: (1) Starting by explicitly stating the objective: to improve the health of women as mothers and of children in ways that are sustainable. (2) Undertaking an analysis of women and men within both the household and the health systems, to understand their respective roles – and also the relations between mothers and fathers as parents. (3) Consider how men – as husbands and fathers, doctors and health workers – might contribute to the health of women and children. (4) Seek ways in which improved gender relations, including between fathers and mothers in relation to the well-being of their children, between husbands and wives with regard to each one's reproductive health, and between male doctors and females midwives or health volunteers to improve their communication and collaboration (which, in a pragmatic way, may contribute to gender equality and the empowerment of women). Beyond the design, WFP staff along with local cooperating partners with NGOs or government offices and clinics would have the capacity to monitor for unexpected gender-related issues or opportunities – and to modify their approaches accordingly.

---

153. Even when WFP has given some attention to how engaging men may improve women's situations, it has paid little attention to how food insecurity directly affects men and boys. For example, the low-productivity, and decreasing size of family farms is one of the reasons men migrate in search of work, and many men working in mines or as long-distance truck drivers are also subjected to malnutrition, violence and other problems.

> *Advocacy/ECW VII: Contribute to an environment that acknowledges the important role women play in ensuring household food security and that encourages men and women to participate in closing the gender gap*

154. The first sub-ECW calls for a mainstreaming approach: "Within the context of WFP;s overall advocacy efforts, corporate advocacy and awareness-raising messages will be developed and highlighted in WFP's contact with the media.

155. At the corporate level, WFP has done a superb job with the "women-focus". A review of publications (hard-copy and electronic) is telling: There are any wonderful images of women, adolescent girls and the girl-child. One example is WFP's Annual Report 2006 - including eight photos of women (and food) in 50 pages.[62]

---

[62] Further, these images consistently link food and women – particularly with regard to preparation – and have inadvertently reinforced the notion that food is women's responsibility, *alone*, thereby reinforced a

156.   At the operational level, the Baseline Report found that those all those country offices that developed an advocacy strategy "addressed the key role women play in contributing to household food security through advocacy messages." That was the key message: Headquarters distributed a brochure entitled "Food in the Hands of Women; pens and bags inscribed with "Women: Key to Food Security"; posters and gender card kids depicting "women in Control – Guaranteed Food for the Whole Family; Life Skills for Women and girls – Investing in a Brighter Future, and "Women as Decision-makers – for the Benefit of the Most Vulnerable." As the Baseline Survey recognizes, "Messages that specifically address men and strengthen their understanding of the benefits of women's advancement and gender quality have not yet been developed at Headquarters level." Similarly, the "least often depicted [image] was "men experiencing the benefits of women's advancement and gender equality." [63]

157.   At the operational level, advocacy is often needed within programmatic work, when relating to implementing partners or beneficiaries. The public dimension, of producing pamphlets or brochures, or organizing events to highlight WFPs work and generate resources, requires the same shift from a women-only focus to gender focus as at headquarters.

158.   Yet despite the focus on women, there were missed opportunities to promote the gender relations or gender equality dimension. There are not very many images that reflect men and women working together in partnership, or discussions that reflect gender analysis. For example, the summary of *World Hunger Series 2007: Hunger and Health* notes: "Only by prioritizing the hungry – and especially women and children at all stages of the life cycle – and by supporting principles of inclusion, equality, ease of access and transparency, can the hungry benefit from the technological innovations that are transforming the world." Focusing on how women's health affects everyone, a diagram shows factors that clearly relate to girls, women and mothers: "eats last, eats least", to malnourished in adolescence, married too young, underweight at birth, breast-fed shorter time. It does not point out how health might improve were gender relations to improve within the household; that a young girl's early marriage may depend on decisions by her father who does not understand the risks; or that a woman's ability to eat within a household may suffer from traditions, lack of voice and power.

159.   Such individual missed opportunities reflect the challenge of extending gender mainstreaming to all areas, and of moving the focus throughout WFP from women to "gender". The Public Information Office seems to be one area at headquarters that has had only minimal collaboration with the Gender Unit. At a public information retreat in November 2007, the first since 2002, there was no focus on gender.

---

gender stereotype that tends to absolve men of their shared responsibilities for family and community food security. (See below for discussion of the comparable issue at the programmatic level.)
[63] Baseline report, p. 108.

160.   Although the sub-ECW calling upon country offices to "work to keep gender issues o the agenda of the CCA/UNDAF, PRSP and CAP processes," looked to outcomes (reference in the documents) rather than inputs, WFP's baseline and survey did not reflect attribution, i.e. the extent to which WFP, among other UN agencies, contributed.

161.   Those who meet with government leaders, a government's Programme Management Unit or local government representatives on a regular basis must go beyond public relations to make the case, person-to-person. This private dimension of advocacy requires the attention of WFP leadership at the country level. While local gender issues may be known in advance, opportunities for advocacy may not be predictable – and require strategic interventions within mainstream topics of discussion. It may mean raising the question of girls' education with the Taliban – again, and again, little by little; or may require thoughtful discussions with government partners that reflect WFP's understanding of local culture. One WFP country director noted the importance of "orienting people's thinking of people: take it in your mind, analyze and give back," pointing out the need to be conscious of gender issues and to explain to people why WFP addresses them.

162.   Advocacy is critical when anticipating "hand-over". As WFP turns over responsibilities and modalities, WFP must be purposeful about passing along understanding the needs and contributions of women and girls, but also promote the use of gender analyses and appropriate collaboration between women and men. Yet WFP staff can no more promote gender mainstreaming with partners without expertise, than GFPs can advise their colleagues. The success of "advocacy" depends on the knowledge and capability of senior levels of WFP leadership. While there may sometimes be lack of commitment, there are also cases where there is commitment but execution requires better understanding.

163.   Lastly, opportunities to advocate for gender equality or the improved situation of women and girls are often UN-wide rather than only WFP – and illustrate cases where "Delivering as One" may be not only efficient but also effective. Yet whether a matter of WFP working together with UNICEF in relation to a Ministry of Education, or with FAO and a Ministry of Agriculture, advocacy requires the determination and engagement of senior staff at the country level. While such partnerships often make a lot of sense, they may be difficult on the personal and institutional levels and require purposeful leadership.

<table>
<tr><td>

**Box 24: Examples of Joint Assessments where
Gender might have been Mainstreamed Collaboratively[64]**

In Georgia/Abkhazia, a UN Country team undertook a UN Socio-economic Assessment looking into needs relating to food security, agriculture production and agricultural infrastructure of the region. The team consisted of members from WFP, FAO, UNDP, UNICEF and UNHCR. Ensuring gender analysis within WFP's VAM or the SEAGA would ensure that all players consider gender for their issues.

After an exceptional drought in Moldova, WFP and FAO conducted a Crop and Food Supply Assessment Mission. Though WFP did not have a presence in the country, at the government and UNDP's request, and as a follow up to the CFSAM, WFP was to conduct a Household Food Security Survey of rural areas (first one in the country). The survey was to be conducted by a regional assessment officer and local staff members from Armenia and Georgia who recently participated in EFSA training. Insofar as gender is effectively mainstreamed into the EFSA practice, this is an opportunity to ensure that the survey includes gender analysis.

</td></tr>
</table>

2.B.4 Gender Mainstreaming and Human Resources: ECW VIII

164.   This Evaluation covers human resources for two reasons: First, as the Gender Policy included human resources as ECW VIII, it falls within the purview of the Gender Evaluation.

165.   Second, the human resource issues of ECW VIII *have programmatic ramifications*. Generally, human resource issues have been characterized as "gender balance" issues, predicated on issues of equity for women seeking employment and leadership with UN agencies. ECW VIII of the Gender Policy is grounded in the equity dimension: "WFP fully supports the United Nations goal of achieving gender equality in staffing to effectively fulfil its mission. WFP's human resources goal remains the equal representation of men and women, among both international and locally recruited staff at all levels and functions of the organization."

166.   Looking at the record over the last five years, WFP's gender balance performance has been mixed. The percentage of women in the WFP workforce has grown steadily, and though the gap between men and women still increases from P2 to D1, it has narrowed since 2001. Representation in positions P5 and above has improved from a disparity in 2003 of 27.8% for men and 10.2% for women, to 29.8% for men and 22.5% for women in 2007. The number of female deputy country directors, identified in the last Gender Policy evaluation as posing a pipeline problem for women becoming Country Directors (CDs), has improved: from 17% (2001) to 36% (22 out of a total 39) in 2007.

---

[64] Taken from the monthly e-newsletter "Assessor ".

167.   Yet WFP has lost ground regarding women at the highest levels, such as CDs down to 23% in 2007 from 28%, in 2001, and still falls short in recruiting women for D&E duty stations. The proportion of female to total food monitors, who are critical for reaching and consulting with women, has actually decreased from 40% in 2003 to 30% in 2006.

168.   The human resources objectives suffer from issues similar to the programmatic: First, they often focus on numeric targets, and mandates to put women in place – on head-counting – rather than on understanding gender-related obstacles and developing strategies for overcoming them. Each area where women are less well represented poses different challenges – and therefore requires different strategies. Increasing women at the highest levels may require greater political will. Or, it may not be effective to depend on search firms accustomed to the profit-making sector (and with little or no expertise recruiting women) to identify highly qualified women from the developing world. Similarly, rather than redoubling recruitment efforts to place women in P5 positions and above, a long-term strategy would focus on mentoring and advancing women within WFP's own pipeline. Recent efforts focused on succession planning and sending women for management training are the right idea.

169.   There are also opportunities to consider how gender relations – among peers or in supervisory situations – may hinder effective WFP work. As WFP strives to be more effective with ever-limited food resources, the productivity of WFP units or team becomes more important. As the private sector is increasingly paying attention to the value of mixed teams – for greater experimentation and innovation, for example – so should WFP. For the last Gender Policy, WFP was just behind the trend, only partially picking up the gender rather than women-focused approach, while it was ahead of the trend on results-based management. This time around, WFP has the opportunity to be at the forefront of gender balance – but must be purposeful in its approach.

170.   Second, as is the case with the programmatic ECWs, the rationales for women-targets are both equity and effectiveness. A strategic approach would shift from mandates (and a "tragedy of the commons" phenomenon as each hopes someone else will "make the numbers") to raising awareness of the programmatic benefits of recruiting more women, such as that often only female food monitors can reach women and gain their insights; a WFP team of a man and women, or a woman driver, can inspire new local practices; or combining perspectives within a country office can promote creative problem-solving. The mix of women and men in WFP's management, staff and partners is critical for achieving WFP's food security mandate.

171.   Once again, this difference is reflected in the changing context. In early years, the gender balance issue was almost solely one of fairness: women have the right to access opportunities working with United Nations organizations, and also to take leadership roles. With a gender mainstreaming lens, however, there are opportunities to pay greater attention to gender roles, looking at whether men tend to get certain responsibilities, and women others – and whether that is not only unfair, but also counterproductive when either group may have real talent and skills to contribute to tasks not 'traditionally' in their area.

172.   The loss of talented women at WFP is also an issue that requires attention. Hiring does not suffice if retention is a problem. Retention can sometimes reflect issues of gender relations: between supervisors and their staff, or an environment that is simply not pleasant, productive and rewarding for women. In the United States, sexual harassment laws recognize not only the pressures of *quid pro quo*, but also 'hostile environments' – with the principle that women have a right to work in a place that does not demean, antagonize or alienate them. But beyond the legal or rights-based issues, talented women have the opportunity to go elsewhere – and this is something that should concern any organization. Turn-over is expensive under any circumstances – requiring the investment of time in recruitment, but then training someone new for a job. Worse still is when the person who leaves was a real asset, taking with her valuable experience. Though only focusing in a limited way on the human resource issues, the Evaluation Team heard enough anger and frustration from talented, senior women to raise concerns that perhaps WFP's achievement of its numerical targets, but also organizational quality and integrity, require further attention to the work environment for women.[65]

173.   Third, systemic practices that appear "gender neutral" may be having disparate impacts on men and women. Decentralization reduces control by human resources professionals in Rome, bringing them into the process only near the end, and gives hiring authority to more people. As with the programmatic challenges, there is a need to develop capacity in the field: managers who understand hiring processes and unintended biases (such as the tendency to choose staff with background or characteristics similar to those of the person making the hiring decision).

Box 25: Moving Talented Women in the Pipeline – Ensuring that Female 'National-Hires' Enter WFPs Professional Staff
➤ A Thai woman worked in logistics. She ran barges, and spent 12 years in Sudan leading convoys from Sudan to Chad.
➤ A Sudanese woman worked on the tsunami response in India.
➤ A Tajik national now heads a sub-office in eastern Sri Lanka

---

[65] From a gender perspective, the same is true for any gender-based treatment of male staff by female supervisors or colleagues.

174. Lastly, the hiring context has changed along with the programmatic context: The perceived impossibility of finding enough women for emergency posts may arise from old perspectives. Half the team in Darfur were women; it was not a problem. Prospective women employees have different backgrounds and profiles than in the past. WFP now has an extensive pool of talented women, many of them national hires, and many of whom are eager for career-building experience in emergency settings. Rather than struggling to recruit "international women", WFP might value and advance nationally hired women who have WFP experience.

175. Further, as times change, the challenges are no longer limited to finding women: As gender roles change, family concerns may be as important for young men/fathers as for women/mothers. Women and men may both be ready and interested in tough posts while young and single; both may have qualms as parents, and become interested in such positions again once their children grow up. One measure would be to set up WFP's databases for assigning staff to track three preferences for everyone: family-conducive needs, field experience and availability for humanitarian work.

2.C. WFP's Capabilities for Gender Policy Implementation

176. WFP's capability to carry out a gender policy requires different resources at each level: At the corporate level, it requires leadership, oversight and coordination; at the operational level, it requires leadership, and staff and partners who appreciate the value of gender analysis and can do it. At both levels, it requires financial resources and the ability to identify opportunities to "deliver as one" when gender equality may contribute to multiple UN missions. In the external environment, it requires partners and host governments who understand gender mainstreaming. *See Figure 1, levels 1 and 2, and box for external environment.*

177. For this policy, WFP started with extraordinary corporate leadership, and staff committed to women's empowerment. Subsequently, however, leadership has diminished. Staff and partners describe a prolonged quiet regarding gender mainstreaming. They refer to a downward slide over the last couple of years. Many interpret the recent disbanding of the Gender Unit as a dramatic signal of decreased importance – and they have questions about the adequacy of current staffing to oversee a new policy and coordinate experience. While the first two drafts of WFP's 2008-2011 Strategic Plan referenced gender equality among core principles, they did not reference women's needs and contributions, or how gender roles may affect achievement of each Strategic Objective. The completion of the Strategic Plan without gender analysis was a missed opportunity to model gender analysis.

178. Leadership at the country level must also be unambiguous. Staff undertake more analysis, advocacy and innovation in those country offices where the director is explicitly committed to women *and* understands gender mainstreaming. When leadership is not expressly supportive, staff who recognize the need for gender mainstreaming and have the capability for it still lack the enabling environment in which to take initiative.

179.	Taking leadership in country offices or sub-offices is evidenced by requiring attendance at meetings to discuss the Gender Evaluation findings, insisting on making extra efforts to reach and engage women, assigning Gender Focal Point responsibilities to someone with knowledge and interest, applying existing funds for additional gender training to field staff and partners, or agreeing to find new funding sources.

180.	Effective gender mainstreaming requires that **all staff** are able to observe, analyze and innovate as appropriate with their contexts. As Public Information Officers at the country level work to gain the local population's attention and to present effective messages, they must not only know that WFP has a Gender Policy: they must understand the local culture and solicit guidance from local staff to promote gender equality with locally appropriate images and messages.

181.	Yet the Evaluators' Basic Survey found that only about one- quarter of WFP respondents have received at least one gender-related training course (lasting 4 days to two weeks). As most but not all of these courses were organized by WFP, this indicates that a maximum of one in four current WFP staff has participated in WFP training. An additional 35% had participated in at least one seminar (lasting from a half day to three days), although not all of these were organized by WFP. At the other end of the spectrum, 26.5% have never had any kind of formal gender training; and for a further 12.7% their only training was a university or college class covering gender.[66]

182.	The capability to carry out the Gender Policy at the operational level is also constrained by limited appreciation of the importance of gender perspectives. The Basic Survey asked WFP staff about their understanding of the term "gender mainstreaming" – and the responses suggest confusion and limited capacity.[67] While CDs, DCDs and Heads of Programme seem to support addressing women's needs and enlisting their contributions, few demonstrated much understanding of gender analysis and mainstreaming.

183.	The Evaluation team recognizes WFP's extraordinary training initiative. Yet with remote locations and competing demands, there are many whom the TLI did not reach. As the WFP community is characterized by mobility and regular turn-over, the typical one-time offer of training has not reached newcomers joining WFP, NGO partners or government partners.

---

[66] See Box AAA in Annex F.
[67] See Table 1 in Annex F for more details.

184.   And for those who did benefit from direct or TOT training, most have needed more. Further, the very strength of WFP's approach, i.e. the pragmatic focus on pre-formulated measures, may have inadvertently constrained gender analysis capacities. By focusing on specifics already defined and in some ways dictated, the TLI focused more on following mandates than on building capacities for gender analysis and problem-solving. It did not sufficiently prepare trainees to understand the gender issues of the cultural and political context where they were working.[68] International staff have not learned about gender roles within the local context; nationals tend not to link gender roles in their culture, which they perceive as unchangeable, to their WFP work.

Box 26: Capacities for Problem-Solving in Local Contexts

To the extent that people either feel authorized to do differently or want to find alternative approaches, many lack the understanding with which to develop their own approaches. In one case, the WFP country office and government partners reported that it was simply impossible to put women's names on the ration cards – that it was not acceptable in that cultural context where men are the heads of household. When the Evaluator got to an FDP and asked to see a card, it clearly stated "Head of Household" beside the line for a name. She later inquired whether there would be problems putting a woman's name on the card if it said "family representative" instead, and received immediate responses that there would then be no problem.

---

185.   While the TLI was a major initiative, gender issues and analysis were incorporated within only a few mainstreaming training initiatives – particularly those related to the VAM and EFSA assessment tools. While this may be a failure of gender mainstreaming, it seems to reflect an institution-wide issue: WFP staff report that there are only limited opportunities to develop their capabilities, and that WFP tends to be an organization of "generalists". Hence the TLI must be recognized as a major programme within an institution not otherwise committing resources to staff and partner development. Had WFP provided more training in other areas, such as nutrition or monitoring & evaluation, there would have been opportunities to include a gender dimension – thereby linking gender to the modalities and work on which WFP staff and partners are already focused. Gender mainstreaming presupposes a "main stream" into which to integrate a gender dimension.

186.   Training is not the sole or always the best approach for building capabilities. The Evaluators learned of a number of examples of bringing WFP staff and partners together to share experience – a venue in which discussion of gender-related challenges and approaches could be quite helpful. On the global level, for example, while there has not been any recent School-Feeding training, there was a global meeting of focal points in 2005. That gathering would have been an excellent opportunity to discuss gender, but gender issues were reportedly not addressed. In Sri Lanka, the MCN groups met regularly to share experience – and did address gender. Compared with global or even regional gatherings, such country-based meetings are not costly; and creating opportunities to discuss the specifics of a programme as implemented within the local environment

---

[68] In contrast, the SEAGA training involves a location-specific gender study.

enables programme assistants and partners to identify gender-related opportunities and challenges, along with context-appropriate approaches.

187. The Gender Focal Point (GFP) system remains an issue regarding gender mainstreaming capabilities. At WFP, as in other UN organizations, the Policy anticipated there that GFPs would enhance capacity by providing technical guidance. To WFP's credit, it recognized the pervasive difficulties for GFPs throughout the UN system – primarily that they are often younger women, national hires and junior staff who have very limited authority[69] – and therefore made efforts to establish Gender Focal Teams (GFTs) that would expand the cadre of those responsible to include male staff. Further, recognizing that GFPs typically lack sufficient training and understanding of gender with which to give advice or encourage gender mainstreaming, WFP particularly targeted members of GFTs with the TLI.

188. Yet this Evaluation found that the weaknesses inherent in the GFP system persist.[70] Some GFPs still have responsibilities imposed on them involuntarily, sometimes because they are young and occasionally because they are otherwise not performing well or have time to "spare". Most have no explicit mandate in their job descriptions and receive no credit for gender-related work in their performance appraisals; and they rarely have the time to do very much relating to gender. It is neither fair nor effective to expect GFP/GFTs not only to undertake responsibilities for which they lack the depth of expertise, but also to manage pressures from supervisors who expect them to focus on their "real" work.

189. Further, despite the TLI for GFPs, many lack the depth of expertise with which to coach their colleagues on modifying their approaches to recognize gender roles and strengthen gender relations. Effective gender mainstreaming requires an understanding of each WFP modality, along with the gender analysis ability. It is also very helpful that a gender advisor have experience in related countries, with similar issues, with which to recommend approaches for difficult contexts. It is not reasonable to expect WFP staff to consult GFP/GFTs for guidance, when they lack the expertise with which to deliver.

190. Lacking sufficient technical expertise and time, the primary role of many GFPs is to collect and disseminate gender-related communications – and perhaps represent WFP at UN Gender Working Groups meetings.

191. In those instance when GFPs do have gender expertise, and there are some superb instances, WFP's genuine valuing of those skills and inputs would be reflected in job descriptions and in allocating a portion of that person's time to serve as a gender specialist. Positive examples have been the Ethiopia and Sudan country offices – and staff who have served there reflect the insights that they gained – and some regional bureaus.[71]

---

[69] See Baseline Survey report, p. 108.
[70] As was a concern within the Mid-term Review, and earlier in the consultations following WFP's previous gender policy, the Commitments to Women.
[71] See Baseline Survey Report, p. 108.

192.   Another critical capability for advancing gender equality is site-specific partnerships or sequencing: WFP typically reaches vulnerable populations before other donors, and undertakes assessments that may identify gender-related needs. While WFP may have limited opportunities to promote gender equality when engaged only for short-term food assistance, it may link with other agencies.

**Box 27: The Lost Opportunities from
GFPs who are not Gender Experts**

In one case, a GFP from WFP participated in a UN Gender Working Group where agencies like UNFPA, UNDP and UNICEF decided to partner for advocacy relating to gender violence. The well-intended WFP representative said it was not an initiative for WFP because WFP does not work on issues of gender violence – when in fact food insecurity and control of food resources may be a real source of household tensions and violence.

---

193.   WFP's gender mainstreaming might be enhanced without expending WFP resources: As gender mainstreaming is a common mandate for UN organizations, WFP might make use of other resources, especially from other UN agencies. At the technical level, the "Rome-based agencies" have developed gender-related training, assessment tools and experts. WFP has collaborated on SEAGA, developing a protection training manual, and establishing "GenCap" as a pool of gender experts pre-vetted for immediate mobilization to emergency settings. Yet country offices do not seem to use those resources.

194.   At the country level, there are UN Gender Working Groups. WFP sends some representation (often GFPs) but resources and potential opportunities are limited by the capability to see linkages. Sending representatives who lack authority for inter-agency cooperation also undermines chances for collaborative innovation.

Box 28: Strategic Partnerships and Sustainable Gender Mainstreaming Impacts

WFP's ECW II for school-feeding seeks to encourage girls' education – not just for the sake of literacy and numeracy, but for socio-economic outcomes. The impacts may be affected, however, by the content of school curriculum – i.e. whether WFP is encouraging girls to attend schools with books that promote gender stereotypes, or classroom practices that establish a culture of interaction by which boys speak-up and lead, and girls lose voices and confidence. Education content is clearly not WFP's business – but it is UNICEF's. If WFP is first to an area or school, and will be there only temporarily, there are opportunities to promote gender equality through strategic partnerships.

Similarly, UNFPA might offer life skills training for the husbands of adolescent girls receiving fortified foods, or UNIFEM might support gender budgeting where local government provides no funding for social services supported by women volunteers.

Budgeting and Financial Resources

195.   WFP's capability to implement a Gender Policy very much depends on financial resources. As written, the Gender Policy foresaw two approaches to budgeting. For the "systematic implementation of the ECW", meaning particularly the baseline and follow-up studies and training initiative, the policy document states that WFP would "require special internal and external allocations in order to implement this Gender Policy."[72] For other aspects of the policy, however, it states: "WFP has already mainstreamed routine gender-related expenses into all programme budgets." The questions for this evaluation, therefore, have been two-fold: (1) To what extent did WFP have and effectively use the funds for systematic implementation, and (2) To what extent has WFP used mainstream funds for gender – and can it account for them?

196.   It was difficult for the Evaluators to track WFP's expenditures for gender mainstreaming. On the one hand, a one million dollar special fund paid for the baseline survey and follow-up, and WFP spent $1,116,750 on the training initiative. Expenditures are calculable for the mid-term review and final evaluations, costing WFP a total of approximately $172,000. There have also been clear expenditures for the Gender Unit and its implementation work outlined above. The programme budgets for 2005-2006, and 2006-2007 were $1,394,332 and $2,038,812 respectively.

197.   Those figures do not, however, account for two issues: First, as WFP has not mainstreamed direct operational or direct support costs for gender, it cannot report resources spent at the operational level on women and girls as beneficiaries or on gender-related initiatives – be they internal capacity-building or programmatic. In terms of sex-disaggregated assessment of resources invested, girls benefited in large percentages from school feeding and take-home rations; adolescent girls benefited from food-for-training programmes; women benefited from health and nutrition activities focused on pregnant and lactating women; and female members of households benefited from food rations. On the qualitative side, there have also been accomplishments, but without tracking: such as how putting women's names on ration cards may have changed their status or power in households or communities, how women and men worked together on food-for-work projects.[73]

198.   Further a meaningful review of expenditures over five years must not aggregate, but instead note the trend: from strong funding to the gradual decrease followed by precipitous drop in funding that was taking place as this Evaluation was being concluded. While the Evaluators recognize that WFP is coping with financial challenges, the gradual decrease in gender-related resources of the last years of the policy, followed by a more draconian evisceration of gender resources, can be compared to starting a marathon at an above-average pace, slowing down, and then giving up the race before the end.

---

[72] Gender Policy, p. 28.
[73] Though for the follow-up survey, each country office reported funds expressly designated for women or the gender policy.

199.   The theory of gender mainstreaming is that once staff and partners pay attention to gender in the course of their regular work, their normal resources will suffice. Perhaps, for some purposes, this may eventually become so. For now, however, it is only partially true. If, *as must become the case*, gender analyses (separately or as more effective dimensions of the VAM or EFSA) inform the design and funding of all programmes, most gender-related work will be an inherent and funded part of the modality – whether relating to school feeding, for example, or emergency food distribution.

200.   Yet the lack of gender-related resources at the country office level is undercutting WFP's capabilities. Even when CDs recognize the value of taking additional steps to incorporate gender analysis, they report lacking the small, discretionary resources with which to address gender-related obstacles or opportunities when detected in the course of implementation. Even if initial assessments ensure an understanding of gender-related impediments and opportunities to improve gender relations through WFP's modalities, country offices need *contingency funds* for three purposes: (1) when gender monitoring and analysis detects an unexpected issue that requires some pro-active and un-budgeted modification, (2) when it becomes apparent that staff or partners require some context-related expert guidance to improve their attention to gender – strategic, not blanket, capacity development, or (3) when opportunities to capture and share positive experiences present themselves.[74]

Box 29: The Benefits of Gender Analyses are _not_ cost-free

Even if gender analyses seem financially efficient, experience shows they nearly always require additional resources – and not just as initial start-up measures. Surveys require interviewing both spouses (rather than only the "household head"), and agricultural extension should involve meeting with both the male and female farmers, who often work in quite different places and may have to be interviewed at different times of day. Many studies will require a male and female interview team, rather than a single interviewer. In many cultures, collecting information from and about women requires more in-depth, and hence expensive, qualitative data collection methods – which in turn, however, may improve data collection for everyone!

---

201.   Moreover, lessons from gender budgeting show that specific line items are needed for promoting gender equality.

---

[74] In Nicaragua, the WFP team expressed in producing a video that would document the dramatic improvements that a WFP project has made in women's empowerment and in the livelihood conditions of the families. The video could also be used as a teaching tool to demonstrate difference quantitative and qualitative data collection instruments.

<div style="border:1px solid #000; padding:10px;">

**Box 30: Examples of gender-related budget line items –
From an agricultural extension programme in a country like Bangladesh**

➢ Higher accommodation allowances for women extension workers traveling to rural areas who may not find anywhere socially acceptable (or safe) to stay on the allowance given to men.

➢ Cost of "ladies' motor-cycles": Scooters and smaller motor-cycles are needed when it is difficult (too heavy for most women) and socially unacceptable for women to ride the large bikes provided to men.

➢ Cost for additional extensions workers: Ensuring extension teams of men and women when expecting to interview both female and male farmers. If there were only a single extension worker (usually male), he would not be able to interview women farmers in their homes. This would require a specific budget line item.

➢ Re-categorizing female extension workers to a higher grade (previously classified as clerical workers) so that professionally qualified women could be hired. This item took years to pass through the Bangladesh parliament as it required a civil service reform.

</div>

Beyond Capabilities to Accepting the Policy: Understanding Resistance and Responding to Sources of Hostility

202.   This Evaluation focused on the operational level in order to understand the gaps between policy and practice. Although the gap's primary causes seem to be knowledge, capability and opportunity, the Evaluators sought to understand resistance or pushback – inviting honest feedback through private interviews and anonymous surveys. While they acknowledge that willing informants were more often those supportive of gender mainstreaming, and their encounters with sceptics or opponents were limited, the Evaluators nevertheless found three factors temper receptiveness to gender mainstreaming: (1) general lack of understanding and a sense of unconditional privileging of women, (2) concerns about conflicts with local culture, and (3) the pressures of emergencies.[75]

203.   Members of the WFP community question the policy when they regard prioritizing women as inflexible, inappropriate or ineffective; consider separate initiatives to improve gender equality as secondary to meeting emergency food needs; or do not understand how addressing gender inequalities or constraints on women's access to resources may help to reduce hunger in cases of extreme poverty.

---

[75] In the Basic Survey, WFP staff identified a number of barriers and constraints to the achievement of the designed outcomes of gender mainstreaming. The two biggest challenges, both mentioned by around 40 per cent, were the pressures and constraints of working in emergency settings; and conflicts with local culture or religion. *See Annex F, Box CCC.*

204.   Yet the Evaluators found predominantly good support for gender mainstreaming. Three quarters of WFP staff indicated that they "strongly supported" or "supported" gender mainstreaming, and a further twelve per cent did so with some reservations. Only ten percent indicated doubts about or opposition to gender mainstreaming, sometimes because it goes against local culture and in other cases because it is not perceived to work. Sixteen per cent of men indicated at least qualified opposition but less than five per cent of women[76].

Box 31: An Example of Resistance – But Avoidable

A man working with the Programme Management Unit of a government cooperating partner was scornful and resistant to food distribution practices targeting women. He decried the pressure to put a woman's name on the ration cards, saying it was just not appropriate for their culture, where males are heads of household. The suggestion that the card ask for "family representative" rather than "head-of-household" dispelled his concerns immediately.

Some discussions with male heads of sub-offices began with honest expressions of doubt. Once the analysis shifted from the focus on women only, and extended to understanding gender roles and ways of improving communication and cooperation between women and men within families or communities, the tone of the conversation lightened – and sceptics began to generate ideas about how to modify and improve existing approaches.

---

205.   A number of informants expressed some wariness that gender mainstreaming may be something promoted by outsiders, i.e. an imposed "western" or "northern" approach; yet when given an explanation that gender analyses may help outsiders to understand the local culture and practices, this relieved some of their concerns. Even when some local staff may be conservative in nature, they are less resistant to change if they feel it is respectful and sensitive, and see how it will in fact improve the well-being of families and communities.

206.   WFP staff and partners are willing to improve the status of women and address inequities as long as such efforts fall within their existing modalities, and may improve their programmes. Once they recognize the "up-side", they ask for more know-how, more local flexibility with which to address gender within their programmes, and resources with which to undertake discrete gender-related initiatives not anticipated in their programme design.[77]

---

[76] Two other constraints, both mentioned by one-quarter of respondents, were resource constraints, particularly funding, and that few people know that WFP has a gender policy. Interestingly, a number of factors that some thought would be important did <u>not</u> receive very frequent mention, including: perceived lack of interest and support from WFP leadership, lack of incentives for staff to promote gender mainstreaming and resistance from host governments.

[77] It should be noted that the full Gender Policy, if read and known more broadly, addresses this: "The family household – in its various forms and with its different socially and culturally determined gender and life cycle roles – enjoys high social value in all societies. This should be recognized and respected by any outside support that specifically addresses and benefits women. Moreover, efforts to support women need to be accompanied by the message that such efforts are not at the expense of men, but have a positive effect on households and societies as a whole." Gender Policy, page 10.

207.	The responses of people inclined to resist or ignore the policy underscore the importance of providing expert, quality guidance on gender analysis – looking at relationships within social units, understanding gender roles as locally assigned and generally accepted, and thoughtfully identifying acceptable small steps that encourage improved relations without generating angry reactions.

208.	Building capabilities extends to ensuring clear and contextually acceptable understanding of gender analysis. It means that gender training must be carefully developed and targeted: some suggest that no gender training would be better than poorly designed training. Once staff and partners have a sense of how gender analysis and equality can further their work, they seek knowledge that is contextualized.

Box 32: Traditions are not sacrosanct, and some "Traditional Leaders" may be forward-thinking

Field visits in one locality revealed some incremental and encouraging signs of change in gender dynamics pertinent to food security. In one, a village chief is an informed local leader or 'gender champion' when he takes great pride in women's achievements managing cereal banks, extends access to land to support the cereal banks, and calls upon the women to make decision at the community level. The village chief said: "If women have the right and best strategies in solving food insecurity, men should follow and listen to them, as it is a win-win for all." Such examples can then be shared with other villages.

A second example is a regional network of women's associations "Mata Masu Dubara" [Ingenious Women] and their successful management and expansion of cereal banks that has increased women's access to and control of assets and safety nets. The network also provides neighbouring communities with critical access to life-supporting commodities in periods of food shortage, thus positioning women as power brokers who mediate access to essential commodities in their community and beyond. The Mata Masu Dubara case exemplifies synergy and programme integration between the WFP-funded cereal bank and FFT, resulting in positive changes in household food security, gender relations, and the perception of women in their localities. It also demonstrate how women have been able to negotiate access to space and land in their community to launch and expand WFP-assisted cereal banks with the support of an enlightened local leader who is sensitive, supportive to and appreciative of women's contributions to food security. It shows real potential in reaching out to men through sensitization and negotiation to foster change of behavior and perception regarding women's contributions to household food security.

---

3. Conclusions and Recommendations

3.A. Overall assessment

209.   WFP's Gender Policy 2003-2007 has surpassed those of many comparable organizations, **achieving a major accomplishment: the visibility of women** – and not just as vulnerable beneficiaries, but also as critical contributors to the food security of households and communities. It has made clear that WFP is as committed to girls, adolescent girls and women as it is to boys, adolescent boys and men. This is an essential foundation for gender equality.

210.   The Policy's positive measures for women were an innovative and impressive approach – strategic, practical and relevant. **Even staff and partners who were not aware of the policy itself have received WFP's message to focus on women.** The Policy's designers are to be commended, and the basic approach should be retained.

211.   **A cadre of dedicated staff (and consultants) have put time and passion into implementing the policy** – working with colleagues, partners and beneficiaries to ensure attention to women. Over time, however, their capability for follow-through has been hampered by declining resource.

212.   Organization-wide, however, **WFP has yet to make the complete shift from WID to gender mainstreaming.** The global context has changed, making it less effective, and sometimes less appropriate, to push for women's empowerment alone. There are opportunities to broaden the discourse and approach to gender mainstreaming (though still aimed at improving the situation of women and girls, protecting the vulnerable from violence and exploitation, and promoting gender equality).

213.   **Local contexts pose particular challenges for advocacy at the country level**, requiring sufficient understanding of local culture to present gender relations or women in non-traditional roles in ways that are not regarded as foreign, imposed improprieties – and instead tell a story or make a case that is familiar and acceptable. A 'gender perspective' requires deeper knowledge of local customs, clarity regarding what "gender mainstreaming" means, and the ingenuity to craft an effective message.

214.   While WFP has benefited from many dedicated and talented GFPs, **it is time to replace the GFP system with mechanisms for accessing experienced gender expertise explicitly valued by WFP.** GFP problems may stem in part from the evolution from WID to gender mainstreaming – in that WID officers were responsible portfolios of stand alone activities with and for women. But whereas WID officers had separate responsibilities, all staff share gender mainstreaming responsibilities; whereas WID activities had particular educational or economic modalities, gender mainstreaming applies to all of WFP's "mainstream" work. Too often the GFP/GFT system undermines gender mainstreaming by suggesting that it is "someone else's work".

215. Weaknesses in the Policy's implementation also point to broader institutional issues: First, **monitoring must extend beyond counting numbers**, of men and women on a committee or of sacks of grain, to questioning disparities and seeking solutions. The successful collection of sex-disaggregated data raises the bar: to the expectation that WFP will complement it with qualitative inquiry and analysis. Second, working for sustainable food security requires more than moving and distributing food, for which **WFP's staff and partners need more skills**. If WFP offered more training and education, there would be more opportunities to incorporate gender issues and analysis within them. Third, it is not enough to produce manuals, deliver training or wheat, or monitor delivery. **There is a need to shift from monitoring inputs and outputs, to assessing outcomes.** If WFP paid more attention to food distribution and consumption within households, it would realize the importance of understanding gender relations.

216. Having considered **factors that may interfere with effective policy implementation at the operational level**, this Evaluation concludes that gender mainstreaming has been hampered by: (a) ambiguity of the policy objectives; (b) a sense of diminished institutional commitment, (c) lack of authority, discretion and resources for greater relevance to local contexts, and (d) insufficient capacities to undertake gender analysis and innovate programmatically.

217. **Efforts to achieve "gender balance" have had mixed results: some success but many frustrations**. With a focus on the equity issues and targets to be met, hiring managers face immediate needs but have difficulty finding qualified, interested female candidates. Gains from improved hiring practices are offset by losses from retention problems. Some men in the organization feel unjustly accused or overlooked, while women still feel they work in a male environment and that their perspectives are not heard. As frustration and resentment are not healthy in any organization, WFP needs to build an environment that that appreciates the value of different perspectives and talents.

3.B. Key Issues for the Future

218. Going forward, WFP faces four issues: (1) how it will reinvigorate the visibility of gender mainstreaming and its importance to WFP, including in relation to the global food crisis, (2) how it will complete the transition from women-focused thinking to gender perspectives, (3) how it will overcome pervasive challenges of serving local and regional needs at the operational level, and (4) how it may generate and allocate resources for the operational level.

219.   **Restoring the Gender Mainstreaming Mandate.** Given the emergence of new issues and thinking, as well as historic crises like the current global food crisis, WFP will need to find visible, meaningful and lasting ways to **signal the ongoing importance of gender mainstreaming** – both as good humanitarian and development practice, and as a matter of equity. WFP staff and partners genuinely want to assist vulnerable people, men and women alike. In the current context of a global food crisis, engaging and enabling women to contribute to production as well as preparation, and working with families and households to build collaborative, respectful teams for resilience in the face of food shortages, "makes sense".

220.   **Completing the Transition from WID to Gender Mainstreaming.** A practical question is how WFP will **shift from a ratio of five ECWs focused on women and one generally promoting gender mainstreaming, to more explicit and overarching attention to gender**. Some of WFP's gender champions suggest that the existing policy could continue as long as there was a greater focus on the gender perspective, a clear statement of commitment from senior management, and renewed financial support. The Evaluators agree that it would be possible to re-affirm the Policy as written – while underscoring its gender mainstreaming dimension, communicating expected flexibility for achieving the five women-focused targets, and building capacities. Yet to the extent that a policy depends on ongoing political will and "push", when the NORAD study revealed those to be endemic problems, the Evaluators are compelled to challenge the "keep but improve the old" approach. If a policy's success depends on implementation that is difficult to achieve, this calls into question the viability of the policy itself.

221.   **Re-orienting the Institutional Approach to Enable Context-Led Approaches.** At the operational level, it is clear that without purposeful attention to local gender roles, and an ability to undertake gender analysis, WFP staff and partners cannot problem-solve or innovate to promote women's needs or gender equality. This Evaluation raises questions about how best to meet the needs of those in the field. As expertise and resources have grown at the regional and local levels, and as WFP decentralizes decision-making, the organization needs to **decide whether it is willing to re-orient the institutional approach**. While the dismantling of the Gender Unit was a shock to those concerned about gender mainstreaming, it may offer an opportunity to assign responsibility to those with the appropriate capabilities and understanding of regional or local contexts. There is an opportunity for WFP to "turn the approach on its head": driving it from the operational level with limited and purposeful roles from headquarters both focused on generating and responding to field-level gender-mainstreaming demands.

222.   The question for WFP is whether, given its success with an innovative policy in 2003, it will invest resources in developing an alternative approach. Gender policies typically demand compliance dependent on policing and accountability. Yet while many gender-mainstreaming evaluations call for including gender in performance assessments, it rarely happens on paper; even less in practice. Ensuring compliance requires both firm political will and resources, while often alienating rather than inviting engagement. Presently, there is increased willingness and understanding at the country level as staff, partners, and host countries increasingly recognize the benefits of gender analyses and

endorse gender equality. Cognizant of women's practical and strategic needs, more implementers see the value of engaging boys and men, and of improving gender relations to the benefit of all. Yet the status and circumstances of women and girls, and gender roles and relationships, vary from locality to locality – and are salient factors affecting WFP's ability to build local food security.

223. **Marshalling and Allocating Resources for the Operational Level.** While gender equality advocates may have sought to "sell" gender mainstreaming as "cost-free", it simply is not – or is not *yet*. To the extent that the humanitarian and development assistance communities are all still in a dynamic learning environment – for WFP, of approaching food security in the best ways known, but using monitoring and evaluation to prevent inadvertently doing harm and to strengthen results – and to the extent that gender mainstreaming is one tool for that, WFP (and others) cannot ask for thoughtful, careful work with beneficiaries, but not provide the resources with which to learn, change and improve.

224. In an era of scarce resources and escalating food security needs, obtaining and allocating resources for Gender Mainstreaming at the local level poses an immense challenge. As organization-wide programmes are costly, there is a need to target gender-related resources carefully. Country offices need access to resources for targeted capacity-building and technical support; as well as for unanticipated but strategic opportunities to promote gender equality. **This raises fundamental questions about how WFP might allocate funds and use them as incentives.** Rather than striving for all to reach average levels of understanding, WFP might support those who are "enlightened", and who might lead the way for others and share capacity as they rotate to future assignments. Although not all country offices will make the effort and reach the mark, the successes of those who do may set examples for others.

225. **Using Monitoring and Data to Learn and Improve.** Given WFP's focus on targets, data collection and monitoring, it has the elements for analyses to inform programmatic improvements. Both for gender mainstreaming and broader institutional strengthening, WFP has the **opportunity to become a better learning organization**.

226. **Separating Programmatic Gender Policies from Human Resource Gender Balance Policies.** Gender balance issues involve different actors than programmatic gender mainstreaming. Including them within a Gender Policy tends to confuse those responsible for programmes: many think that gender mainstreaming means gender balance. Combining the two subjects in one evaluation tends to stretch limited resources. The equity issues of women's advancement within WFP, efficacy issues of recruiting and retaining talented women, and equality issues of men and women having similar opportunities for work-life balance, deserve clear and separate attention.

227. **Shifting Gender Balance Focuses from Targets to Systems, and from Mandates to Recognized Benefits.** The traditional mechanisms for addressing gender balance are targets, monitoring and admonitions. In the past, with limited numbers of women throughout U.N. organizations, any positions reflecting low numbers of women warranted attention. As the numbers of women have increased, WFP may decide to shift from organization-wide targets for all posts or levels where there are gender balance disparities, to identifying and resolving systemic reasons for imbalances.

228. Decentralized hiring authority poses challenge for ensuring capability and commitment among many more WFP managers than at headquarters. As a corporate human resources department cannot police all hiring decisions, the will to recruit and hire women must come from hiring managers. Field-based human resource staff need the commitment to recruit and promote talented women whenever possible, and encouragement to make extra efforts, along with the discretion to decide when it is important to hire a woman, versus times when it is difficult to find an interested, qualified and available woman and urgent to hire someone quickly.

3.C. Recommendations

229. This Evaluation puts forward five sets of recommendations. They are predicated on a narrower but ever-more-critical corporate role: taking leadership to establish the seriousness of WFP's commitment to gender mainstreaming and its approach, and supporting actors at the operational level to mainstream gender into their programmatic activities and partnerships. They also depend on **ensuring that shifting resources does not mean decreasing resources**, i.e. that the level of resources that was used at HQs in early years of this policy be restored and allocated strategically for use at the HQ, regional and country levels. Consistent with any approach that is decentralized, the recommendations focus on assigning responsibilities where they can be most effectively undertaken, and matching devolved authority with sufficient resources to exercise it.

230. *Recommendation Set #1:* **Take Immediate Steps to Communicate WFP's Commitments to Women _and_ Gender Equality.**

   a. Issue the new Gender Policy with an Executive Director's statement.

   b. Develop a gender-integrated version of WFP's new Strategic Plan, disseminate it broadly, and discuss it during meetings of Country Directors, Deputies and Heads of Programme.

   c. Improve gender content of WFP's public statements by coaching public information staff about gender mainstreaming. Resources could focus on the win-win of reducing hunger while also renewing the signal to promote gender equality. Building public information staff capacities would both communicate the message to the greater community and send a clearer signal and understanding to the WFP community in the field. Such efforts need not be extensive or costly. Adding a session on gender mainstreaming during future public information retreats would be an easy, low-cost way opportunity to build awareness and capabilities. Basic

discussions of gender mainstreaming may generate ideas for WFP's website, enrich the search for "good photos", and help WFP promote the connections between gender equality and food security.

   d. Clarify whether gender mainstreaming should take place only when linked with addressing urgent food insecurity, or whether there is a parallel objective of using food assistance to promote gender equality.

   e. Ensure that the "mainstream" of gender mainstreaming includes issues urgently requiring attention to gender equality, including the global food crisis, HIV/AIDS and gender-based violence. The tone and approach of the new gender policy should underscore strategic partnerships and collaboration, capitalizing on other UN resources.

231.   *Recommendation Set #2:* **Build Gender Mainstreaming Capacities by Extending and Deepening Training and Expert Guidance.** Gender mainstreaming requires staff and partners who understand gender analysis. A new system must clearly place responsibility on all; encourage the WFP community to seek gender guidance; and provide in-depth, relevant expertise upon demand.

   a. The new Gender Policy should include a strategic action plan for capacity building and menu of resources that may include:

        i. Basic training for *all* new staff and partners – perhaps through an interactive CD-Rom like that used for the required training about Sexual Harassment.

        ii. Training for CDs, DCDs and Heads of Programme.

        iii. Incorporating gender units into mainstream training courses, both relating to modalities and particularly relating to VAM/EFSA and M&E.

        iv. Multiple options for the field, incorporating both professional gender expertise and experiential learning. Achieving a contextualized understanding of gender does not require headquarters or international experts. Local knowledge and an ever-growing cadre of local experts may enable WFP staff and partners to observe and analyze gender roles and relations – thereby developing approaches that fit both programme modalities and local circumstances.

   b. To meet advocacy objectives, CDs, DCDs and Heads of Programme must have sufficient understanding of how gender relations affect food security, how advancement of women may enable their increased contributions to family needs, and how positive gender relations between husbands and wives (and even mothers-in-law) may strengthen household resilience. The next Policy needs to "make the case" and ensure the capacities of senior staff.

c. WFP should eliminate the GFP/GFT system. But for committed and skilled GFPs, there are two possibilities: to establish a network by which they may voluntarily exchange information (open to all who are so interested) and/or promote those with greater depth of experience to be gender specialists with clear job descriptions and well-defined responsibilities to provide guidance for country offices or throughout their regions.

d. Monitoring and evaluation should be a basis for learning and innovation. All programmes should be expected to analyze data, inviting staff and cooperating partners to share gender-related observations, concerns and experiences. WFP should conduct selective, more in-depth (but not necessarily expensive or excessively time-consuming) evaluations focused on outcomes and impacts, i.e. the extent to which the espoused gender policies and guidelines are producing improvements in the lives of the families and communities that WFP seeks to serve.

e. An alternative to organization-wide training programmes is grants or vouchers. Country directors who understand the importance of gender analyses could access resources with which to recruit or engage gender experts for technical assistance or training.

f. Having demonstrated with the ECWs its willingness to take innovative approaches, WFP should use its new gender policy to encourage forward-thinking. While striving to support sustainable food security, focusing on government capacity and hand-over of programmes, and on household-based resilience, WFP should collaborate with other agencies to research and assess the impacts of different approaches. There is no justification to claim, as many do, that it is difficult to assess whether programmes benefit target groups – and then claim they are effective without trying to verify it. There are rapid and cost-effective ways to provide methodologically acceptable assessments of outcomes and impacts that are well within WFP's financial, professional and data collection capacities.

232. *Recommendation Set #3:* **Re-Orient the Roles of Headquarters, Country Offices, and Regional Bureaus.**

a. Headquarters should concentrate on: (1) Signalling that WFP takes gender mainstreaming seriously, (2) Generating commitment to gender mainstreaming by making the case to those showing little sign of engagement and sharing exemplary successes, (3) Mobilizing and managing support (technical and financial) for use by country offices, sub-offices and cooperating partners, and (4) Collecting and sharing meaningful reports from the field. The rest, where possible, should be left to context-driven needs and initiatives.

b. Country Offices would be responsible for: (1) Undertaking or gaining access to gender analyses; (2) Formulating locally appropriate targeted measures and developing relevant and meaningful indicators; (3) Providing gender-related training or expertise; and (4) Identifying resources and attracting gender-oriented funding from country-focused donors.

c. There is an important role for competent, dynamic and adequately resourced teams in the regional bureaus to act as catalysts and sources of technical expertise, and to promote exchange between countries in the region. One approach might be to give the RBs gender funding for limited terms, e.g. 3-5 years, with the requirement that they develop an exit strategy with the aim of COs becoming self-reliant. Another, given the ongoing weaknesses of the GFP system, would place gender experts in each Regional Bureau (and in select Country Offices based on demonstrated interest and demand).

233. *Recommendation Set #4:* **Make More Funding Available at the Country Level:** Funding and control must be shifted to the local level. One mechanism might be a grant fund, perhaps like the UN's DPKO Gender Facility Fund, to which country offices could submit proposals for strategic, gender-focused initiatives closely linked to and embedded in their food security initiatives. The structure should ensure the rapid movement of funds and require recipients to report the need identified, approach used, experience gained, and outcomes achieved. Such funds might be leveraged to encourage shared resources and initiatives among the three "Rome-based agencies".

234. *Recommendation Set #5:* **Complement the Gender Balance Use of Targets with Building Capacities and Commitments among Hiring Managers and Identifying Systemic Issues.** Reaching gender balance requires two complementary approaches: (1) Ensuring in a decentralized system that hiring managers have the capabilities to recruit, retain and promote talented women, and (2) Making the case so that they recognize the importance, and are motivated to make the necessary efforts.

a. A target system cannot work if they are organization-wide and allow each individual hiring manager to count on someone else to meet them. Each hiring manager should be accountable for hiring, retention and promotion under her/his watch. Since WFP now takes a competencies approach, setting targets in performance appraisals may not be appropriate. Yet WFP might focus on embedding attention to hiring practices within the action management and the ethics and values competencies. As a CD takes responsibility at a new post, s/he should identify positions for recruiting women, and then either take pride in reporting progress or be prepared to explain what efforts were taken and what prevented their success. It would be helpful to renew information-sharing around hiring issues, thus signalling that it is an organizational norm as well as a managerial requirement to work toward gender balance as a WFP collective, corporate objective.

b. Before imposing expectations on hiring managers, WFP at the corporate level must provide the requisite sensitisation and capability. A major focus should be making the business case. Gender balance presents opportunities comparable to gender analysis in programming: paying greater attention to circumstances where women are needed to relate to female beneficiaries, or how mixed team would be more effective. Human Resources at HQ should:

   i. Purposefully monitor and collect experiences from those on mixed teams, illustrating if not demonstrating the positive results from mixed collaboration – and engage managers at the country office level in discussions of why hiring women is 'good for business.'

   ii. Connect with, collect and share with hiring managers the growing experience in organizational behaviour and private sector business practices regarding the value of mixed groups.

c. Sometimes gender neutral systems have gendered impacts. WFP needs to identify and modify such systems, such as developing more effective rosters and procedures to facilitate hiring qualified women; and to identify blockages in the pipeline to ensure promotion of talented nationally-hired women. To achieve that understanding, WFP might convene a Special Task Force, with a special mandate of the Chief of Staff.

d. Retention issues raise questions about women's (and men's) positive professional experiences, relating to procedures for advancement. WFP should put in place systems by which to listen to women. Such a system should involve a Task Force of senior women and supportive men who have experience and commitments both to WFP as an institution and to enabling women's professional progress. They should make recommendations for building a work environment that makes all staff, irrespective of sex but also age or nationality, feel that their talent is valued.

e. Because the actors and systems for gender balance are different than those for programme, this team strongly recommends that for the next gender policy, the programmatic and human resource issues should be evaluated separately.

Annex A:
Gender Chronology for WFP & Context

Date	Global Context	Donor Context	WFP General & Gender Mainstreaming	WFP Gender Policy
1992			Catherine Bertini becomes Executive Director of WFP	
1994			WFP adopts Mission Statement 1st for a UN organization	
1995	Beijing Conference	4th World Conference of Women: Platform for Action		
1997	ECOSOC Resolution on gender-mainstreaming			
1998				Mid-term Review Commitments to Women
May 1999				Executive Board reviews implementation of WFP Commitments to Women
2000	DAC survey and study: "Gender equality: moving towards sustainable people-centred development"			
June 2000	23rd Special Session of the General Assembly: "Beijing +5 Review"	Outcome Document agreed		
Sept 2000	Millennium Declaration and 8 MDGs Agreed			
2001				Gender survey
Spring 2002				Full Report of Thematic Evaluation of WFP Commitments to Women 1996-2001
March 2002			Catherine Bertini steps down as Executive Director	
July 2002				"Consultations with Host Countries, UN Agencies and NGOs in Preparation of the WFP Gender Policy 2003-2007"
Oct. 2002				EB endorses Gender Policy, Eight ECWs
Nov. 2002	Informal Consultation in Oslo: "Strategies for Gender Equality – Is Mainstreaming a Dead End?"			
March & Summer 2003				Issues of Gender News Online

Date	Global Context	Donor Context	WFP General & Gender Mainstreaming	WFP Gender Policy
2003				Tony Beck study: "WFP Case Study: Mainstreaming Gender Perspectives in Programme Budget Processes within the United Nations System"
March-April 2004				ECW Facilitators Training (TOT) in Germany
June - Sept 2004				Country studies in Colombia, Indonesia, Kenya, Rwanda, Sierra Leone, Zambia re ECWs IV and V: Women Control of Food in Relief and Participation in Decision-making; Summary Report of Good Practices
Sept/Oct 2004 Nov 2004				ODC-Cairo ODB-Bangkok GFP/Ts training
Dec 2004				Gender News Online: "Strengthening Women's Participation:
Dec 2004				"Women's control of Food in Relief: Good Practices Case Study Project, Summary Report"
2004				PDPG/PDPH AIDS survey
Jan. March May June 2005				ODP-Panama & ODK-Kampala ODD-Dakar ODJ- Johannesburg GFP/Ts training
March & June 2005				Gender News Online: "Lessening the Burden on Women" (Issue for International Women's Day) "WFP Action against Violence"
2005	Paris Declaration on Aid Effectiveness			
Dec 2005				Gender News Online: "Partnering with men to achieve gender equality"
2005				PDPG and PDPH/AIDS case studies in India, Sierra Leone and Swaziland
March 2005			Thematic Guidelines: "Integrating a Gender Perspective into Vulnerability Analysis"	

Date	Global Context	Donor Context	WFP General & Gender Mainstreaming	WFP Gender Policy
March 2005				Mid-term review, Gender Policy 2003-2007
Jan 2006			"Supporting Girls' Education: A study on the impact of WFP Food for Education programmes on school enrolment"	
Feb-March 2006	DAC survey: "Review of Changing Gender Equality Policies and Institutional Approaches in Development Cooperation"			
March 2006				Gender Unit upgraded to service, "Gender and Mother and Child Health Service"
July 2006				Gender News Online: "Targeting Adolescents: An Often Neglected Age Group"
April 2006			"Getting Started: WFP support for HIV/AIDS Training for Transport & Contract Workers"	
April 2006				International Women's Day Celebration with theme: "Partnering with Men to Achieve Gender Equality" Gender News Online: "Special Edition: International Women's Day at WFP"
June 2006			HIV/AIDS & Women: Reversing the Trend	
August 2006				Women's Commission Report: "Moving Up the Food Chain: Lessons from Gender Mainstreaming at the World Food Programme"
June 2006			"Getting Started: HIV, AIDS and Gender in WFP Programmes"	
Oct 2006	NORAD: "Lessons from Evaluations of Women and Gender Equality in Development Cooperation"			
Nov. 2006				Gender News Online: "Food in the Hands of Women"
April 2007			James Morris steps down as Executive Director; Josette Sheeran becomes new ED	

Date	Global Context	Donor Context	WFP General & Gender Mainstreaming	WFP Gender Policy
June 2007				Gender News Online: "Meeting the Specific Nutritional Needs of Pregnant and Lactating Women and Adolescent Girls"
Nov/Dec 2007		Global AIDSLink: "Men & Boys: Partners in Prevention"		
2006				Gender, Protection & AIDS field studies: Uganda, Colombia, DRC, Liberia
Feb 2007				IASC Gender Handbook for Humanitarian Action
2007				Baseline follow-up
April 2007				SEA clause added to transportation contracts
June 2007				One of latest/last ECW trainings – Palestine
June 2007				ECW Desk Review: "Desk Review of Implementation" (Mantilla report)
Sept 2007				"Presence of Gender measures in the final design of the WFP-supported interventions: Preliminary Analysis [of PRCs]"
Sept 2007				"Review of Evaluation Reports (2004-2007) Preliminary Analysis Report"
Sept 2007			"Gender and Geographical Diversity: A Way Forward for Meeting Established targets"	
Nov 2007				Email sent by PDPG to all CDs re new Gender, Mother & Child Service Website
Nov 2007				Gender News Online, re HIV/AIDS
Nov 2007				ECW training – Niger
Dec 2007				Elimination of WFP Gender Unit

Annex B:
List of Enhanced Commitments to Women (ECWs)

    I.   Meet the specific nutritional requirements of expectant and nursing mothers and adolescent girls, and raise their health and nutrition awareness

   II.   Expand activities that enable girls to attend school

  III.   Ensure that women benefit at least equally from the assets created through food for training and food for work

  IV.   Contribute to women's control of food in relief food distributions of household rations

   V.   Ensure that women are equally involved in food distribution committees and other programme-related local bodies

  VI.   Ensure that gender is mainstreamed in programming activities

 VII.   Contribute to an environment that acknowledges the important role women play in ensuring household food security and that encourages both men and women to participate in closing the gender gap

VIII.   Make progress towards gender equality in staffing, opportunities and duties, and ensure that human resources policies are gender sensitive and provide possibilities for staff members to combine their personal and professional priorities

Annex C:
List of Promised Outputs from the Gender Policy:
"Annex II: Implementation Schedule for the Gender Policy, 2003-2007"

Outputs

1. Partners informed about the WFP Gender Policy 2003-2007.

2. Implementation plan of the Gender Policy (including results framework and budget) prepared and finalized.

3. Baseline studies designed and conducted.*

4. Corporate targets of the ECW considered and integrated into annual divisional, regional and country office work plans.

5. Implementation plan reflected in Strategic Plan 2004-2007.

6. Country-level targets of the ECW reflected in CCA/UNDAF and CAP and integrated into contingency plans, Country Strategy Outlines and Country Programme documents.

7. Guidelines for the implementation of the ECW prepared, tested and finalized.*

8. Training needs of different divisions identified.*

9. Implementation budget included in PSA budget for 2004-2005 for gender sensitization and training (2004) and mid-term review report preparation (2005).

10. Gender sensitization module for WFP and partner staff prepared, tested and finalized (for integration in other training sessions or independent sensitization).*

11. Training modules on the implementation of the ECW prepared, tested and finalized.*

12. Training of trainers course for above prepared and conducted..*

13. Training on the implementation of the ECW conducted in all regions and at Headquarters.

14. Gender sensitization of staff and partners conducted.

15. Mid-term review report submitted to Executive Board for information, before a new international conference on women (anticipated).

16. Implementation budget included in PSA budget for 2006-2007 for

    - further training requirements (2006-2007)
    - follow-up study on baseline studies (2006-2007)
    - end-of-term evaluation (2007)

17. Follow-up to baseline studies conducted.

18. End-of-term evaluation conducted.

19. Summary of end-of-term evaluation presented to the Executive Board.

20. * Special resources to be identified and allocated prior to implement

Annex D:

The Evaluation Methodology

1. Context was a major factor in defining the focus of this Evaluation: recognizing the number and consistency of recent evaluations of UN Gender Policies. Another factor was the substantial mid-term review of 2005[78] and an assessment by the Women's Commission for Refugee Women and Children[79].

2. The Evaluation Team noted in their Inception Report (paragraph 20) that they would focus on implementation at the operational level:

> Beyond the policy itself, the subject of this Evaluation will be operational implementation – namely the gap between policy and practice. As the NORAD report on lessons from a range of gender evaluations notes: "The evaluations show that the gender mainstreaming strategy was not followed up by operationalising the institutional structure, resources, working methods and approaches in other technical areas. … There are many different tools, guidelines and other analytical works on how to integrate women and gender equality into other areas of development cooperation, but there are few examples of their being put to good use."

3. The Evaluation Team also proposed that they would utilize limit evaluation resources to produce a document that might help to advance the understanding of "Gender Mainstreaming" – in light of its evolving definitions and applications, and pervasive confusion. (Inception Report, paragraphs 21-24)

> For purposes of this Evaluation, therefore, "gender mainstreaming" means both dimensions addressed by the ECOSOC resolution: the strategy or approach, and the "ultimate goal" of achieving gender equality. In practice, however, the meaning is more specific: undertaking analyses by which to identify gender roles and responsibilities; addressing gender related barriers to women's contributions to and benefits from mainstream programming; including, when necessary, women-focused activities; recognizing the importance of effective relations between men and women, and strengthening them; and designing and implementing specific interventions to promote gender equity

4. Following preliminary review of documents and meetings with WFP staff and management, the Evaluation Team developed a conceptual framework (Figure 1) to articulate the different elements of the gender policy, the major internal and external

---

[78] "Implementation of the Gender Policy 2003-2007, Enhanced Commitments to Women, Mid-Term Review Final Report," 2 March 2005, Camillia Fawzi El-Solh, Team Leader and James Fitch, Expert.
[79] "Moving Up the Food Chain: Lessons from Gender Mainstreaming at the World Food Programme", a study by the Women's Commission for Refugee Women and Children, (August 2006)

actors and stakeholders and their contribution to the formulation and implementation of the gender policy, and the levels at which the policy formulation and implementation would be assessed. It was necessary to construct a model because, as the Evaluation Team noted in its Inception Report, the Evaluation team was unable to identify a comprehensive and fully articulated logic model that was known and used by those responsible for implementing the Gender Policy. (Inception Report, paragraph 27)

 a. Each of the ECWs is positioned at the appropriate level of the framework.

 b. The four pillars of the gender strategy are also positioned, and the Figure shows their linkages to the formulation and implementation of each ECW.

 c. The Figure shows the internal management and organizational enabling environment (including financial and staff resources) and the external enabling environment (governments, donors, UN agencies, cooperating partners, security conditions, the natural environment and the international and national economies).

5. The Evaluation Team proposed in its Inception Report to approach the Evaluation differently than proposed in the Terms of Reference (TOR). The TOR suggested that the Gender Evaluation should have three objectives: (1) To document the achievements of the ECWs, (2) To make recommendations for improvement to strengthen WFP's contribution to the achievement of gender equality, and (3) "To the extent possible, … [to] look for evidence for WFP's contribution to household food security (the goal) through the ECWs." The Inception Report stated, however:

> As stated, objectives (1) and (3) focus on finding successes: documenting *achievements* and looking for evidence of *contributions*. In fact, given the time and budget constraints under which this Evaluation will be conducted it will only be possible to partially document the achievements of the ECWs from the desk review of existing WFP studies and by interviews (in person, or by telephone and e-mail) with WFP staff. The Evaluators will complement those secondary sources with information collected during five country case studies.

6. The Evaluators based their approach on a **policy paradigm** that underscores the difference between *declared or espoused policies*, i.e. open rhetoric, and *policies in-use*.[80] Typically, gender evaluations have looked at management's stated policies and the implementation mechanisms they put in place – including capacity-building, financial and human resources, mechanisms for accountability, and programmatic monitoring and evaluation. Recent evaluations have found that those with the greatest responsibilities and greatest impacts are not effectively engaged in gender mainstreaming: the implementers in the field. The evaluations often conclude that short-comings of implementation mechanisms, implicitly stemming from behaviours at the top, result in poor levels and quality of gender mainstreaming by those administering projects.

---

[80] George Honadle, <u>How Context Matters: Linking Environmental Policy to People and Place</u>, Kumarian Press (1999).

7. Focused on gender mainstreaming that by definition should engage all WFP staff and cooperating partners, and requires all to comply and implement, the Evaluators sought to identify gaps between policy and practice – to determine when there is a lack of implementation what are the factors impeding it. The Evaluation anticipated and investigated five factors: (1) the clarity of the policy/rules, (2) how well the policy/rules were communicated/received, (3) capacity to implement, (4) opportunities to implement (given both country office and country contexts as environments), and (5) competing interests or ideologies.

8. Based on the Conceptual Framework, the Team designed an Evaluation approach to assess the policy and its implementation at 3 levels:

    a. Implementation policies and strategic interventions [Level Ia]

    b. Implementation mechanisms [Level Ib]

    c. Operational services and field level [Level II]

    d. Beneficiaries [Level III]

9. The Team developed Evaluation questions for each of the three levels as follows:

    Level 1. What was the quality of the policy itself, as espoused, and did management take the promised steps to implement it, including:

    - Was the stated policy clear for those expected to follow it?
    - Did it, as written, reflect WFP's objectives at the time?
    - Did it reflect the expectations of other stakeholders at the time?
    - How has WFP's approach compared with gender policies of other UN agencies or organizations with similar missions?
    - Did the Policy have the flexibility to respond to new issues as they arose?

    Level 2. What can be learned from WFP's experiences implementing the ECWs at the field level?
    - What were achievements from the ECWs?
    - Are there any gender mainstreaming lessons from efforts to implement this ECW?

    Level 3. At the operational level, to what extent did staff and partners follow the policy?
    - Was the Policy known, and then understood?
    - Did staff and partners have the capability to implement, along with the requisite opportunities, such as authority and resources?
    - Were there competing or impeding interests or ideological positions?

10. The Table below summarizes the methodology and data collection instruments used at each level of the analysis. The main data collection instruments were the following:

a. The team interviewed WFP management and staff at HQ, Regional Bureaus and Country Offices. Most of these interviews were conducted one-on-one, either unstructured or using interview guides developed by the evaluation team, but some group interviews were also conducted.

b. The team offered on two occasions to meet with WFP Board members, resulting in discussions with several representatives.

c. The team interviewed government, other UN agencies, donors and implementing partners as part of the country studies.

d. The team reviewed evaluation reports of WFP gender policies.

e. The team reviewed gender assessments of other agencies.

f. The team reviewed WFP publications, policy documents and other internal publications.

g. The team reviewed and analyzed the 2003 internal, self-assessment baseline study for the ECWs conducted at the start of the Gender Policy and the follow-up study. While this provided valuable background information, a number of methodological issues limited the use of this study as a quantitative indicator of the performance of the ECWs (see paragraph 4).

h. The team conducted country case studies in: Democratic Republic of the Congo[81], Georgia, Nicaragua, Niger, Sri Lanka and Rwanda.[82] The case studies, which involved 1-2 weeks in each country included review of documents interviews with WFP staff and partners, project visits and meetings with beneficiaries, community and local organizations.

i. The team met with representatives of two Regional Bureaus: ODC in Cairo and ODP in Panama.

j. The team developed and administered to a sample of 102 WFP staff and 13 partners covering all of the countries visited. Give the emphasis on experience and perspectives at the operational level, the survey targeted issues of experience, attitudes and needs. Due to the time pressure under which the survey had to be administered (i.e. during the consultant country visits) it was not possible to select a random sample of respondents; consequently there could be a potential bias if the people who chose to respond had strong views in favour or, or against gender mainstreaming. Responses included a wide distribution of opinions, however, both in favour of and opposed to gender mainstreaming. There is no obvious evidence of bias. The survey covered:

---

[81] The Team intended to include Darfur, but after substantial efforts to set up the consultant for that study, it was not possible to get country clearance.

[82] The Team also conducted interviews with the CD and two representatives of the Egypt Country Office.

i. Gender-related training received (from WFP or other sources)

   ii. Understanding of the concept of gender mainstreaming

   iii. Opinions about gender mainstreaming, why WFP has a gender mainstreaming policy and factors affecting its successful implementation

   iv. Experience as gender focal point or as gender focal team member and opinions about these approaches[83].

11. The team had originally planned to use the 2003 ECW baseline study and the 2006-07 follow-up to provide quantitative estimates of changes in performance on each of the ECW. It was decided, however, that a number of methodological issues made it difficult to use the comparison of the two surveys as an estimate of progress on each ECW; consequently the team used the survey more as background reference. Some of the problems included:

   a. The countries were not selected randomly so it would be difficult to assess their representativity.

   b. The survey was based on self-assessment by the country offices. As there were no quality control checks it is difficult to judge the reliability of the information.

   c. Comparable data for the two time periods was only collected on 30 of the original 52 indicators.

   d. While the 2003 baseline included more detailed information on field activities, this part of the study, which included some of the most useful information, was not repeated in 2006-07.

   e. It is difficult to interpret or use many of the indicators as quantitative estimates of progress or change. For example, many indicators use terms like "all" (where it is not clear if this refers to all projects or only to those on which data was available), "most" or "at least 50 per cent", and in all of these cases it is difficult to obtain a precise estimate of the level of change.

   f. Some of the constructs such as "women's increased control over food", or "increased participation in decision-making" are difficult to operationalize; and some of the indicators such as "the number of women on a committee", may not be very good indicators of what is being measured (the problem of construct validity).

---

[83] An SPSS data set was created for the analysis of the survey. A number of basic tables were generated [See Annex F.]. The data set and codebook are available on request but would require access to SPSS software for further analysis.

g. Many of the indicators measure outputs rather than outcomes or impacts. While they are useful for assessing how well WFP staff and partners followed project implementation guidelines, they do not enable assessment of the ECW's effectiveness (even when they are fully implemented) in improving the lives of women and their families.

12. As far as possible, within the time and budget constraints, the evaluation design used triangulation; both to increase the reliability and validity of the findings and also to enrich the interpretation of the data by integrating the perspectives of different stakeholders[84]. One important example of "source triangulation" was the comparison of information obtained from project participants on gender relations and domestic violence with the information obtained from informants such as the district nurse or the police – both of whom are actively involved with the households where women's role is much more constrained and the incidence of domestic violence is greater. Source triangulation is an important way of overcoming the positive bias that is frequently obtained when most of the information is obtained from people and individuals who are involved with the programs being evaluated and who on average tend to have a more favourable attitude to the programs than the general population.

13. It was agreed at the start of the evaluation process that it would not be possible within the time, budget and data constraints to evaluate the impacts of the ECW's on the lives of women, their families and their communities. Consequently the Evaluation focused on how well the gender strategy was understood and how effectively it was implemented. One of the reasons given for not trying to estimate household and community level impacts was the fact that WFP does not work at the household level and does not systematically collect information at this level.

14. Some constraints arose over the course of the Evaluation:

a. The research time frame was even tighter than anticipated:
   i. It was understood from the early planning phase that this Evaluation would be subject to a tight time line. Yet the timing was tighter than anticipated when the first country study that was to take place in December 2007, before finalizing approach for the others, could not be conducted until early January – followed with little time for consultation or modification when the other country studies had to be conducted in late January and early February.
   ii. The original timeline called for wrapping up the Evaluation with a final working session the first week of March. In early February the Evaluation team was advised that they would have to hold that concluding session a week earlier.[85]

---

[84] This latter is what Patton (Qualitative Research and Evaluation Methods 2002: Chapter 9) calls "Theory/ perspective triangulation." The other main kinds of triangulation listed by Patton are: methods triangulation, triangulation of sources and analyst triangulation. Bamberger, Rugh and Mabry (RealWorld Evaluation 2006 Chapter 12) also add "time and location triangulation"

[85] The original terms of reference called for submission of the Summary Report by March 17, 2008 – which was advanced by a week. The team submitted its draft Summary Report on March 10.

iii. The time frame from first country study to the final working session was therefore sixty days.

As had been anticipated in the planning phase, there were not sufficient resources to bring the consultants who did the Niger, Rwanda and DRC country studies to meet with the Team Leader and Technical Advisor. All communications were either by email or telephone conversations with the team leader.

Table Summarizing the Evaluation Methodology
Evaluation approach and conceptual framework
a. Establishing the Evaluation focus: on the operational level, and on the behaviours of the field staff and cooperating partners expected to engage in gender mainstreaming.
b. Constructing a conceptual framework (Figure 1) articulating the linkages between (Level 1A): the Institutional Policies and Strategic Interventions; (Level 1B): Implementing Mechanisms; (Level 2): Operational Services and Field Level; and (Level 3): Beneficiaries.
c. Positioning the major internal and external actors and stakeholders, their contributions to the formulation and implementation of the gender policy.
d. Positioning the ECWs on the appropriate levels of the framework, identifying the factors influencing their implementation and showing how each ECW contributes to the objectives of the gender policy
e. Positioning the four pillars and their linkages to the formulation and implementation of the ECWs
f. Triangulation (obtaining two or more independent estimates of key indicators) was used both to increase the reliability and validity of the information and to obtain different perspectives on complex constructs and issues.

Annex E

Perspectives from the Field

Regarding the "Prescriptive" Nature of the ECWs[86]

- [The ECW] questions/focus are so *compartmentalized*; the logic does not help because context is so localized! We need it to be "less structured; … room for more creativity."
- "Sometimes too restrictive & not according to needs. Sometimes we felt we were constrained by it."
- Regarding Cooperating Partners: "There is a strong internalization of cultural norms, and therefore some implement the ECWs with which they are at ease (such as 1 or 2), but not those relating to women participation (consultation, decision-making process) with the [individuals working for the CP]."
- "The real problem is that there is not training or explanations for the leaders and communities – and they then feel imposed by WFP's CPs, feel the power of imposition, rather than understanding."

Data Collection: To what end?

- One head of programme urged that there be a database system by which country offices might track data segregated by sex, age and other attributes – in order that they might detect patterns as warnings for action.
- One head of a sub-office had ECW-collected data, noticed a problem in one area, and immediately reported it to the head of programme and GFP looking for help – but there was in fact no one with the time or expertise with which to help her solve the problem.

Advice from the Field regarding Funding at the Country Level

- In the future, encourage country offices in locations with particular gender equality issues to approach donors active there to support WFP's gender-related work. The key, for some country offices, is resources: and they do not necessarily need to come centrally when there is an obvious gender equality issue, and there are donors who want to see it addressed, using various means, through the UN. There should be corporate encouragement and support for country-based fund-raising, and sharing of tactics and experience among country office directors.
- Country offices need access to funds for training and materials.

---

[86] The term "prescriptive" came from informants in the field, not from the Evaluation Team.

- There are trust funds within WFP (Swedish, Canadian Impact Grants) – demand is huge, and after we prepare proposals, we may get money. But there is a danger, and transaction costs, to having many small pockets of money which require special requests. Need some screening to identify which strategic opportunities will be funded: so those making efforts to apply are not too much disappointed or discouraged.

The Strength and Power of Leadership:
Informants Repeatedly and Voluntarily Credited
Catherine Bertini for the Strength of the Policy

- "You would never try to do anything that did NOT have 'gender'."
- "Even though I did not like the way gender was imposed upon us, the stick approach (in absence of training) was quite effective."

Concerns regarding ECW IV Relief Distribution

- "Fanciful: 50 kg bag, already carrying baby, walking home … other burdens. To me, this was just rubbish!"
- "Deliver food to women, but how do they carry a 50 kg bag? Are we overburdening women?"
- "Not how I want women to be involved: to carry it before they cook it!"
- "Look at the family! The one about women having to collect the food. I don't agree with that one. Once was in [Africa] and men were collecting the food. Stopped to talk with them to find out why. They said it was the waiting time – better for men, who were tired from working in the field, then women who did not have the time while tending to many household tasks, and did not have time!"
- "Surely there are some men (in cases perhaps a lot) who would sell the food, but the impact [of exclusion] for men who are struggling to help keep their families alive must be devastating."
- "Have seen man as surviving parent post-tsunami <u>not</u> be allowed food. Is that what the Gender Policy wants?

Regarding the Dangers of Insufficient or Ineffective Training

The head of one sub-office who is a strong proponent of gender mainstreaming contributed an unusual plea: "Please, please," she said, "If the gender training will not be good, then please don't do it at all." As she warned, there are a number of risks: People may not fully understand, and therefore pass along a simple message of "women, women, women."

Concerns regarding Financial Resources for Gender Mainstreaming

- "With a fixed budget structure and no line for the gender policy, WFP has not fully mainstreamed gender in budgeting or decentralized it at the operational level This means limited opportunities to initiate opportune initiatives, adjust to changes, and meet emerging needs at the operational level. … Flexibility and gender-inclusive budgeting decentralized at the country office would send a strong signal of institutional commitment, and enhance the pace and outcome of mainstreaming gender at the operational level."
- "Resources have been inadequate for the Gender Policy implementation. HQ's support for and commitment to the policy should mean: consultation, resources for programs, especially M&E and finally resources to target women." Budgeting and resource allocation provide opportunities to hold the HG accountable to its policy and mantra. In this respect, efforts should be made to ease the implementation of the policy and enhance its outcome at the operational level.
- Sometimes, however, even CDs who may want to provide additional training simply do not have the resources when there is turn-over of staff: "Once we are mainstreaming, in a small, under-funded country program, even $1,000 is impossible. We can mainstream and talk about gender within processes, but don't have extra funds for training."

EVALUATION STRATEGY FOR EACH LEVEL OF THE ANALYSIS		
Question/Issue	**Methodology**	**Observations**
Level 1. Organizational level. The quality and implementation of the policy.		
a. What was the quality of the policy itself?	i. Review of policy documents ii. Interviews with WFP Board members, management and staff iii. Review of internal and external evaluation reports of WFP policies and their implementation iv. Interviews with partners v. Comparison with gender policies of other agencies (based on document review and interviews)	
b. Did management take the promised steps to implement it?	i to iv. As above	
c. The implementation and effectiveness of the four pillars	i. Review of WFP evaluation reports ii. review of WFP documents iii. Interviews with Board members, management and staff at HQ, Regional Bureaus and country offices. iv. Staff Survey	
Level 2. What can be learned from WFP's experience implementing the ECWs at the field level?		
a. Numerical estimates of changes in performance of each ECW during the 2003-07 period	Comparison of the 2003 baseline study and the 2006-07 follow-up study for each ECW. This was an internal, self-assessment survey conducted by WFP and completed by the country offices.	While the two surveys provide the best available comparative data on the implementation of the ECWs a number of methodological issues limited the validity of the findings as a performance indicator. These are summarized in Box 12 (page 21 of this report). Consequently, the findings were only used for background reference.
b. Success in the implementation of the ECWs at the field level	Country case studies were conducted by the evaluation team in: Sri Lanka, Nicaragua, Rwanda, DRC, Niger, Egypt and Georgia. These included interviews with staff and partners, document review and project visits.	
c. What training did staff and partners receive	i. Country case studies ii. Consultant staff survey (see level 3b) iii. Document review iv. Interviews with HQ and Regional Bureau staff.	
d. To what extent did WFP staff approach the ECWs with understanding of gender analysis?	i. Country case studies ii. Consultant staff survey (see level 3b) iii. Document review iv. Interviews with HQ and Regional Bureau staff.	
Level 3. At the operational level, to what extent did staff and partners follow the policy – and if not, what factors prevented or limited them?		
a. To what extent did staff and partners know of the Gender Policy?	i. Individual and group interviews ii. Administration of survey	
b. How well did staff understand the gender policy itself, and gender mainstreaming more generally?	i. Administration of survey to a sample of 102 WFP staff and 13 staff from partner agencies. The interviews covered: Sri Lanka, Nicaragua, Panama, Rwanda, DRC, Niger, Egypt and Georgia. ii. Individual and group interviews iii. Direct observation of staff and partners in the field. iv. Interviews with HQ and regional bureau staff. v. Document review	The survey was distributed to WFP staff and (in several countries) to partners. Time pressures did not permit the use of random sampling, and response was voluntary so there is a potential bias. However, the responses reflect a wide range of positive and negative responses so there is no obvious response bias.
c. To what extent did staff or partners oppose, resist, or find	As for 3b.	

reason not to follow the policy?		
d. What resources were helpful and/or missing, as enabling and facilitating gender mainstreaming?	As for 3b.	
e. Preliminary indications of impacts at the community and household level.	i.. Project visits ii. Key informants (e.g. community level workers from ministries of health, education and agriculture; partners; government agencies involved in emergency preparedness) iii. Interviews with WFP staff and partners iv. Document review	While it was agreed at the start of the evaluation that it would not be possible to obtain any systematic estimates of the impacts of the gender policy at the community and household level; a number of anecdotal indicators were obtained. It is not possible to generalize from these but various pointers and issues for further research were identified and mentioned in the report.

**Results of Basic Survey:
Boxes and Tables of Survey Results & Survey Instrument**

Box AAA: Gender Training Received by WFP staff

	%	Cumulative %
1. Seminar + course + class	2.0	2.0
2. Seminar + course	5.9	7.9
3. Course + class	7.8	15.7
4. Course only	9.8	25.6
5. Seminar + class	2.0	27.5
6. Seminar only	33.3	60.8
7. Class only	12.7	73.6
8. No formal gender training	26.5	100

No. of respondents 105

Notes:
1. The level of training received is ranked in approximate descending order of relevance to WFP work. Gender training courses (lasting 4 days to 2 weeks) are the most relevant for WFP operational work, followed by training seminars (lasting 3 hours to 3 days), while college and university classes are probably the least directly relevant for WFP work.
2. There were no significant differences between the types of training received by WFP male and female staff.

Source: Basic Survey conducted by evaluation consultants. See Table CCC for more details

---

Box BBB: "What activities are required by the Gender Mainstreaming Policy?" Opinions of WFP staff

	Percentage mentioning each activity		
	Women %	Men %	Total %
Identifying gender related constraints and opportunities	42.6	39.7	41.0
Recognizing women as assets for family and community well-being	36.2	43.1	40.0
Programmatic interventions focused on women and gender relations	40.4	37.9	39.0
Recognizing and addressing women's needs and vulnerabilities	34.0	43.1	39.0
Paying attention to relations between men and women	27.7	36.2	32.4
Focusing on women in all programs	29.8	34.5	32.4
Paying attention to gender equality within an organization	27.7	36.2	32.4

Note: Shaded items refer only to women and do not mention men or boys

Source: Basic Survey administered by the consultants to a sample of 105 WFP staff and 10 staff from partner agencies in Sri Lanka, Nicaragua, Panama, Rwanda, DRC, Egypt and the Republic of Georgia.

Box CCC: Perceptions of WFP staff on the main barriers and constraints to achieving the objectives of gender mainstreaming: The most frequently mentioned factors	Percentage mentioning		
	Women %	Men %	Total %
Pressures and constraints of emergency settings	25.5	50	39
Conflict with local culture or religion	38.3	39.7	39
WFP or partners lack resources particularly funding	29.8	22.4	25.7
Few people know WFP has a gender policy and expectations	27.7	22.4	24.8
Many people in WFP do not know what it means	25.5	12.1	18.1
WFP staff and partners lack sufficient capacity	19.1	15.5	17.1
Many WFP partners do not understand what it means	19.1	15.5	17.1

Source: Basic Survey

Summary Tables from the Basic Survey of WFP Staff and Partners Conducted by the Evaluation Team

The survey was completed by a total of 105 WFP staff and 11 cooperating partner staff in Democratic Republic of the Congo, Egypt, Panama, Nicaragua, Panama, Republic of Georgia, Rwanda and Sri Lanka. The survey was administered during the visits of Evaluation Team staff to these countries and it was not possible to select a random sample.

An SPSS data file was created and the analysis was conducted using SPSS.

Table 1: WFP staff understanding of the meaning of "Gender Mainstreaming", by sex of respondent				
		Female	Male	Total
		%	%	%
I	Promoting gender equality	70.2	77.6	74.3
F	Recognizing women as assets for family and community well-being	59.6	70.7	65.7
G	Paying attention to relations between men and women	66.0	65.5	65.7
C	Identifying gender-related constraints and opportunities	74.5	53.4	62.9
J	Paying attention to gender equality within an organization or institution	61.7	51.7	56.2
D	Recognizing and addressing women's needs and vulnerabilities	59.6	51.7	55.2
A	Programmatic interventions focused on women and gender relations	55.3	53.4	54.3
K	Paying attention to the needs of boys and men as well as girls and women	59.6	50.0	54.3
H	Monitoring programs for differential impacts on men, women, boys and girls	55.3	51.7	53.3
E	Project monitoring that includes sex-disaggregated data	55.3	46.6	50.5
B	Focusing on women in all programs	34.0	32.8	33.3
L	I am really not sure what "gender mainstreaming" means	2.1	5.2	3.8
	No. of respondents	47	58	105
Notes:				
1. Respondents indicated all of the items with which they agreed				
2. Items ordered in descending order of importance (for all participants)				
3. Shaded items refer to women but not to men				

	Table 2: WFP staff understanding of which activities the "Gender Mainstreaming" policy requires, by sex of respondent			
		Female	Male	Total
		%	%	%
C	Identifying gender-related constraints and opportunities	42.6	39.7	41.0
F	Recognizing women as assets for family and community well-being	36.2	43.1	40.0
A	Programmatic interventions focused on women and gender relations	40.4	37.9	39.0
D	Recognizing and addressing women's needs and vulnerabilities	34.0	43.1	39.0
G	Paying attention to relations between men and women	29.8	36.2	33.3
B	Focusing on women in all programs	29.8	34.5	32.4
J	Paying attention to gender equality within an organization or institution	27.7	36.2	32.4
I	Promoting gender equality	23.4	36.2	30.5
H	Monitoring programs for differential impacts on men, women, boys and girls	25.5	27.6	26.7
E	Project monitoring that includes sex-disaggregated data	27.7	24.1	25.7
K	Paying attention to the needs of boys and men as well as girls and women	17.0	24.1	21.0
L	I am really not sure what "gender mainstreaming" means	10.6	8.6	9.5
	No. of respondents	47	58	105
Notes:				
1. Respondents indicated all of the items with which they agreed				
2. Items ordered in descending order of importance (for all participants)				
3. Shaded items refer to women but not to men				

	Table 3: Attitudes of WFP staff to Gender Mainstreaming, by sex of respondent				
			Female	Male	Total
			%	%	%
1	Strongly support		56.1	42.9	48.9
2	Support		24.4	28.6	26.7
3	Support with reservations		14.6	10.2	12.2
4	Neutral		0.0	2	1.1
5	Conditional opposition		2.4	14.3	8
6	Strongly oppose		2.4	2	2.2
	No. of respondents		47	58	105

	Table 4: Amount of formal gender training received by WFP staff, by sex of respondent									
				Female		Male		Total	
					Cumulative		Cumulative		Cumulative
				%	%	%	%	%	%
1	Seminar+course+class			2.3	2.3	1.7	1.7	2	2
2	Seminar+course			7	9.3	5.1	6.8	5.9	7.9
3	Course+class			7	16.3	8.5	15.3	7.8	15.7
4	Course only			7	23.3	11.9	27.2	9.8	25.5
5	Seminar + class			2.3	25.6	1.7	28.9	2	27.5
6	Seminar only			27.9	53.5	37.3	66.1	33.3	60.8
7	Class only			23.3	76.6	5.1	71.2	12.7	73.6
8	No formal gender training			23.3	100	28.8	100	26.5	100
	No. of respondents				47		58		105

Table 5: WFP staff opinions on why WFP has a gender policy, by sex of respondent				
		Women	Men	Total
		%	%	%
A	More effective achievement of WFP food security goals	61.7	62.1	61.9
B	The United Nations mandates it	44.7	31	37.1
C	The WFP Executive Board requires it	14.9	24.1	20
D	It is required by funding agencies	14.9	12.1	13.3
E	The right thing to do, according to international human and women's rights law	40.4	55.2	48.6
F	The right thing to do, according to international norms of fairness and equity	34	46.6	41
G	The right thing to do, according to many religions and other sources of norms	4.3	13.8	9.5
H	Paying attention to gender benefits the family	42.6	53.4	48.6
I	Focusing on women benefits children	38.3	43.1	41
J	It is good for development	44.7	37.9	41
K	Women called for it at the Fourth Women's World Conference in 1995	21.3	31	26.7
L	Western feminists have pushed for it	8.5	19	14.3
	No. of respondents	47	58	105

											Women	Men	Total	
Table 6: WFP staff opinions on why Gender Mainstreaming does not happen, by sex of respondent														
											Women	Men	Total	
											%	%	%	
A	It is too hard to do within the pressures and constraints of emergency settings										25.5	50	39	
M	It often conflicts with local culture or religion										38.3	39.7	39	
F	WFP staff and/or partners lack requisite resources, such as funding										29.8	22.4	25.7	
C	Very few people know that WFP has a gender policy and expectations										27.7	22.4	24.8	
N	Many people within WFP do not understand what it means										25.5	12.1	18.1	
D	WFP staff and/or partners lack sufficient capacity										19.1	15.5	17.1	
O	Many people who work for WFP cooperating partners do not understand what it means										19.1	15.5	17.1	
							No. of respondents				47	58	105	
	Notes:													
	1. Respondents all of the items with which they agreed													
	2. Responses are ordered in descending order of importance (for all participants)													
	3. Items are only included if they were selected by at least 10% of respondents. Omitted items include: [B] Few people believe WFP													
	leadership cares about it; [G] there are few incentives to do it; [H] resistance from host governments; [I] resistance from WFP staff; [J] resistance													
	from cooperating partners; [K and L] country directors do not encourage or actually discourage it													

Basic Survey Tool
WFP Gender Evaluation
December 2007

1. **Basic profile of respondent**:

   a. **Sex**: male _____ female _____

   b. **Age:**

   c. **Current WFP staff?** Y/N

   > **If no, staff of (please check what applies):**
   >
   > > __: Government agency/office
   > >
   > > __: Other U.N. agency
   > >
   > > __: Partner organization
   >
   > **If WFP staff, number of years employed by WFP**: _____

   d. **International (I) or national (N) staff**: I/N

   e. **Number of years working on food security, humanitarian assistance and/or international development**: _____

   f. **Country in which you are currently working** (unless identifying the country would in any way discourage you from providing full and honest feedback – in which case, please do not indicate country):

   _____

2. **Training and educational experiences relating to gender mainstreaming**
   (please circle the letter to the left of those that apply to you)

   a. **Training seminars (3 hours to 3 days)**

   a. **Training courses (4 days to 2 weeks)**

   b. **Class (in school or university)**

   c. **Other experiences** that were particularly helpful sources of learning about gender issues

   d. **Any comments, or elaboration/details about your answers above?**

   e. **Did you participate in any of WFP's ECWs training?**

   > i. **If so, was it the Training of Trainers in Germany or Dubai?**
   >
   > ii. **If so, was it a Regional Bureau-based training?**
   >
   > iii. **If so, was it training offered by one of the trainees, in country?**

3. **Have you ever been a gender focal point, a women-in-development officer or a member of a gender focal team?** Yes___ No___

   If yes, please share with us your experience and/or thoughts about how those positions or systems work. For example: Do you agree with a system of GFPs and/or GFTs? What are the greatest strengths and weaknesses of those systems? How do they work in practice? Do you think there is a better alternative?

4. **From your point of view, "gender mainstreaming" means:** (Please indicate **all** that you believe apply, circling the letter on the left):

   a. Initiating and preparing programmatic interventions through steps focused on women and on gender relations, such as collecting gender-focused baseline data or doing gender analyses

   b. Focusing on women within all programs

   c. Identifying gender-related constraints or opportunities within a program

   d. Recognizing and addressing women's needs and vulnerabilities

   e. Project monitoring that includes collecting sex-disaggregated data

   f. Recognizing women as assets for family and community well-being, and ensuring their ability to contribute effectively

   g. Paying attention to the relations between men and women – including power and decision-making

   h. Monitoring a program for different impacts on women and men, boys and girls

   i. Promoting gender equality

   j. Paying attention to gender equality within an organization or institution

   k. Paying attention to the needs of boys and men, as well as girls and women

   l. I am really not sure what "gender mainstreaming" means.

   m. Any comments:

5. **According to your understanding, the WFP's Gender Policy with its Enhanced Commitments to Women _requires_ which of the elements in question #4?** (Please list the letters)

6. **According to your understanding, the WFP Gender Policy _encourages_ which of the elements in question #4?** (Please list the letters)

7. **We hope you will agree to characterize your attitude toward "gender mainstreaming" for us. Please circle any that apply to you.** (Note: This is one reason we have given you the opportunity to submit this survey without your name. We would like responses that are thoughtful *and honest*!)

a. Strongly support it

b. Moderately support it

c. Neutral, noncommittal

d. Oppose in some circumstances, in some aspects

e. I support the idea but I don't think it works in practice

f. I regard it as an excuse to avoid a serious organizational commitment to the concerns of women (or a social transformation agenda for achieving gender equality).

g. Honestly, really oppose it completely

h. I don't really understand what it means

i. Not really sure; have not thought about it

8. Please complete the following sentence, putting an "X" next to the suggested endings, and/or providing one/some of your own: **The reasons that WFP has a gender policy are:**

- It results in more effective achievement of WFP's food security goals.
- The United Nations mandates it.
- The WFP's Executive Board requires it.
- It is required by funding agencies.
- It is the right thing to do, according to international human and women's rights law.
- It is the right thing to do, according to international norms of fairness and equity.
- It is the right thing to do, according to many religions and other sources of norms.
- Paying attention to gender benefits the family.
- Focusing on women benefits children.
- It is good for development.
- Women around the world called for it at the Fourth World Conference for Women in 1995.
- Western feminists have pushed for it.

Other reasons/Your thoughts:

9. Please complete the following sentence, putting an "X" next to the suggested endings with which you are in agreement. "**The reason that gender mainstreaming perhaps does not happen within WFP programs as much as** *some* **might have hoped is because …"**

___ It is too hard to do within the pressure and constraints of emergency settings.

___ Very few people really believe that WFP leadership cares about it.

- Very few people know that WFP has a gender policy and expectations.

- WFP staff and/or partners lack sufficient capacity.

- It is inappropriate.

- WFP staff and/or partners lack the requisite resources, such as funding.

- There are few, if any, incentives to do it.

- There is resistance from host governments.

- There is resistance from WFP staff themselves.

- There is resistance from WFP cooperating partners.

- Many country directors do not encourage it.

- Some country directors discourage it.

- It often conflicts with local culture or religion.

- Many people within WFP do not understand what it means.

- Many people who work for WFP cooperating partners do not understand what it means.

And please suggest any other endings/explanations you think are important, along with any comments:

10. Please complete the following sentence, according to your own thoughts: **The one thing about gender mainstreaming that I would like WFP management, the PDPG and/or the Gender Policy Evaluation Team to _know_ is …. :**

11. We sincerely want your ideas about how the new Gender Policy could support your attention to gender equality in the course of your WFP work. Please give us your suggestions by completing the following sentence: **The one thing about gender mainstreaming that I would like WFP management and/or the Gender Policy Evaluation Team to _DO_ is …. :**

12. **Name**: Your name is not required. We are looking for frank information, and to the extent that anonymity helps, we are happy not to know your identity. If, however, you want us to know you, you have two options: (1) provide your name and email address here or (2) complete this anonymously but then send us an email entitled "WFP Survey Comments" (to MG273@cornell.edu) so that we may follow-up with you.

_____

THANK YOU!!!!

Annex G

Terms of Reference

WORLD FOOD PROGRAMME

Terms of Reference
End-of-Term Evaluation of WFP's Gender Policy –
Enhanced Commitments to Women to Ensure Food Security

1.   Background

Gender mainstreaming and gender equality in development cooperation

Following the Beijing Conference on Women in 1995, development agencies, developed new strategies for women and gender equality in line with the recommendations from the Beijing conference, e.g. strengthening the position of gender mainstreaming in the activities, making gender mainstreaming the main strategy, and also engaging in complementary, targeted activities aimed at empowering women.

In early 2006, the OECD Development Assistance Committee's Network on Gender Equality conducted a second study[87] on gender equality to assess progress since the last study in 1999 and concluded that "in spite of progress, no agency fully matches its own political rhetoric and objectives on gender equality with the required human and financial resources or accountability measures as recommended by the 1999 DAC study"[88].

In 2005, the Norwegian Agency for development (Norad) commissioned an evaluation of the strategy for Women and Gender Equality in (Norwegian) Development Cooperation (1997-2005), which reported "significant weaknesses in the institutionalization of activities, a lack of resources and deficient reporting of results in the field"[89]. Findings of a subsequent (Norad) study based on nine evaluations[90] of women and gender equality in bilateral and multilateral development cooperation conducted between 2002 and 2006, reached similar findings, namely "work on institutionalizing the empowerment of women have had low priority, there have been insufficient resources to implement policies and strategies, the focus has shifted to other areas, and there is no systematic reporting of results in this area".

---

[87] Gender Equality and Aid delivery: What has changed in development cooperation agencies since 1999; OECD, Executive Summary, page 7
[88] Gender Equality and Aid delivery: What has changed in development cooperation agencies since 1999; OECD, Executive Summary, page 7
[89] Lessons from Evaluations of Women and Gender Equality in Development Cooperation, Synthesis Report 2006 1, Norad (page 1)
[90] UNDP (2006), ILO (2005), World Bank (2005), Norad (2005), Sida 2002 and Bolivia (2002), DFID (2006), European Commission, UNIFEM (2004, organizational analysis), OECD/DAC (2003)

Gender mainstreaming and gender equality in WFP[91]

WFP's commitment to gender equality and women's key role in food security is reflected in successive policy documents[92] and programme strategies. The 1995 Beijing Conference is considered to have been a catalyst to more strategically address gender equality concerns. The thematic evaluation of WFP's Commitments to Women (1996-2001) conducted in 2002 has contributed, among other reviews and studies, to shape the current Gender Policy (2003-2007).

The current Policy includes eight Enhanced Commitments to Women (ECW) and 41 sub-commitments in the areas of programming, advocacy and human resources. They propose specific measures and targets intended to guide WFP country offices in empowering women and reducing gender gaps, with an ultimate goal to improving household food security for the most vulnerable. New features of this Policy are: women's enhanced control of food; strengthened emphasis on adolescent girls; food for training; increased advocacy of women's role in food security.

The ECWs apply to both development and humanitarian assistance programmes. The implementation of the policy is supported by four programme support pillars, i.e. (i) guidelines, (ii) baseline and follow-up surveys, (iii) training and learning, (iv) qualitative good practice field research.

The implementation of the WFP Gender Policy (2003-2007) was subject of a mid-term review managed by the Gender Unit between December 2004 and March 2005. The review acknowledged the considerable progress which has been made in implementing the above-mentioned programme-support pillars, strengthening institutional implementation mechanisms and related efforts to mainstream gender, and identified continuing challenges.

Considering that issues related to gender mainstreaming and gender equality have been extensively analyzed and documented within and outside WFP, this end-of-term evaluation of WFP's Gender Policy (2003-2007) shall not be duplicative but deliberately focuses on selected issues with a view to go deeper in the analysis of good practice and lessons learned and the reasons, and provide some value added to existing knowledge.

---

[91] see Annex I for details on policies and findings from evaluations and reviews

[92] At its twenty-third session in May 1987, the Committee on Food Aid Policies and Programmes (CFA) adopted policy principles governing WFP's activities in, and approaches to, the broad area of women in development. Following the Fourth World Conference for Women, Beijing, 1995, WFP formulated its Commitments to Women for the period 1996-2001. In October 2002, WFP's Executive Board approved a Gender Policy for the period 2003 – 2007 based on the experiences with WFP's Commitments to Women (CW). The latter was documented in (i) the thematic evaluation of WFP's CW which was presented to the Board in October 2002, back to back with the Gender Policy (document WFP/EB.3/2002/6/6 refers) and (ii) lessons from WFP's CW as per case studies and staff and partner consultations.

Stakeholder analysis

Pending a more detailed stakeholder analysis, which will be conducted when preparing the inception report, a short description of who the key stakeholders are and their stakes in the evaluation is given below:

Poor men and women who are beneficiaries of WFP food aid are the primary stakeholders including women's groups and organizations. Other women in communities supported by WFP are secondary stakeholders.

The primary internal stakeholders are WFP's programme staff as represented by country office managers, programme officers and technical focal points such as Gender, Vulnerability Assessment Mapping (VAM), M&E. They are key informants for the evaluation with views on what worked well or less well and why. Other stakeholders are normative units such as WFP's Gender and Mother and Child Health Service (PDPG), policy and senior management. The findings of this evaluation will increase their knowledge and understanding about the implementation of the Gender Policy (2003-2007) and will be taken into consideration in their decision-making. For example, PDPG will use evaluation results for the formulation of the new Gender Policy.

External stakeholders are cooperating partners who are implementing WFP-supported projects, in conjunction with their own programmes and operations. Similar to the gender focal teams, they are informants with a range of information and experience helping to obtain a better understanding of the ECWs' achievements and what may be done differently in the future.

2.   Reasons for Evaluation

2.1   **Rationale**. The current Gender Policy[93] stipulates that an end-of-term evaluation of results shall be conducted by the Office of Evaluation (OEDE) and presented to WFP's governing body, the Executive Board (EB). Evaluation findings and recommendations shall inform the next Gender Policy. Considering that women are WFP's main target group and recipients of food aid, it is important to assess the contribution of the Enhanced Commitments to Women (ECW) in achieving household food security.

The Executive Board and WFP Management are the main users of this evaluation. Both policy formulation and evaluation processes will feed into each other and seek, where possible, complementarities. For example, PDPG has already prepared two desk reviews, i.e. on the implementation of the ECWs and on gender mainstreaming in WFP policies[94] which the evaluation team will analyze and build on, whenever possible. Regular interaction with PDPG is planned to ensure that findings can be used as they become available.

---

[93]See Annex II, Implementation Schedule for the Gender Policy (2003-2007), page 73
[94] Gender Mainstreaming in WFP Policies and Guidelines, including Life and Work Balance, March 2007 (draft); Implementation: Enhanced Commitments to Women to Ensure Food Security (Gender Policy , 2003-2007)

2.2   **Purpose**: to provide (i) accountability for results to the Executive Board (EB) confirming that the organization has taken the actions to which it committed itself and (ii) to provide an input regarding the next round of measures – in particular identifying those areas that warrant replication, support and reinforcement, and the weaker areas where there is a need for alternative approaches (reassessing the validity of the promised action, reflecting on implementation problems, etc.), and (iii) to undertake a study and analysis that may be informative beyond WFP, looking more in depth at some of the implementation challenges and making recommendations focused on implementation rather than policy.

2.3   **Objectives**: (i) to examine policies to ascertain whether WFP has taken actions promised in the 2003-2007 Gender Policy and in the corresponding Implementation Schedule, (ii) to determine whether the WFP has responded to concerns raised in the mid-term review, and (iii) to seek some better understanding of what stands between the promulgation of policies and implementation in the field. Subject to the evaluability assessment, the evaluation shall also look for evidence for WFP's contribution to household food security through the ECWs, as well as gender parity within WFP.

3.   Scope and Limitations of the Evaluation

3.1   Subject of the evaluation

The evaluation will include an assessment of the overall policy and its implementation, as well as of the ECWs. It will focus on ECWs VI (gender mainstreaming in programme activities), VII (gender advocacy) and VIII (gender equality), and the more gender-centred ECWs IV (women's control of food in relief food distributions) and V (women's active involvement in food distribution committees and other programme-related committees). Much information needed for the first three ECWs (nutrition, education, food-for-work) should be readily available from existing secondary data (desk review, baseline and follow up surveys).

The evaluation shall look at both WFP's humanitarian assistance and development portfolio[95] bridging across three programme categories (PRRO, EMOP, development programmes and projects). The evaluation shall also look at policies, guidelines and WFP human resources procedures (ECW VIII).

---

[95]An initial analysis of projects, programmes and operations presented between January 2003 and December 2006 for approval to the WFP Programme Review Committee (PRC) showed that out of 155 documents 42 percent belonged to the Protracted Relief and Recovery Operation (PRRO) category, 35 percent to the Emergency Operation (EMOP) category and 23 percent the development programme category.

The evaluation will cover the period of 2003 through 2007.

3.2   Evaluability assessment

WFP's Gender Policy (2003-2007) does not include a results framework. (The individual ECWs focus on outputs, and process indicators.) However, a detailed Logical Framework matrix was prepared (on the basis of the above-mentioned Gender Policy) for the 2003-2004 ECW baseline survey. This matrix specifies for each of the eight commitment and 41 sub-commitments the expected outcome/output indicators (not quantified), indicator metrics (numerator/denominator) and means of verification.

As the ECWs are cross-cutting, they may apply to all programme categories and different aspects of design, implementation and management, the Logical Framework introduced a column "survey level/unit" to clearly indicate the level and focus of investigation for each output. For the purposes of the evaluation, a simplified version will be developed in the inception report.

The comparative results of the 2003-2004 baseline and the 2006-2007 follow-up survey on the ECWs provide a solid (although not independent) basis for the evaluation. The implementation of all ECWs in 45 countries was analyzed through a CO self-assessment baseline survey in 2003 (based on a standard form providing an overview of activities on-going in the country) and a follow-up survey in 2006, and for ECW VIII through the analysis of human resources data already available.

The inception report shall specify in greater detail the evaluability assessment.

3.3   Temporal and geographic boundaries

Considering that the previous gender policy (1996-2001) was subjected to an end-of-term evaluation, this evaluation will cover the period of the current Gender Policy from 2003 and 2007.

Selected projects, programmes and operations, work plans of country offices and regional bureaux, as well as statistics related to gender parity (ECW VIII) will cover the same period.

ECWs I-VI have been implemented in projects, programmes and operations in all regions. During the preparation phase, criteria for the selection of country case studies will be developed to determine the geographical scope of the evaluation .

4.   Evaluation Questions

The evaluation will address the following three issues. During the desk review, other strategic areas for inquiry will be identified and evaluation questions developed, which will be included in the evaluation matrix of the inception report.

a) Does WFP have the right policy?

- How coherent is the policy with prescribed international policies and treatees (Beijing, etc.).
- How relevant and realistic (in the light of current thinking) is the current Gender Policy (2003-2007), taking into account WFP's operating environment and the international gender debate/evaluations over time.
- How does the policy compare to those of other funds and programmes (such as OCHA, UNDP, UNICEF, UNHCR working in a similar environment) and WFP's cooperating partners (CARE, World Vision, Save the Children Fund)? Is policy implementation affected by policies of cooperating partners?
- Are goals, concepts and terminology clearly defined?
- How practical is the policy? How implementable are the ECWs? Are they helpful for programme guidance?
- Is the Policy still in line with other WFP policy frameworks, which were adopted after the approval of the current Gender Policy such as the Strategic Plan, Enabling Development Policy, HIV/AIDs. Are some underlying assumptions to question?
- What should be the focus/structure of policies and resources going forward? Should the Paris Declaration and the Delivering as one, affect the way the future Policy is formulated?

b) Has the policy been implemented?

- Has WFP taken the actions as promised by the policy, implementation plan or recommended by the 2005 mid-term review?
- How well is policy implementation facilitated and monitored? How practical and complete are implementation guidance/institutional support mechanisms?
- Have the ECWs been included in the design and implementation of projects, programmes, operations, as well as HQs/RB/CO work plans and HR recruitment procedures? How are they converted at the operational level into measurable indicators?
- What incentives/disincentives exist in WFP systems to reward/punish managers for good/bad practice?

c) What results were achieved?

- Have the ECWs been achieved in the areas of programming, advocacy and human resources? What has been learned from implementation? What encounters resistance, lack of capability, on-ground obstacles or where has there been creativity, determination and success.
- Has funding for ECWs been sufficient? Has it increased/ decreased?
- Has staffing for gender between 2003-2007 increased/decreased?
- Has the gender balance in WFP staffing been achieved?
- How effective have the ECWs been in terms of sustainable outcomes as outlined in the logical framework and contributing to people's empowerment in the area of gender?

5.   Evaluation Design

5.1.   Methodology

Approach. Considering that issues related to gender mainstreaming and gender equality have recently been examined by WFP (see 2002 evaluation and 2005 management review) and outside WFP (see DAC and Norad study), this end of term evaluation shall not be duplicative. It shall deliberately focus on selected issues to provide some value added to existing knowledge. However, progress towards objectives and the way the recommendations of the mid-term review have been addressed will also be examined (see objectives of the evaluation, page 160).

A comparative analysis of the current Gender Policy with the Gender Policy of other (comparable) agencies (see above) shall be undertaken against good practice standards (to the extent to which they exist or can be based on lessons learned from existing evaluations) as one measure for determining the quality of the Policy.

The evaluation shall be conducted in a participatory and transparent way and manner, involving stakeholders from the beginning and sharing information throughout the process. It will use key stakeholder consultations and own findings from the country studies to verify secondary data from the baseline and follow-up surveys, and desk reviews, helping to better understand results and limitations. The inception report will outline the method(s) to be used in the evaluation of each ECW.

On the basis of the desk review, the team leader and technical adviser shall consult with WFP during a working session in October 2007 in order to identify the issues for the country case studies. The team leader will test the issues and questions during the first country visit, and in consultation with the technical adviser and WFP will develop a final outline for use in the other country studies.

Criteria for country case study selection shall be developed during the inception phase in order to ensure a transparent selection process in line with those criteria, e.g. countries with a mix of operations and representative of the programme categories, geographical representation, countries with activities, which were successful in one country but not in another one.

The evaluation will employ the WFP evaluation criteria[96] of relevance, coherence, efficiency, effectiveness, impact, sustainability.

Evaluators will respect the code of conduct for the profession (see Annex IV).

---

[96] WFP evaluation criteria were developed from the Principles for Evaluation drawn up by the DAC-OECD evaluation network in addition to the ALNAP guide for humanitarian agencies.

The team leader in consultation with the technical adviser, shall finalize the methodology in the inception report, including the evaluation questions as agreed by the team. The technical adviser shall prepare (in consultation with the team leader) the evaluation matrix to be included in the inception report. This matrix links the three evaluation questions to relevant sub-questions, performance indicators, data collection methods and information sources, providing the framework to guide data collection and analysis, thus ensuring consistency. It may be amended during the course of the evaluation in agreement with OEDE.

The quality assurance components include:

- One or two external peer reviewers, experts in the field of gender mainstreaming and gender equality, who shall be asked to review the inception report and evaluation reports. The external peer reviewer(s) shall have field experience and be impartial, have gender experience, be familiar with evaluation methodology, be familiar with the UN system, and one of the two should be a internationally recognized gender expert.
- Adherence to the Norms and Standards for Evaluation established by the UNEG (www.uneval.org).
- Adherence to the quality proforma for evaluation methods and reports developed by the Active Learning Network for Accountability and Performance in Humanitarian Action, ALNAP (www.alnap.org).

Data collection methods.

The evaluation will primarily rely on qualitative data collection based on both existing reports and surveys, and the team's interviews. It will use a combination of methods including structured document analysis, key informant interviews (through email survey, phone, video-conference), using structured or semi-structured formats, focus groups, and on-site observations.

Main sources of information

a)   Documentation[97]

The bibliography already collected for the evaluation is given in Annex II.

b)   Key informant interviews and focus group discussions

The evaluation shall deliberately target persons who are most involved and knowledgeable such as the gender focal teams in order to learn from experiences. The possible bias of such a targeted approach (appreciate inquiry), outweigh the gains for learning. Assuming that this approach helps identify some of the factors associated with success, the evaluation, negative cases where conditions are similar but that do not

---

[97] A CD-ROM with copies of the entire documentation will be given to the team in due course.

support these hypotheses shall be identified. This is a widely used quality assurance technique when using non random sampling methods such as appreciate enquiry. Finally, the evaluation shall also interview other staff with gender responsibilities and their supervisors – with positive and or negative views – to understand learn what staff has to deal with.

In summary, stakeholder consultations shall be held with a sample of:

- WFP Senior Management at corporate and regional/country office levels;
- WFP Gender focal teams at regional and country office levels
- WFP programme advisers, head of programme, sub-office staff at country level;
- Selected Cooperating Partners at country and local level;
- Women beneficiaries at local level.

c)   Country studies

The main objectives of the country studies are to validate key issues arising from desk analysis and comparative survey results, influencing achievements (positively or negatively) as well as to obtain the views of WFP staff and cooperating partners. In view of the available baseline studies, no primary data collection is planned.

5.2   Evaluation phases and deliverables

Phase 1:   Preparation (June – September 2007)

During the preparatory phase, the OEDE evaluation will collect relevant documentation, prepare concept paper, draft terms of reference to be shared with all stakeholders, as well as individual terms of reference for team leader and technical adviser. Team leader and technical adviser are identified and arrangements for their recruitment were completed in August 2007. An internal reference group will be set up. The Team leader undertakes desk analysis to identify key issues and prepares desk review report. In addition to two telephone conference discussions (26 July and 21 September 2007), a two-day working session with team leader, technical adviser and OEDE evaluation manager will be organized at WFP headquarters in October 2007. The main output of this phase will be the inception report prepared by the Team leader in consultation with the technical adviser. The outline for this inception report will be discussed at the teleconference on 21 September 2007 and the report finalized in draft for the October meeting. This inception report includes the proposed results framework and the evaluation matrix (the latter to be prepared by the technical adviser), a detailed proposal regarding the methodology to be followed as per evaluation matrix and criteria for the selection of the country case studies. The inception report shall also detail an indicative implementation plan with time lines, possible constraints, and (as an annex) bibliography, references, etc.

Phase 2:   Implementation (September 2007 – January 2008)

a)   Desk Reviews (September – early November 2007)

A desk review on the implementation of the gender policy will be conducted by the team leader with a view to identifying themes and issues to be validated in the country studies. Other desk reviews will be undertaken by OEDE or PDPG with regard to programming and human resources (gender statistics) of which a first preliminary draft (undertaken by PDPG) is available, as well as analysis of evaluation findings and recommendations on gender (from evaluations conducted between 2004 and 2007), and the programme review process to be undertaken by OEDE.

c)   Stakeholder Consultations (December 2007 – January 2008)

Stakeholders at WFP headquarters and in the field will be interviewed as outlined on page 8.

b)   Country Studies (December 2007 – January 2008)

The team will conduct 4-5 country case studies, starting with a pilot in December 2007. The objective is to validate key findings arising from the desk analysis and to obtain the views and perceptions of WFP field staff and cooperating partners on WFP's Gender Policy and achievements. An Aide Mémoire (internal working document) summarizing key findings and recommendations will be prepared by the gender consultant leading each country study. These Aide Mémoires will serve as an input to the overall evaluation report.

Phase 3:   Reports

Following the debriefing workshop in February 2008 during which the team leader will present the team's draft conclusions and recommendations at WFP headquarters, the team leader will prepare on the basis of the team members' written contributions the technical report and the evaluation summary report according to a pre-defined and agreed upon proforma outlined in the inception report. The draft reports will be presented in March 2008 to the stakeholders for comments before being finalized and submitted for presentation to the Board's Annual Session in June 2008. A management response addressing the evaluation recommendations shall be prepared by WFP management and annexed to the summary report.

For reasons of transparency, the Team leader shall prepare a matrix documenting comments received on the evaluation report and how they were addressed in the final version.

The technical report shall be maximal 60 pages (without annexes) and follow the evaluation criteria and questions developed in the evaluation matrix. The summary evaluation report is limited to 5,000 words while the management response matrix for the evaluation recommendations has a maximum of 2,000 words.

## 6.	Organisation of the Evaluation

6.1	Expertise required

The team leader shall be a gender specialist with extensive experience in evaluating gender inclusion. He/she shall have the overall responsibility for conducting the evaluation, including assigning tasks as per the terms of reference and evaluation matrix, preparing in close consultation with the technical adviser, the inception report, conducting desk review and documentation analysis, two country case studies, interviews and focus groups with stakeholders, prepare and conducting debriefing workshop, preparing draft and final evaluation reports. (Individual Terms of reference are given in Annex III.)

The technical adviser shall be knowledgeable in impact evaluation and gender programmes, and in developing gender evaluation methodologies. He/she shall contribute to the development of the results framework and develop, in consultation with the team leader, the evaluation methodology and matrix, as well as data collection tools. He/she shall also contribute to the inception report. The consultant shall participate in the initial working and later debriefing sessions, and possibly in a country case study. He/she shall prepare a written contribution regarding evaluation design for the full report. (Individual Terms of reference are given in Annex III.)

The human resource management specialist shall be a gender expert with strong quantitative and qualitative data collection and analysis skills in the field of human resources He/she shall examine gender parity at WFP and changes since the last evaluation (2002), and prepare a draft report for the attention of the team leader.

The two gender consultants shall have recent experience with gender equality issues and gender mainstreaming and have good knowledge and experience of evaluation. They should have region-specific experience for the country studies.

The individual Terms of Reference of the human resource management specialist and the two gender consultants are currently being prepared.

Role of the OEDE Evaluation Manager

The OEDE Evaluation Manager is responsible for organizing and facilitating the tasks of the team, ensuring that the evaluation is conducted in accordance to the TORs and established schedules. This includes the preparation of the draft terms of reference and the briefing file with essential documents, monitoring compliance with the TORs and UNEG norms and standards, as well as liaisonning between the team and WFP staff (at headquarters, regions and country offices).

Role of the WFP Country Office

In coordination with the OEDE Evaluation Manager, the selected country offices for the case studies will undertake the following tasks: (i) ensure that key background documents necessary for the evaluation are identified and provided in a timely manner; (ii) assist in the identification of principal stakeholders and their introduction to the evaluation and its aims; (iii) ensure all necessary preparatory work (eg. travel authorizations, clearances) is undertaken in-country prior to any evaluation mission visits; (iv) suggest a suitable field itinerary for consideration by the evaluation team, and once agreed and finalised by the team, coordinate the timing and planning of the field visits; (v) provide (or provide for) internal transport for all field activities;

6.2   Communication

OEDE will invite representatives from relevant units and selected gender focal team from headquarters and the field to participate in an internal reference group. This reference group has (primarily through email contact) an advisory role with regard to the focus of the evaluation, the selection of country studies, and providing comments on the inception paper, draft conclusions and recommendations and evaluation reports.

The evaluation summary report shall be submitted to EB.A/2008 in June 2008. Both the summary and the full report shall be posted on the OEDE web pages of WFP's public web site and for WFP staff on the internal M&E Knowledgebase web site. Hard copies of the full report shall be widely disseminated to WFP management, other UN agencies, and NGOs.

6.3   Budget estimates

Budget estimates are available upon request

Annex H

Bibliography

CARE. 2007. US *Gender Policy (draft).*

CARE. *US Gender Policy Implementation (draft).*

Global AIDSLink, *Men and Boys, Partners in Prevention*, Global Health Council, p.14-16.

Honadle, George. 1999. How Context Matters: Linking Environmental Policy to People and Place, Kumarian Press

IASC. 2006. *Gender Handbook in Humanitarian Action*

IFAD. 2003. Strategic Framework 2002-2006 Mainstreaming a Gender Perspective in IFAD's Operations

NORAD. 2006. *Lessons from Evaluation of Women and Gender equality in Development Cooperation.*

OCHA. *Gender Policy. OCHA's Role in Promoting Gender Equality*

OECD DAC. 2007. *Study gender report. Gender equality and aid delivery 'what has changed in development cooperation agencies since 1999?'.*

Save the Children 1999. *Gender Policy.*

Seidman, Ann, R. Seidman and N. Abeysekere. 2001. Legislative Drafting for Democratic Social Change: A Manual for Drafters, Kluwer Law International

Tiessen, Rebecca. 2006. Everywhere/Nowhere: Gender Mainstreaming in Development Agencies

UNDP. 2005. Corporate Gender Strategy and Action Plan. DP/2005/7

UNDP. 2005. Evaluation of Gender Mainstreaming in UNDP.

UNDP. 2005. Gender Action Plan, 2006-2007.

UNFPA. 2005. *Gender Policy, Support to Sexual and Reproductive Health, Population and Development and Gender.*

UNHCR *Mainstreaming Promoting Age, Gender and Diversity 05-07*

UNICEF. 2005. Medium Term Strategy, 2006-2009. E/ICEF/2005/7.

UNIFEM. 2005. Gender Framework. Multi year Funding Framework 04-07. DP/2004/5.

USAID. 2006. "Women, Men and Development", Lessons-Learned, March

WFP. Gender Glossary

WFP. 2001. *Gender Survey Report* – Achievements to WFP's Commitments to Women 1996-2001.

WFP.2002.*Consultation with Host Countries, UN Agencies, and NGOs in Preparation of the WFP Gender Policy.*

WFP. 2002. *Country Case Studies on Good Practices and Insights/Lessons Kenya.*

WFP. 2002. *Country Case Studies on Good Practices and Insights/Lessons Nicaragua.*

WFP. 2002. *Country Case Studies on Good Practices and Insights/Lessons Sierra* Leone**.**

WFP. 2002. *Country Case Studies on Good Practices and Insights/Lessons DR Congo.*

WFP. 2002. *Country Case Studies on Good Practices and Insights/Lessons China.*

WFP. 2002. Full Report of the Thematic Evaluation of the WFP Commitments to Women – 1996-2001. OEDE/2002/08

WFP. 2002. *Implementing WFP's Commitments to Women: Desk Review of Experience.*

WFP.2002.Summary of Staff Consultation in Preparation of Gender policy.

WFP. 2002. Summary of Evaluation Recommendations and Management Response – Thematic Evaluation of WFP's commitments to Women 1996-2001. WFP/EB.3/2002/INF/16

WFP. 2002. Summary report of the Thematic Evaluation of WFP's Commitments to Women (1996-2001). WFP/EB.3/2002/6/6

WFP. 2002. Thematic Evaluation of WFP's Commitments to Women 1996-2001: Desk Review Human Resources. OEDE/2002/08/B

WFP. 2002. Thematic Evaluation of WFP's Commitments to Women 1996-2001: Desk Review Programming. OEDE/2002/08/C

WFP. 2002. Thematic Evaluation of WFP's Commitments to Women 1996-2001: Methodology Paper. OEDE/2002/08/A

WFP. 2002. Thematic Evaluation of WFP's Commitments to Women Case Study Pakistan. OEDE/2002/08/D

WFP. 2002. Thematic Evaluation of WFP's Commitments to Women Case Study Mali. OEDE/2002/08/G-e

WFP. 2002. Thematic Evaluation of WFP's Commitments to Women Case Study Colombia. OEDE/2002/08/H-e

WFP. 2002. Thematic Evaluation of WFP's Commitments to Women.Case Study Sudan. OEDE/2002/08/F

WFP. 2002. Thematic Evaluation of WFP's Commitments to Women.Case Study Sri-Lanka. OEDE/2002/08/E

WFP. 2003. Lessons from Commitments to Women 1996-2001 and Recommendation for the Gender Policy 2003-2007.

WFP. 2004. *Case Study Colombia Male and Female Beneficiaries' Perceptions of the Measures and Practices.*

WFP. 2004**.** *Case Study Indonesia. Country Case Study on Beneficiaries' Perceptions of the Measures and Practices.*

WFP.2004. Gender Policy 2003 -2007, EB.3/2004/4-A.

WFP. 2004 *Survey on the Enhanced Commitments to Women: main findings on HIV / AIDS.*

WFP. 2005. *ECW 2004 Baseline Survey Global Report.*

WFP. 2005. *Gender Policy 2003-2007 Enhanced Commitments to Women to Ensure Food Security 2004 Baseline survey Global Report.*

WFP. 2005. *Integrating a Gender Perspective into a Vulnerability Analysis, ODAV/VAM*

WFP. 2005. *Joint Evaluation of Effectiveness and Impact of the Enabling Development Policy of the WFP. 2005 Report 1 and 2.*

WFP. 2005. *MTR Full Final Report March 2005, PDPG. (2003-2007).*

WFP. *2005. Non-Formal Education Mission Report- Afghanistan.*

WFP. *2005. Non-Formal Education Mission Report- Bangladesh*

WFP. 2005. *A Report from the Office of Evaluation: Full Report of the 'Real Time' Evaluation of WFP's Response to the Indian Ocean Tsunami*, OEDE/2005/3

WFP. 2006 *An Integrated training of Trainers Manual on Leadership Skills, Gender and HIV/AIDS* (revised March 2006)

WFP.2006. *ECW. Baseline Global Report final edited 22.11.06*

WFP. 2006. *Gender Mainstreaming Part 1 main report in WFP policies and Guidelines.*

WFP. 2006. *Getting Started: HIV, AIDS and Gender in WFP Programmes*

WFP. 2006. *Getting Started: WFP support to HIV/AIDS Training for Transport and Contract Workers*

WFP. 2006. *Report of the Lessons Learnt Workshop*. Feldafing, January 24-26, 2006.

WFP. 2006. *Supporting Girls' Education: A study on the impact of WFP Food for Education programmes on school enrolment*, Aulo Gelli, Ute Meir and Francisco Espejo

WFP. 2007. *Outline of the ECW Baseline and Follow-Up Surveys.* (Internal draft)

WFP. *Action Plan for the 2007 Follow-Up Study*

WFP. *ECW Key Findings of the Baseline Survey Conducted in 2004 and a Follow-Up in 2007*

WFP. *Logical Framework ECW Matrix 2003-2004*

WFP.2007. *Gender Mainstreaming in WFP Life and Work Balances Policies and Guidelines. A Desk Review.*

WFP.2007. *Desk Review of Implementation: Enhanced Commitments to Women to Ensure Food Security (Gender Policy 2003-2007).*

WFP. 2007. *Food for Education Improves Girls' Education: The Pakistan Girls' Education Programme*, Touseef Ahmed, Rashida Amir, Francisco Espejo, Aulo Gelli, Ute Meir.

WFP. *Action Plan for the 2007 follow up Survey.*

WFP. 2008. WFP Strategic Plan (2008-2011), First Draft, Informal Consultation

WFP. *GBV Matrix, Guidelines for Gender-Based Violence in Humanitarian Settings*

WFP. *Gender News Online various*

WFP/ UN / Beck, T. 2003. *Interagency Network on Women and Gender Equality Beck. Mainstreaming Gender Perspectives in Programme Budget Processes within the UN System.*

Women's Commission for Refugee Women and Children. 2006. *Moving up the Food Chain.*

World Vision 1999. GAD Policy. WVI Board Reference: BD/99/17.

World Vision 2002. *GAD Strategy 2003-2010.*

Annex I
List of Persons Consulted for
End-of-Term Evaluation of WFP Gender Policy

Rome

World Food Programme
Mahbub Alam, Gender Unit
Adama Faye, former Chief, Gender Unit
Johannes Tobias Flamig, Programme Officer, VAM
Ruth Grove, Chief, Career Management Service, Human Resources Division
Annette Haller, Programme Advisor, ODAN
Rebecca Hansen, HR
Edith Heines, Gender, Mother and Child Unit
Amy Suzanna Horton, Deputy Chief, Emergency, Preparedness and Response (former Sudan/Darfur)
Caroline Hurford, Public Affairs Officer
Isatou Jallow, Chief, Women, Children and Gender, Policy, Planning and Strategy Division
Alan Jury, Director, External Affairs
Robin Landis, Programme Advisor, HIV/AIDS Service
Joyce Kanyangwa Luma, Chief, VAM
Vera Mayer, Gender Unit
Franklina Mantilla, Gender Unit (GMCH)
Chad Martino, Operational Reporting Group
Ute Meir, Senior Programme Adviser, School Feeding Service (PDPF)
Nicole Menage, Chief, Food Procurement Service, Operations Dept.,
Kofi Owusu, Results-Based Monitoring (RBM)
Deborah Saidy, Director, NY Liaison Office, WFP
Stanlake Samkanga, Director, Policy, Planning and Strategy Division
Henning Scharpff, Gender Unit
Georgia Shaver, Ombudsperson, former CD in Ethiopia
Ngassam Tchaptechet, Gender Unit
Paul Turnbull, Chief, Technical Support to Programme
Tina van den Briel, Chief, Nutrition, MCH & AIDS
Faria Zamman, HIV/AIDS

Other
Gretchen Bloom, former Senior Gender Advisor
Mariangela Brizzarri, formerly with Gender Unit
Kristina Gill, Advisor re Development Cooperation, Government of Australia
Kristian Hojersolt, Minister Counsellor, Deputy Permanent Representative of Denmark to the UN agencies in Rome
Heike Kuhn, First Counsellor, Permanent Representation of the FRG to
FAO and other international organizations

Ilaria Sisto, ESWD, FAO
Valerio Tranchida, ESWD, FAO
J.Melanson & K.Vachon, Permanent Mission of Canada to the Food & Agriculture Agencies of the U.N.

Democratic Republic of the Congo (DRC)/Goma

World Food Programme staff:
Aya Shneerson, Head of Sub-Office
Peter Schaller, Logistics Officer
Rosella Bottone, Programme Officer
Cephas Ocloo, Admin/Finance Officer
Angelique Sikubwabo, Staff Assistant
Theo Kapuku, Programme Assistant
Henriette Kapinga, Programme Assistant and Gender Focal Point
Claude Mukata, Driver
Mustafa, Driver

Other organizations:
Luke King, Mercy Corps
Victoria, UNHCR Field Officer, Goma Camp
Joseph Inganji, MONUC, Civil Affairs Officer
Robert Ndunduha, UNFPA Programme Officer
Jeri Masudi, UNFPA, Health Officer
Roman Gitenete, MSF-France, outgoing head of office
Ann Taylor, MSF-France, new head of office
Noel Vayikerye, Caritas, Deputy Director & Programme Manager
Nicholas Jenks, USAID, Programme Officer
James Connolly, USAID Regional Food for Peace Programme Officer

Egypt/Cairo

Liliana D'Aniello, Regional Programme Advisor, ODC
Anne Callanan, Senior Regional Programme Advisor, ODC
Nadine El-Hakim, Programme Officer, WFP Egypt
Lara Fossi, Head of School Feeding, WFP Egypt
Asif Niazi, Regional Assessment Officer, ODC
Bishow B. Parajuli, CD, Egypt
Philip Ward, ODC

Republic of Georgia

WFP Country Office
Lola Castro, Country Director
Khatuna Epremidze
Maia Maruashvili

WFP staff together in meeting

World Vision:
– Ana Povrzenic
– Vano Grigolashvili

In Telavi
NGO New Life: 5 women, especially the founder/director
Telavi Soup Kitchen staff

In Village Kurdgelauri
28. Dali Kevlisthvili
29. Nora Onashvili
30. Alina Onashvili
31. Iza Archvadze
32. Tamila Akhvlediani

NGO Kakheti
Nato Dakishvili
Shorena Chapurishvili

In Sagarejo: Food Security Committee:
– Tiniko Tsabilashvili
– Sopiko Kharebava
– Maia Buzariashvili

Nicaragua

WFP Managua

William Hart: Country Director
Rosario Sanabria: Program Officer
Francisco Alvarado: Deputy Field Office Coordinator
Georgina Barreta Beteta: Administrative Assistant
Sabrina Quezada Ardila: Information Assistant
Karla Somarriba Quiroz: Program Assistant

WFP Regional Offices

Monica Cadenas: Field Officer Coordinator, Matagalpa
Liz Maria Ubeda: TPG Assistant, Matagalpa
Orlando Mayorga Rodrigues: Monitor, Puerto Cabezas

Government Ministries

- Ministry of Agriculture and Forestry [MAGFOR]
Ramon Noguera Garcia: National Director MAGFOR/WFP
Heliette Elhers Maravilla: Planning Coordinator, MAGFOR/WFP
The Matagalpa Regional Office
- Nacer Padilla: Regional Delegate for Matagalpa
- Nansser Padilla Amador: Technical Coordinator
- Claudia Mercado Arroyo: regional coordinator
- Safea Cenato Baldigon: regional coordinator
- ValleskaQuiz Hidalgo: regional coordinator
- Rigoberto Boguin: regional coordinator.
- Ministry of Education [MINED]
Amelia Tiffer Alduvin: Director PINE/MINED
Manuel Navarro Perez: Technical Coordinator PINE/MINED
Lilliam Torres Rodrigues (Nutrition Unit Coordinator)
Jorge Ulises Gonzalez: Training and Nutrition
MINED Matagalpa
- Dimas Gomez Garcia, Project Supervisor Jinotega
- Martha Mendoza Torrez, Project Supervisor, Matagalpa
- Milton Hernandez, Project Supervisor, Jinotega
- Maria Caridad Hernandez, Project Supervisor, San Ramon
- Gloria Zamora Rodriguez, Municipal Representative to the WFP project
Jessica Rocha: Coordinator for RAAN

- Ministry of Health [MINSALUD]
Alda Padilla: Chief Nurse, Puerto Cabezas Municipal Hospital
        Coordinator for the Vulnerable Groups program, MINSALUD El Jobo

Municipal Authorities
Alcaldia of El Jobo
Fiscal (municipal monitor) for the Vulnerable Group Feeding Program
Alcaldia of Puerto Cabezas
Major Castro: Coordinator of the Emergency Preparedness Committee.

Non-Governmental Implementing Partners
ALISTAR
Jorge Ponce, Executive Director
Catholic Relief Services (CRS)
Jefferson Shriver: Director and Coordinator of the ACORDAR Agricultural Marketing Project
FUDEMAT [Matiguas, Matagalpa Province]
Juan, Coordinator for the WFP project
David, Capacity Development Coordinator for the WFP project

Plan International, Puerto Cabezas
Luciano Diaz: Office Head
Jose Alfredo Vital: Agricultural Programs Coordinator

Other Donor Agencies
French Embassy
Anne Petot: Councilor
Amandine Meyran: Scientific and Technical Cooperation
Canadian CIDA
Kerry Mack: Head of Aid

Projects visited
Jose Dolores School, Alto Alegre, Matagalpa Province [*school feeding project***]**
School Director
Members of the school feeding committee
Parents
Tierras Blancas, Matiguas, Matagalpa Province [*food for work project***]**
Members of the food distribution committee
Men and women participating in the FFW projects

Santa Marta, Puerto Cabezas [school feeding and hurricane emergency relief projects]
School director
Teachers
School feeding committee
Parents
Nurse (from community health post)
Wawaboom [indigenous community temporally resettled following Felix [*school feeding and emergency relief]*
Members of the emergency feeding committee
Members of the community council, including the Judge (Juez)
Teachers
The pastor
Men and women from the community

Niger

Niamey

WFP Country Office
 Jeff Taft-Dick, Country Director
Sarah Gordon Gibson, Country DirectorT
Toudjani Alou Ibrahim, Program Officer – Rural Development
Rachel Fuli, PO Health /Nutrition and Gender Focal Point
Lawan Tahirou, Asistant Vulnerability Assessment Mapping and Gender Focal Point
Nafiou Issiaka, Program Assistant –Education

Hartmut Pfortner, Program Officer Administration and Finance
Ayouba Moussa, Programme Officer Monitoring and Evaluation
Ali Moustapha, Assistant Monitoring and Evaluation
Koffi Akakpo, Programme Officer Vulnerability Assessment Mapping
Hamadou Aladji, Head Suboffice Tahoua
Abdoulaye Sarr, Head Suboffice Maradi
Arthuro Razanakolona Randrianiaina, Head Suboffice Zinder
Jean-Marie Mulonda/Halima Idi, Logistique Officer/LTSH,
Rahanatou Mahamadou, Food Aid Monitor
Judith Schuler, PI Officer
Jennifer Jacoby, Pipeline Officer

WFP Regional Bureau Dakar
William Affif, ODD Dakar and Regional Gender Focal Point

Other UN offices in Niger
 Issa Sadou, Gender Thematique Groupe, UNFPA Gender Focal Point
Salmeye Bebert, Gender Thematique Groupe, UNICEF Gender Focal Point
Yasmine Alen, Gender Thematique Groupe, UNDP Gender Focal Point

Government of Niger
Sidikou Oungoila, Directeur Division cantine scolaire Ministère de l'Education Nationale
Serkin Dareye Yacouba Mahaman, chef Monitoring et évaluation des cantines scolaires, Ministère de l'Education National
Garba Mamdou Hamidou, Secrétaire Général, Ministre de la Promotion de la Femme et de la Protection de l'Enfant
Chaibou Nana Aicha, Coordinatrice Initiative genre, Ministère de la Promotion de la Femme et de la Protection de l'Enfant
Maman Fari, Directeur National PAM, la Direction Nationale du Programme Pays
Bakary Seydou, Coordonateur Cellule Crise Alimentaire
Soumaïla Dan Barya, Directeur Cadre de Lutte Contre la Pauvreté, Cellule PCLCP
Mamadou Fari Abdou, Directeur National, Ministère de l'Aménagement du Territoire et du Développement Communautaire

 Region de Tillaberi
▪ Djangorey – SAY
CARE Team and project managers at Djangorey - SAY and all staff
Members of Mata Masu Dubara (MMD)
Djibril Belcou, Chief de village et tous les sage de Say

▪ **Ouallam**
Ibrahim Bagoudou, Gestionnaire
Boubacar Hamadou, Inspecteur, Ouallam
Djibo Attinine, Prefet Ouallam and SGA and all **Directeurs Départementaux** and members of the Comité départemental de Prévention et Résolution des Crises Alimentaires Ouallam

Hamadou Doula, Directeur Département de l'Agriculture
Adamou Mahamadou, Directeur Département Aménagement du Territoire et du Développement Communautaire
Mounkeita Soumaila, Directeur Departement Resource Animales

- **Kobi**

Zale Zakey, Tresoriere membre du COGES
Ramatou Sale, Enseignante
Batkissa, Sani, Enseignante
Muni Yakuba, Directeur de l'ecole

- **Dan Gazamni**

Mamadou Seydou, Directeur d'école
Alima Sade, membre COGES
Amani Saadi, membre COGES
Hamma Jiko, membre COGES
Mamadou Seydou, membre COGES

Region de Dosso
- **Dosso**

Hassan Mahaman, Directeur Programme Plan International at Dosso and staff
Abdoulaye Bagnou, Coordonateur du comité de gestion des cantines
- **Dareki**

Yaye Gerou Insa, Directeur de l'école Dareki and all members of COGES

- **Sokorbé**

Ali Boubacar, Chef CSI/Vice-Maire CSI Loga, Sokorbé and women beneficiaries of health / Nutrition program
Abba Aboubacre, Agent de santé de Mercy Corps

NGOs and Cooperating Partners
Halimatou Moussa Idi, Assistant Technique partenariat, CARE International
Hadjia Halima Hamza, Coordonatrice programme MMD/CARE
Members of Mata Musa Dubara
Hassan Mahaman, Directeur Programme Dosso, Plan International
Oumarou Nafissa, Agent de développement Communautaire Dosso, Plan International
Mr Sasan, Nutrition Manager, World Vision
Salifou Ramatou, Gender Focal Point, World Vision
Assimiou Diabiri, Directeur ABC Ecologie

Panama/RBP

Gina Aguero, Senior HR Assistant
Raoul Balletto, VAM Officer
Gordon Craig, Financial and Management Coordinator
Gordana Jerger, Deputy Regional Director
Vera Kremb, Regional Program Advisor
Alejandro Lopez-Chicheri, Public Information Officer
Mahadevan Ramachandran, Regional Program Advisor
Judith Thimke and team, capacity development
German Valvidia: Capacity development

Rwanda

WFP Country Office (some were group meetings)

Maarit Hirvonen, Country Director
Ahmed Zakaria, DCD/Head of Programme
Paulette Umutoni, Sr. Staff Assistant
Anne Njoroge, Report Officer
Silvia Biondi, Programme Officer, Nutrition
Niobe Haitas, Programme Officer, HIV
Usengumuremyi Cyridion, Programme Officer, refugee camp
Marie Nizeyimana, Program Assistant
Dina Mukanaho, Sr. HR
Guy Adoua, Programme Officer, School Feeding
Ester Uwiragiye, Nutrition Assistant
Uwamwezi Jacqueline, Admin Assistant
Michel Masokubona, Driver
Viateur Rwigenza, Sr. Finance Assistant
Marie Claire Gatera, M&E Assistant

Other UN Offices in Kigali

Abius Omwega, UNICEF, Nutrition Adviser
Irene Sirimwabagabo, UNIFEM, Gender Task Force
Antonia Ngabala, UNIFEM, One UN Programme representative at UNIFEM
Felix Rusake, Programme Officer
Emile Belem, UNHCR, Programme Officer

Government of Rwanda

Josephine Kayumba, TRAC & HIV Office
Dassan Hategekimana, Ministry of Health
Ngango Innocent, MINALOC, Refugee Coordinator

Other Agencies

Nancy Fitch, EGPAF (USAID funded cooperative agreement)
Donald Ndahiro, Millenium Village, Coordinator for Bugesera
Jennifer , American Refugee Committee, Coordinator for Gihembe Refugee Camp
Dr. Pascal, Medical Director, ARC, Gihembe Refugee Camp

Sri Lanka

WFP Country Office
Mohamed Saleheen, Country Director
Jonathan Campbell, Head of Program
Selvi Sachithanandam, Former GFP, Program Officer for IDPs/Conflict
Debbie Mclellan, Head, Human Resources
Ravi Anandarajah, Programme Officer in Charge, Food for Education
Ajith Abeygunawardena, Human Resources Unit
* Diluka Piyasena, Prishantha Welathanthry and the Gender Focal TeamPradeepa Prenatunge
W.A.G. Kapila

Other UN offices in Sri Lanka
Malathi Weerasooriya, Assistant Representative, UNFPA
Rizvina De Alwis, Programme Coordinator: Gender, UNFPA
Shyamala Gomez, Gender Advisor, UN Resident Coordinator's Office
Nalin Munasinghe, Programme Associate, Food and Agriculture Organization
Dr. Renuka Jayatissa, Nutrition Specialist, UNICEF
Ravindran Velusamy, Head of Office, UNHCR, Ampara
Gabriel Rozario, Project Officer, UNICEF, Ampara
Manarudgen, Protection Officer, UNICEF, Ampara
M.H.M. Hamsa, Field Coordinator, UN OCHA, Ampara
S. Sivapragasam, ILO, Ampara
A.M. Razeen, Gender Protection Assistant, IOM, Ampara
Z.M. Jowfar, Programme Officer, UNDP, Ampara

Government of SL
W.K.K. Kumarasiri, Secretary, Ministry of Nation Building and Estate Infrastructure Development
* R.H.W.A. Kumarasiri, Project Director, PMU of WFP Assisted Projects, MNBEID
* A.B.M. Ashraff, Deputy Project Director, PMU of WFP Assisted Projects, MNBEID
Musthafa Nihmath, Programme Officer/Liaison Officer, WFP at MNBEID
S.H.M. Naleem, Province Manager, Eastern Province, Ministry of Skills Development, Vocational & Technical Education
R. Thiagalinkam, Secretary, Ministry of Education, Cultural, Sports and Youth Affairs (MECSYA), Trincomalee
S. Sundhoralinkam, DDP, MECSYA
V. Srykandaraya, MECSYA

Dr. Shanthi Gunawardana, Director, Nutrition Coordination Division, Ministry of Healthcare & Nutrition

Ampara
* Zarrina Kurbanova and all her staff
Dr. Tilake Rajapaksha, MOH
Dr. Hashini Rajarathna, AMOH
Anoja Harshana, beneficiary
H.L. Sandya Kumari, beneficiary
K. Haalage, health volunteer
S.A. Kalyana, health volunteer
D.G. Wasanthe, health volunteer
K. Renuka, health volunteer
S.H.M. Naleem, Province manager, NAITA, ILO/WFP FFT
M.B.M. Fahir, NAITA
P. Rajkumar, Co. Nature
S. Malini, Admin Officer
S. Nirothin, Fabric Paint Assistant
T. Gopika, Training Assistant
N. Pamilin, Coordinator for trade Union
T.G. Marjoori, Computer lab
P. Sulharshin, Logical Officer

Trincomalee
* Sugrithan, Programme Assistant and all his co-workers

Vavuniya
* Vijendran Paramasamy and other staff: Thayalan, Laren, Liyanagay, Pakirathan, Vasuki

Anuradhapura
* Sayanthini Thangaraja, Programme Assistant
P. Sasitharan, Food Aid Monitor
Clinia of Thulaveli, Medawachiya
Families from Kulikkada
Dr. Balamurali, MOH doctor
Mrs. Nalini, midwife, S.P.H.M.
Mr. Sarath, P.H.I.
Mr. Nilantha, work supervisor
Mrs. Maheshi, Development Assistant, Divisional Secretary, Medawachiya

Ratnapura
Priyadarshana, Director, Green Friends
Malkanthi, Coordinator for WFP, Green Friends
Jeevani Madurusinghe, Trainer, Green Friends
Nadeeka Priyadarshini, Trainee, Green Friends
Lalith and Aryadasa, and Kanthi Sriyani, People's Development Foundation

Annex J

WFP's Gender Policy (2003-2007)

A Desk Review on Human Resources

15 March 2008

Prepared by Ida Christensen, FAO Investment Centre Division

Acknowledgement

A. Introduction

1.   The present Desk Review Paper[98] – commissioned by OEDE in November 2007 and finalised in March 2008 - forms part of the overall "End-of-Term Evaluation of WFP's Gender Policy, 2003-2007: "Enhanced Commitments to Women to Ensure Food Security".

2.   The objectives of the overall Evaluation include to: (a) identify and assess the Gender Policy, i.e. the institutional commitment and implementing mechanisms, (b) review the extent to which gender is mainstreamed at the operational level, and (c) shed light on the disconnects between policy and operations – with a view to bridging those gaps not only so that WFP may more effectively contribute to achieving gender equality, but also that it may more effectively contribute to household food security.[99]

3.   As part of these overall objectives, the present Desk Review aims to provide insights into the implementation of the Gender Policy with respect to WFP's human resources policies and practices. As such, it focuses on the goal of ECW Sub-Commitment VIII to: "achieve gender equality in staffing at all levels and in all functions and promote gender equality and empower women". Read more on the goals and objectives of this Desk Review in the relevant section below. The goals, objectives and outputs of ECW Sub-Commitment VIII are attached in Annex 2.

Background

4.   Since 1995, WFP has been implementing time-bound Gender Policies, originally linked to the critical areas of concern formulated in the Beijing Platform for Action (1995), and relying on the key roles played by women as managers of food and guardians of food security in the household. The first five-year Gender Policy, formulated as five distinct **"Commitments to Women** 1996-2002" was evaluated in 2002 and, after a period of intensive consultation exercises, it was concluded that the Commitments remained highly relevant for WFP and should be maintained and enhanced. A Human Resources Consultation meeting was held in 2002 which identified key human resource challenges and recommended changes in the human resources policies, procedures and applications. The issues identified included development of career paths, revision of the performance appraisal process, staffing and recruitment procedures, and skills and competencies mapping.

5.   Building on the Commitments to Women, the new Gender Policy (2002-2007), formulated as **"Enhanced Commitments to Women"** (ECW), was adopted in October 2002[100], taking into consideration the findings and recommendations of the Thematic Evaluation and consequent review / consultation process. In an effort to strengthen the implementation approach, the ECW were further elaborated in various sub-commitments which proposed specific measures and targets intended to guide WFP country offices in empowering women and reducing gender gaps.

---

[98] Prepared by Ida Christensen, Rural Sociologist, FAO Investment Centre Division (TCIL).
[99] Preliminary Draft Inception Report: End-of-Term Evaluation of WFP's Gender Policy, 2003-2007: "Enhanced Commitments to Women to Ensure Food Security", November 1, 2007.
[100] Executive Board in late 2002 (EB 3/2002/4-A).

6.   Together with programming and advocacy, the issue of gender in human resources is among the core focus areas of both WFP Gender policies. The Thematic Evaluation of the Commitments to Women (1996-2001)[101] confirmed that progress had been made towards improving the gender balance in the organization's human resources. However, it also recognized that more efforts were needed in addressing the distinct gender gap among staff at higher grade levels (incl. CDs), as well as in improving accountability in implementing the gender policy.

7.   The **Mid-Term Review (MTR)** of the Implementation of the Gender Policy 2003-2007, carried out in February 2005, concluded that promoting gender equality in respect of human resources continued to face challenges and that "some momentum appears to have been lost during the past two years".[102] Without qualitative information at hand, the MTR was not in a position to ascertain the factors which may have influenced such trend.

B. Goals and Objectives of the Review

8.   The overall **goal** of this Desk Review is to identify lessons on the implementation of WFP's Gender Policy 2003-2007, with the aim of informing and improving future policy formulation and programming. The Terms of Reference of the Desk Review are attached in Annex 3.

9.   Its **objective** is to assess the extent to which the Enhanced Commitments to Women (2003-2007) have been achieved, focusing on two distinct, but inter-related, aspects of the gender policy:

- **gender equality** in staffing, opportunities and duties; including the gender balance in staffing, and the planned increased opportunities for women; and

- **gender mainstreaming** in WFP's general human resources policies and practices; including the extent to which these provide possibilities for both male and female staff members to combine their personal and professional priorities.

10.   Where possible, the Desk Review attempts to draw some parallels between the Gender Policy 2003-2007 and the previous one of 1996-2001, so as to determine differences / similarities in the achievements and to base conclusions on a longer span of experience. In consistency with the concern of the overall Evaluation of the Gender Policy about how policies are translated into practice, special efforts are made to signal difficulties in achieving parity goals and to identify barriers to women's advancement within WFP's workforce.

11.   In so doing, the findings and conclusions of the present Desk Review are also intended to inform and complement the ongoing in-house processes of reviewing existing barriers, identifying ways to overcome them and developing suitable recruitment and retention

---

[101] 'Full Report of the Thematic Evaluation of the WFP Commitments to Womern – 1996-2001'. Report from the Office of Evaluation. Ref. OEDE/2002/8 (2002).
[102] The *Implementation of the Gender Policy 2003-2007, Enhanced Commitments To Women: Mid-Term Review*, 2 March 2005, commissioned by: WFP/Policy, Strategy and Programme Support Division/Gender Unit (PDP/G).

strategies directed at promoting sustainable changes in women's representation in WFP's workforce. More specifically, such processes include the preparation of: (a) the new WFP Gender Policy, by the Policy Department's Gender Unit (PDPG) to be presented to the Board in June 2008 and (b) the new Human Resources Strategy, prepared by ADH, to be finalized following the Board's endorsement of the WFP Strategic Plan in 2008.

C. Overall Methodology

12. The methodology used in this Paper to address the **equality** aspects of the gender policy involves a review of sex-disaggregated data - collected by the Human Resources Department at WFP HQ (ADH) - on trends in WFP staffing, mobility, recruitment, promotion, staff turnover, separations and retention.

13. To address the **mainstreaming** aspects of the gender policy, the Desk Review relied on an analysis of the following:

- **directives, circulars and other HR policy-related documents** pertinent to the personal situation of WFP staff, and to the balance between their working and private lives: to determine whether they take gender considerations adequately into account. Here the analysis concentrated on whether documents – which do not explicitly mention "women" or "gender" - are appropriate, in terms of discouraging sex-discrimination, recognizing or anticipating disparate impacts on male and female staff, and generally providing for gender-related exigencies.

- **all WFP Generic Job Profiles (GJP)** of professional (national and international) and general service jobs: to identify the extent to which aspects related to the ECW are included as part of WFP's jobs' accountabilities, expected results, success factors or the desired competencies of candidates;

- **a sample of PACEs** of international professionals (WFP's performance assessment system): to determine whether they adequately include gender related responsibilities / tasks as part of individual staff's work outputs and the extent to which they assess and recognize staff's work related to the ECW;

- **staff training information available at HQ,** to identify whether their content solely or partly address sex-discrimination and promotion of women within the organization.

14. More detailed information on the methodology used to assess each of the elements listed above, is provided under the relevant chapters below.

D. Gender Equality in Staffing

Rationale

15.   To promote gender equality and empower women, the Gender Policy 2003-2007 set out to achieve a set of outputs – by the end of 2007 – relating to the following specific sub-commitments: (a) Ensure men and women are equally represented in all staffing categories and at all levels. (ECW VIII.1); (b) Gender gap in targeted positions and functions is reduced by half. (ECW VIII.3); (c) Ensure women are equally represented in executive-level and decision-making positions. (ECW VIII.5); and (d) Reduce gender gap across international professional staff in humanitarian assistance operations. (ECW VIII.6).

Review methodology

16.   Unlike the previous WFP Commitments to Women 1996-2001 (Commitment II/B), the Gender Policy 2003-2007 specifies that gender equality is required **in all staffing categories and at all staffing levels**. Specific outputs under the sub-commitments target a 50/50 gender balance in the categories of: international Professionals, national Professionals (both globally) and General Service staff (country level). Therefore the data used in this section focus primarily on these staff categories. General Service staff have been included in the WFP's gender policy considerations since 2001, when the ED issued a Memorandum on 'Guidelines for Improving the Gender Balance of Locally Recruited staff at Country Offices'[103]. Therefore, an attempt was made in this review to include reference – where possible - to general service staff at regional and country level, but not at HQ level.

17.   All data were obtained from the Human Resources department of WFP Headquarters (ADH) in February 2008. These were drawn from ADH's databases and they were processed and analysed by the OEDE consultant (author of this paper) for the purposes of this Desk Review.

Review findings

I. Gender distribution in WFP staffing

A. Representation of WFP staff in all staffing categories and at all levels (ECW VIII.1)

i.International Professional Staff overall

18.   When comparing the achievements of the two gender policies; i.e. 1996-2002 and 2003-2007, gender data should be viewed in the context of WFP's overall staffing trends. As illustrated in Figure 1, since 2001, WFP has undergone a steady international professional staff growth, from 561 in 1996 to 1,366 in 2006, representing a staff increase of over 140% in a decade. During this time, the proportion of women in the workforce also grew steadily from 24.4% in 2001 to a peak of 40.3% in 2005, followed by a slight 1.2% decrease in 2007 (39.1%). The target of gender parity was not reached.

---

[103] WFP, 2001/c.

19.   The data should be viewed within the wider context of low gender representation trends in the United Nations agencies. As stated in the UN General Assembly document of 7 September 2006, *Improvement of the Status of Women in the United Nations System*, "the representation of women in the professional and higher categories remained almost static with negligible improvement, and in some cases, even a decrease...".

Figure 1:

Overall Growth and female representation in WFP Intl. Professional Staff 1996-2007
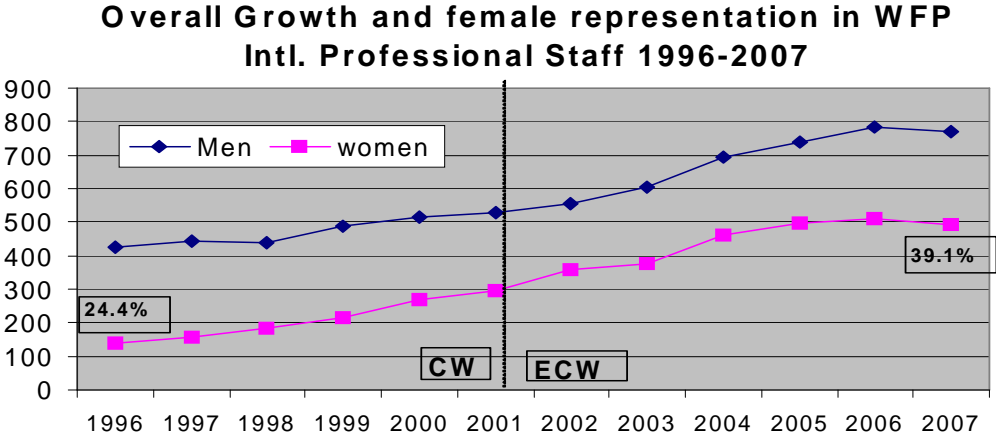
20.   When disaggregating data by professional grade, the picture looks less equitable. Figure 2 shows that the gender gap that occurs at the P3 level widens considerably as one moves up the organization's hierarchy. At the P-1 level, women's share in the total international professional workforce in 2007 was as high as 71.4%, and the female share in total JPOs (at P1 and P2 levels) was 60% (45 out of 75). In contrast, the female share at the D-2 level, in the same year, was only 23.1%.

21.   Reaching parity at higher levels has evidently continued to be more difficult than at lower levels. Interestingly, however, the Figure also reveals that the gender gap has narrowed somewhat in comparison with the end of the implementation of the last gender policy in 2001. The narrowing of the gender gap is most visible at the P4 level, where the female share in 2007 reached 39.7% compared to 31.1% in 2001

Figure 2

Percentage of male and female staff respresented in each grade level (2001 and 2007)
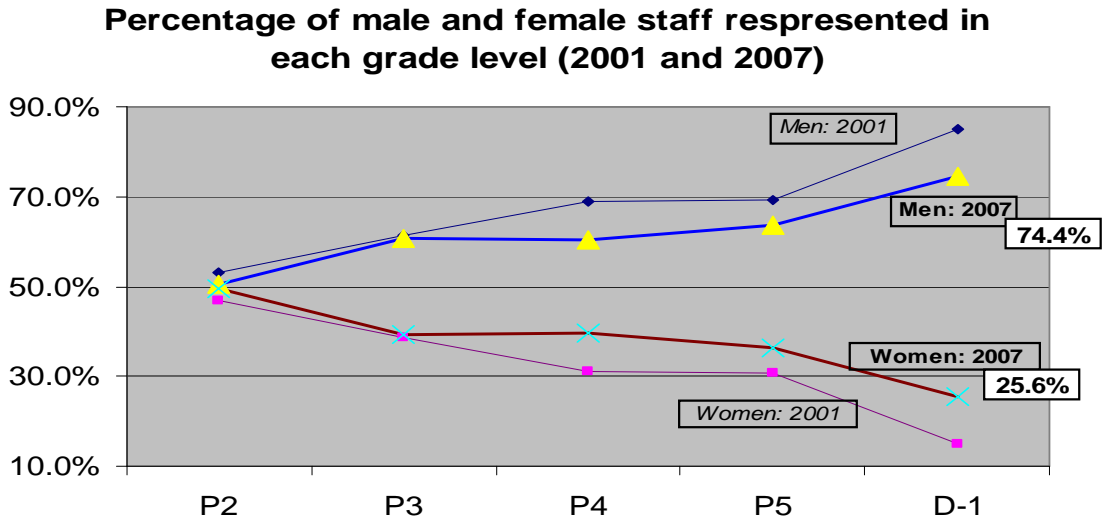
22.   Women tend to be under-represented in two of WFP's key functional jobs, Logisticians and Programme Officers, which occupy almost 45% of the organization's entire workforce. In 2007, the female share of all Programme Officers (including VAM and all its other variations, as registered in HR statistics) was 43%. Programme Officers are the single largest Job Profile in WFP, occupying 23.6% of WFP's total staff. In the same year, the female share of all Logistics Officers (including all variations of Transport, Aviation, etc., and taking up 16% of all WFP staff) was 21%.

ii. International Professional Staff by duty station classification

23.   No marked change has happened, over the past 5 years, in the gender distribution by duty station classification. In 2007, women constituted 26.2% (83 women to 329 men), of all international professional staff in hardship duty stations classified as D and E[104], a slight decrease from the 28.1% (73 women to 187 men) noted in 2003. The proportion is slightly higher, when viewing female staff representation in those duty stations in proportion to the total female workforce. In 2007, 17.2% of all female (compared to 31.1% of all male) international professional staff were posted in D and E duty stations. As shown in Figure 3, the trend over the past five years has shown no significant change, except a slight decline among women since 2005.

---

[104] D, E duty stations: locations where the United Nations system has developmental or humanitarian assistance programmes, in increasing order of difficulty.

Figure 3:

Internationall professional staff in D,E Duty stations, as proportion of total (2003-2007)
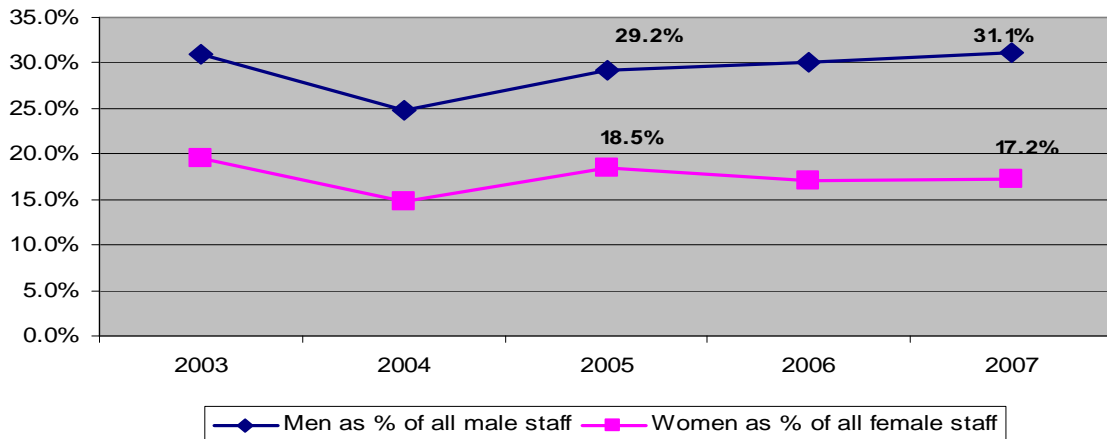

24.   Figure 4 (A and B) shows that, in 2007, 47.1% of all female international professional staff employed by the organization (up from 44.5% in 2003) were based at HQ, compared to 33.9% of all male staff (up from 29.5% in 2003) of the same category. This signifies a slight increase of overall staff proportions at HQs, but does not represent any significant change, over the past five years, in terms of gender balance.

Figure 4:

A: Distribution of International Professional Staff by duty station classification (2007)
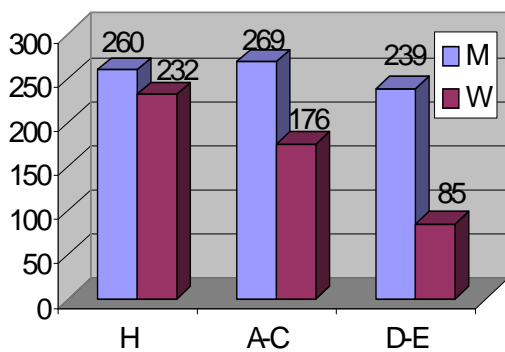
B: International Professional Staff by Duty Station Classification as proportion to total (2007)
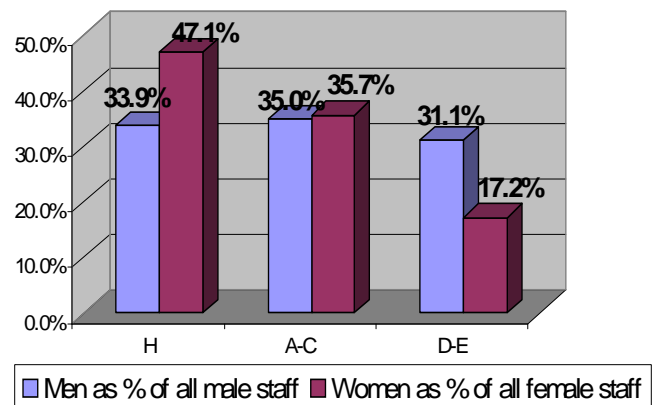
25.   The data showing fewer women in hardship posts should be viewed in the context of world events over the past five years that have lead to a steady increase in the number of D and E duty stations in WFP from 72 to 93 over five years. In 2007, 52.5% of all WFP duty stations were classified as non-family D or E. In this context, trends that seem constant might reveal an increase in real terms. Nevertheless, a persisting low representation of women in D, E (non-family) duty stations implies less exposure of women to emergency experience which is key to advancement within the organization. It might also hint to a persisting degree of difficulties (despite new work-life balance efforts) faced by women in reconciling work with personal/family responsibilities.

iii. National Professional and General Service Staff

26.   As shown in Table 1[105], the overall gender disparity among **locally recruited WFP staff** remains considerably larger than among international professionals. In 2007, 25% of all locally recruited staff across regions were women, compared to 39.1% of all international professionals. The regional bureaux with best performances recorded in 2007 were ODP and ODC with a female share of the total locally recruited workforce reaching 45.7% and 36.3% respectively. On the other hand, the largest gender imbalances were noted in ODS (17.8%), ODB (19.2%) and ODD/ODDY (25.4%).

Table 1: Gender distribution of all WFP locally recruited staff (2007)

Region	Total	Men	Women	% Women
Brindisi	15	10	5	33.3%
ODB	1,652	1,335	317	19.2%
ODC	411	262	149	36.3%
ODD/ODDY	845	630	215	25.4%
ODJ	462	301	161	34.8%
ODK	1,505	1,050	455	30.2%
ODP	341	185	156	45.7%
ODS	2,033	1,672	361	17.8%
Total	7,264	5,445	1,819	25.0%

27.   With respect to locally recruited **professional staff (NO)**, the female share of the total was 36.7% in 2007, representing a decrease from 38% in 2001 and a reverse trend from what was envisaged in ECW VIII.1. More progress (although still far from target) seems to have been achieved in terms of improving the gender balance among locally recruited **general service staff (GS)**. In 2007, 31.5% of all staff in that category were women compared with 25% in 2001.

28.   Contrary to the situation among international professionals, the gender gap among National Professionals does not widen towards the higher grade levels. Overall in 2007, women made up 40% of all staff at NOA level, 33.1% at NOB level and 37% at NOC level. With respect to national General Service staff the gender gap seems to be

---

[105] Note that numbers of locally recruited staff in this table include those registered as "non-graded" and "non-reported" in HR statistics, which make up the majority (76%) of all locally recruited staff numbers available at HQ. This explains the inconsistency between the overall % of all locally recruited staff and the % among National Officers and General Service Staff analysed in the following paragraphs.

narrowing as one moves up the hierarchy. In 2007, 22.5% of all staff at G1 level were women, compared to 49.3% (virtual parity) at the G5 level and 40.6% at the G7 level. At no grade level was complete gender parity achieved (as targeted) among nationally recruited staff in 2007.

29.   Under the ECW VIII.1, Country Offices and Regional Bureaux were responsible for creating guidelines for reaching a gender balance at the different levels and within different job categories. Hiring and reassignment priorities for each office were established according to these quotas and a time frame was developed for its achievement. The persisting low representation of female staff in some regions (notably ODS, ODB, ODD), however, raises some questions about WFP's capacity to adapt its hiring requirements to some country and regional contexts. It may also point to weaknesses in decentralised capacities to implement gender balanced recruitment.

B. Representation of women in executive-level and decision-making positions (ECW VIII.5)

i. Higher category staff (D1 and above)

30.   A closer examination of data by year and by professional grade seems to indicate that, in relative terms, the representation of women at higher levels has been progressing at a slower pace, than at lower levels. In 2007, 39.1% of all WFP staff in management positions (i.e. at grade levels P5 and above) were women; representing less than 1 % increase since 2003 (38.3%). In comparison, the female share among staff at the P1 level rose form 57.1% in 2003 to 71.7% in 2007.
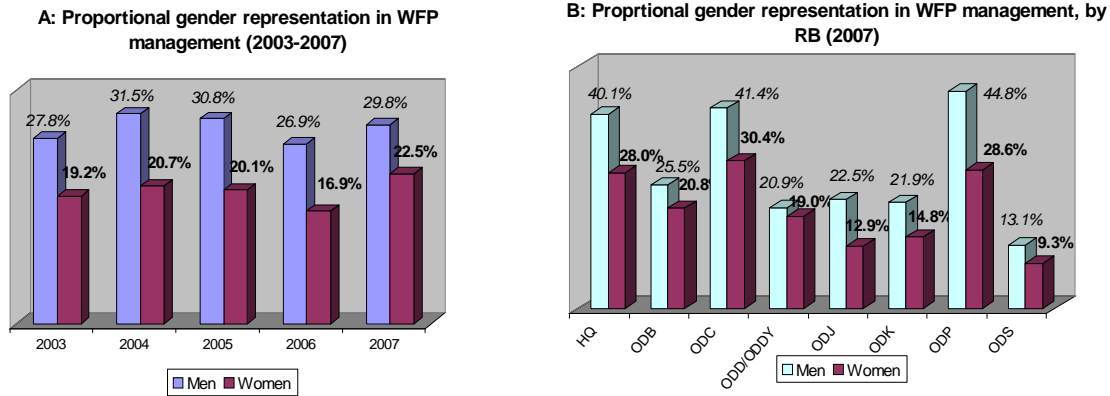
31.   With respect to the share of women among staff of grade levels **D1 and D2**, the trend over the past five years has shown a slight decline from 25.8% in 2003 to 24.8% in 2007. The trend has been the reverse of what was envisaged in the outputs of ECW VIII.5. Female representation however is high in the organization's top executive positions with the ED, USG and two out of four ASGs being women in 2007. The highest share of female to total managers[106] in 2007 was found to be in HQ (45%), ODC (44.2%) and ODJ (43.7%), while the lowest was noted in ODD/ODDY (31.6%), ODP (32.6%) and ODK (34%). An impressive increase in female representation among managers was noted in ODC, with the rate rising from 30.3% in 2003 to 44.2% in 2007, while the reverse trend was noted in ODP: a decrease from 44.4% in 2003 to 32.6% in 2007. In other RBs and in HQ, no significant changes were noted over the past 5 years.

32.   As illustrated in Figure 5 (A), in 2007, women in grade levels from P5 and above, made up 22.5% of all WFP female international professional staff (111 out of 493). This compares to an equivalent 29.8% among male staff and a slight increase from 19.2% (72 of 375) in 2003. The largest gender disparities in management positions in 2007 were noted in ODP, ODC and HQ (see Figure 5-B).

---

[106] "managers" defined as staff members at grade levels P5 and above.

Figure 5:

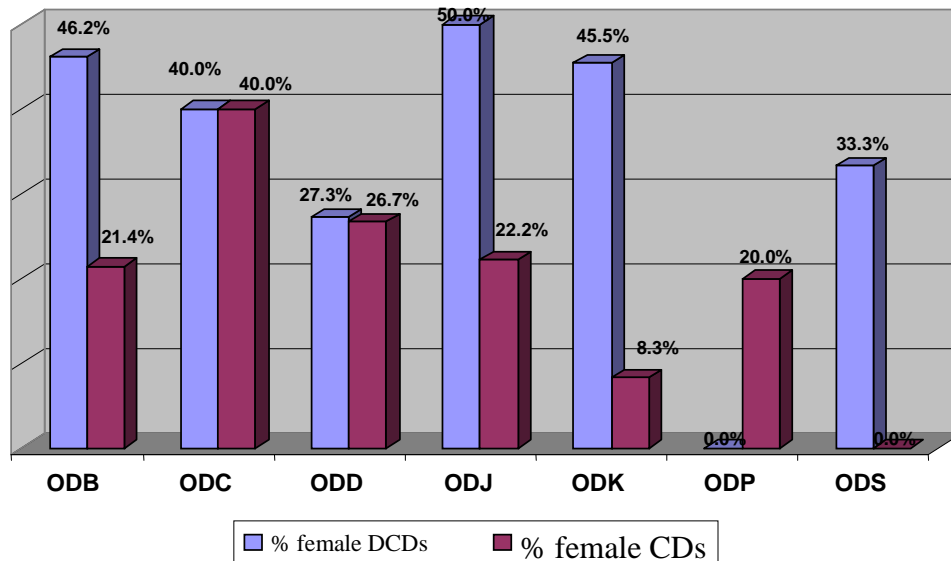| A: Proportional gender representation in WFP management (2003-2007)	B: Proprtional gender representation in WFP management, by RB (2007)

ii. Country and Regional Directors and Deputies

33. The position of **Country Director (CD)** is one of a number of positions in WFP that constitute a strategic managerial function within the organisation, particularly following decentralisation. Recent data on female CDs across the regions gives an indication (albeit not a conclusive one) on the extent to which women have entered some key managerial posts. Data on female **Deputy Country Directors (DCD)** - a preparatory function leading to CD - also reveal the extent to which women are being prepared for entry into CD positions. The outputs of ECW Sub-Commitment VIII.5 are to "increase" women's proportion in both these functions. The outputs do not further specify targets.

34. In 2001 (used here as the baseline year), WFP had a total of 18 female CDs, out of a total of 65 (28%). In the same year, the total number of female DCDs was 4 of a total of 23 (17%). In comparison, six years later (in 2007), there were 16 female CDs, out of a total of 70 CDs (23%). The trend has followed a decline since 2001, with a low of 19.4% female CDs in 2005. In other words, regarding women in CD positions, the trend has been the reverse of what was envisaged in the ECW, confirming the fact that gender disparity remains more pronounced at key managerial positions. On the other hand, the trend for DCDs has followed a steep and steady increase, from 17% (2001) to 36% (22 out of a total 39) in 2007, representing a considerable growth in the organization's pool of potential female candidates being groomed for the post of CD. Figure 6 presents a comparison of women's representation in CD and DCD posts by Regional Bureau.

Figure 6

% female CDs compared to % female DCDs by RB
(2007)

Legend: □ % female DCDs ■ % female CDs

ODB: 46.2%, 21.4%
ODC: 40.0%, 40.0%
ODD: 27.3%, 26.7%
ODJ: 50.0%, 22.2%
ODK: 45.5%, 8.3%
ODP: 0.0%, 20.0%
ODS: 33.3%, 0.0%

35.   Data on the proportion of female CDs in hardship duty stations (E and D) show a decrease from about 16% in 2003 to 12% in 2007, while the corresponding female share of DCDs in the same type of duty stations rose from 0% in 2003 to about 33% in 2007. Only 12.5% of all female CDs and 30% of all DCDs were posted in hardship duty stations in 2007.

36.   A close look at **Regional Directors (RD)** data, compared with **Deputy Regional Directors (DRD)** reveals a different, more positive picture. The female share of total RDs has increased considerably to 33.3% in 2007 (2 of 6), up from 14% in 2003 (1 of 7) and with zero representation 2004-2005. The equivalent share of total RDs was an impressive 50% in 2006-2007 (4 of 8, and 5 of 10 respectively), gradually up from zero representation in 2003.

**C. Gender gap in humanitarian assistance. (ECW VIII.6)**

37.   HR statistics do not make a distinction between staffing in humanitarian assistance and in other types of WFP operations. This would be difficult to do in a reality where staff in any given job and duty station often divide their working time between emergency and other operations. It is therefore impossible to directly measure achievements against this ECW sub-commitment. As mentioned in the sections above, the increasing number of hardship duty stations somehow contributes to the perpetuation of gender imbalance in humanitarian assistance operations. In the absence of concrete statistics, this Desk Review attempts to partly assess progress against ECW VIII through examining the proportion of international professional women: (a) in emergency response training; and (b) among internal applicants listed in WFP's on-line emergency database. See relevant sections below under Recruitment and Career Development.

II. Recruitment

A. Women's representation of international professional staff (ECW VIII.1)

38.   Unlike the steady growth trends in the overall representation of international professional staff over the last 11 years (1996-2007), recruitment trends have fluctuated considerably. The significant improvements towards achieving gender balance in WFP recruitment, witnessed during the implementation of the previous Gender Policy, have not been kept up. As illustrated in Figure 7, the recruitment of female staff surpassed its target of 50% in the years 1999 (52.6%) and 2002 (55.2%), but it has witnessed a clear downward trend since 2004. In 2007, the proportion of female to total recruited staff had fallen to 34.8% which is below the 1996 level of 37.6%.

Figure 7:

Gender Distribution in Intl. Professional Recruitment (1996-2007)
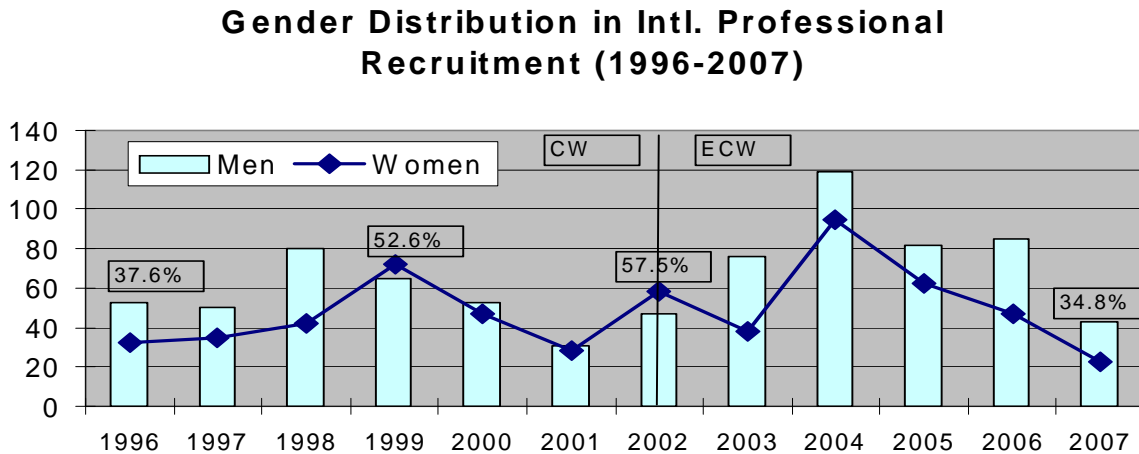
39.   The data suggest that the intense efforts of the Bertini era to increase female recruitment could not be sustained for a variety of reasons. One could be that, in the face of growing emergency needs, hiring managers are under more pressure to respond fast without awarding priority to gender balance considerations. Another could be linked to the decentralisation of the recruitment process to country and regional levels and the consequent loss of some of the central influence HR had in the past over efforts to meet corporate recruitment targets. Weak capacities to ensure gender balance in recruitment at the country level might also partly explain this situation.

40.   The female share of **JPO** recruits has fluctuated from 70.8% in 2002, down to 43.8% in 2005 and up to 64% in 2007. With the exception of 2005, women have continued to form the majority of JPOs recruited in WFP (see Figure 10 under the section on Retention). It should be noted here that WFP has little control of JPOs recruitment practices, as these are governed by the donor countries that fund the posts.

B. Women's representation in WFP's recruitment pools (ECW VIII.4)

41.   Sub-commitment VIII 4 states that "the proportion of women on all rosters of potentially qualified applicants for international professional posts will be at least 50 percent (global level)". The old roster system that was in place during the formulation of

the ECW has now been replaced by a more flexible and user-friendly electronic system where the percentages of women are calculated automatically and are easy to monitor regularly.

42.   The recruitment of **external candidates** is facilitated through an on-line database (HR Profiles, under Staff-Net) where candidates apply by uploading (and regularly updating) their CV, indicating specific Job Profiles of interest. The system includes an on-line search engine that enables Staffing Coordinators / Managers to identify candidates based on the requirements and qualifications for a particular assignment. The search can be filtered to include only women, assisting managers in reaching recruitment targets.

43.   As at January 2008, the total number of external candidates in this database was 1,837, of whom 838 or 46% were women. This overall representation is very close to the target. In the following job profiles, female candidates were equally or over-represented: Public Affairs Officer (70%), Internal Auditor (69%), Intern (61%), Resource Mobilisation Officer (55%), and Human Resource Officer (50%). It is important however to consider that the recruiting pool for WFP's key functional jobs – notably logisticians and VAM officers - is characterised by a continued low female representation. Figure 8 gives details of four such profiles.

Figure 8:

Qualified applicants by key WFP job profile (January 2008)
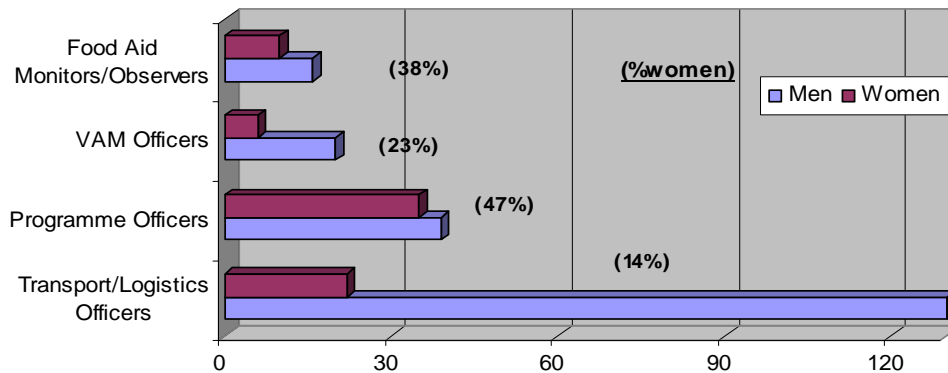
44.   Recruitment for emergency operations is facilitated by another online searchable database (replacing the old and more rigid emergency roster), launched in September 2007. Candidates indicate emergency experience and willingness to be considered for emergency operations, through uploading their CV on the system. Using a search function (that offers the possibility to search by gender, among others) Staffing Coordinators can draw on listed candidates with specific emergency qualification and experience, to create and update "emergency pools".

45.   In January 2008, a total of 141 female, compared to 397 male internal candidates were listed in the WFP emergency pools database. This represents 35% of all listed internal candidates and falls short of the 50% targeted as an output of Sub-commitment ECW VIII.4. Nevertheless, this percentage should be seen in a more global context where

women are under-represented in emergencies, evidenced by the fact that the corresponding gender gap among external candidates is considerably wider. In the same database, in January 2008, women's share of all external candidates was only 26% (479 compared with 1,848).

C. Representation of female food aid monitor recruits (ECW VIII.2)

46.   Sub-commitment VIII.2 puts the target for women's representation among food aid monitor recruits (country level) at a minimum of 75 percent. The HR statistical unit at HQ does not track information on that category of locally recruited staff. The information presented in Figure 9 is drawn from the 2007 ECW Self-Assessment Survey at country level[107], covering 48 selected countries in all RBs. As indicated in the figure, in those countries, not only has the target not been reached, but the proportion of female to total food monitors has actually decreased from an overall WFP average of 40% (in 2003) to an average of 30% (in 2006). ODB stands out at the only exception, representing a slight increase of the female share from 40% (in 2003) to 43% (in 2006).

Figure 9:

Recruitment of Local Food Monitors in 48 selcected
by region: 2003-2006 (as % female to total)
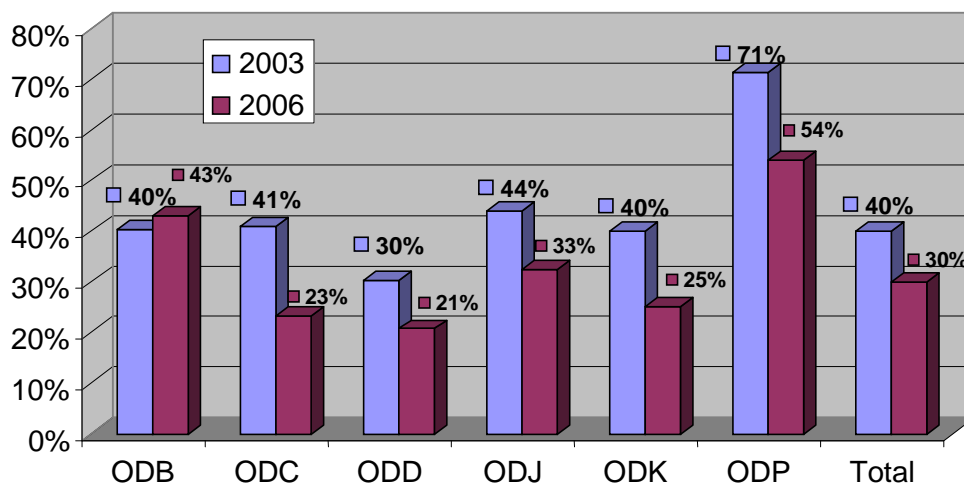
47.   In an effort to encourage hiring managers throughout the organisation to strive for corporate gender balance targets, ADH releases regular reminders and updates on the status and progress achieved.

D. Special recruitment initiatives (ECW VIII.3)

48.   Sub-Commitment VIII.3 calls for the activation of recruitment initiatives that target qualified women for functions and positions where the gender gap is greater than 25%. This would contribute to the goal of reducing the gender gap in targeted positions

---

[107] This was a survey carried out during 2007, as a follow-up to the 2003-04 ECW baseline survey. See relevant document for countries included and selection criteria.

and functions by half. Due to insufficient data, the present review has not been able to assess the achievement of this goal. However, the results from the *2007 ECW Self-Assessment Survey* at **country level**, reveal that positive steps have been taken in that direction. Out of the 48 targeted countries (all RBs represented) included in the Survey, 31 had activated special recruitment initiatives to target qualified women by 2006, compared with 25 countries by 2003 (as assessed by the Baseline Survey of 2003-2004). Details about what exactly the reported initiatives entailed, however, are not available. At the **corporate level**, a number of special recruitment initiatives were activated using private head-hunting companies and targeted missions to under-represented countries (such as China, South Korea and Japan) with the result of filling a number of top management positions with women from under-represented countries.

III. Retention

49.   The issue of retention among female WFP staff must be seen in the context of: (a) the nature of the Programme's activities which require employment in increasingly difficult living and working conditions (increasing number of non-family duty stations); (b) the fact that all staff are obliged to be professionally and geographically mobile,[108] and (c) the current climate of change and related budget cuts in WFP.

50.   Retention of female staff - flagged as an issue in the Thematic Evaluation of the previous Gender Policy – seems to still feature among the main challenges in achieving gender parity in WFP's staffing. In 2007, 42% of the international professional staff who separated were women, while only 37.6% of those recruited were women. It is of some concern that the share of women to total staff separation at P2 level in 2007 was as high as 80%, indicating that the organization is loosing a large proportion of its young professional women. The retention of developing country female nationals seems to be higher (only 30% separated in 2006).

51.   An analysis of the 2006 Global Staff Survey provides some insights into the reasons why staff leave - or wish/plan to leave - WFP[109]. According to the report, 65% of female and 30% of male respondents cited "limited decision making" as a reason for planning to leave WFP. "Lack of opportunity to grow professionally" was also cited by 65% of women and 45% of male respondents. Interestingly, the least-cited reasons for both men and women were "do not want to/cannot be mobile", "family-related or personal reasons" and "safety/security concerns". The results seem to indicate that, against common perception, female staff's dissatisfaction centres more around career advancement than on work-life balance concerns.

52.   However, HR data on age of separation and marital status of staff hint to the fact that maintaining work-life balance is more a challenge for female than for male staff. As pointed out in the MTR of the Gender Policy and in the more recent Policy Issues Document on Gender and Geographical Diversity[110] more women than men leave WFP

---

[108] The only objective criterion used until now to limit, or to modify mobility, is a proven medical condition of a staff member.

[109] As reported in: WFP (2007), *Annual Performance Report for 2006*, Annual Reports, Agenda item 4, Rome.

[110] *Gender and Geographical Diversity: A way Forward for meeting Established Targets:* Policy Issues Document 28 September 2007 (WFP/EB.2/2007/4-B)

between the ages of 30 and 39 years. Regarding marital status, overall, in 2006, 70% of WFP's international professional staff were married, but women made up only 29%t of the married workforce. The proportion was even smaller at senior levels, where women accounted for only 17% of married staff at levels D-1 and D-2.

53.   Data illustrated above on the low share of international professional women in hardship duty stations is also revealing in this respect. As suggested in the Thematic Evaluation of the Commitments to Women 1996-2001, a number of questions remain to be answered regarding the extent to which women's constraints in relocation to hardship posts are of a private/family nature, or due to other considerations.

54.   Information on **Junior Professional Officers (JPOs)** is interesting in the context of female staff retention. The Thematic Evaluation of 2002, flagged the concern that female JPOs' separation rates were high, revealing a weakness to effectively use the JPO pipeline to promote a flow of qualified young women into the organization from below. The latest separation data show considerable progress in this respect. In 2007, only 50% of all JPOs separating were women compared to 90% in 2002. In addition, an analysis of separation rates in relation to overall recruitment rates of female to total JPOs from 2003-2007, reveals that there has been an improvement in female JPO retention in some years, including 2007. No clear downward trend however is evident that would indicate a gradual change towards the direction desired. As shown in Figure 10, in 2005, women accounted for 43.8% of all JPOs recruited in WFP, but they constituted as much as 75% of all JPOs who separated from the organization. An improvement in visible in 2007, with female representation rates of 64% and 50% respectively.

Figure 10:

Female JPOs as % of all JPOs recruited & separated

(2003-2007)
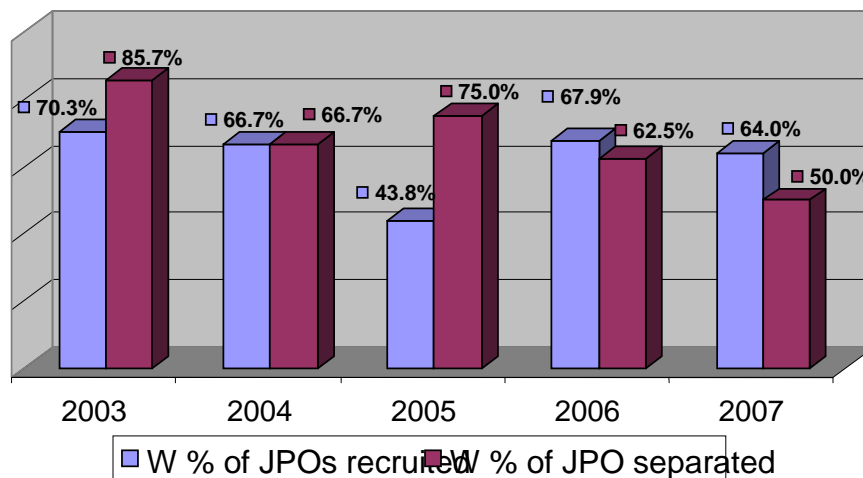
IV. Promotion

55.   Like other gender-related HR information, promotion data should be viewed within the context of WFP's increasing budget constraints which have lead to a overall

reduced number of promotions. As shown in Figure, 2004 was the peak year of promotions, accounting for 32% of all promotions granted in the 5-year period under review.

56. Gender specific promotion data of international professionals in the grade levels P1 to P5 show that the average **share of female staff in the total number of promotions** during 2003-2007 was 43.7%, with a low of 34.6% in 2003 and a peak of 55.3% in 2007. The corresponding rates in 2007, broken down by grade, were: 50% for P1-P2, 73% for P2-P3, 44% for P3-P4 and 48% for P4-P5. Regarding promotions at the higher category levels of D1 and above (which do not go through the PPP), the gender gap remains wide. Of the 62 promotions granted in the period 2003-2007 to grade levels of D1 and above, 24 (38.7%) benefited women. As illustrated in Figure 11, the trend has not followed a steady growth, as it did in the previous 5 year-period of the Commitments to Women (1996-2002).
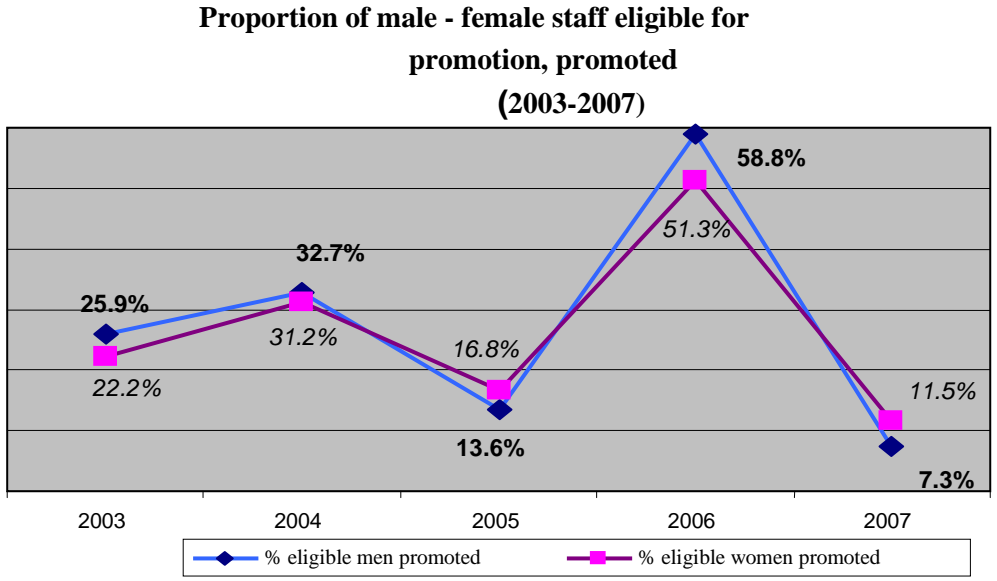
Figure 11:

**Total international professionals promoted within
grade levels P1-P5 by gender
(2003-2007)**
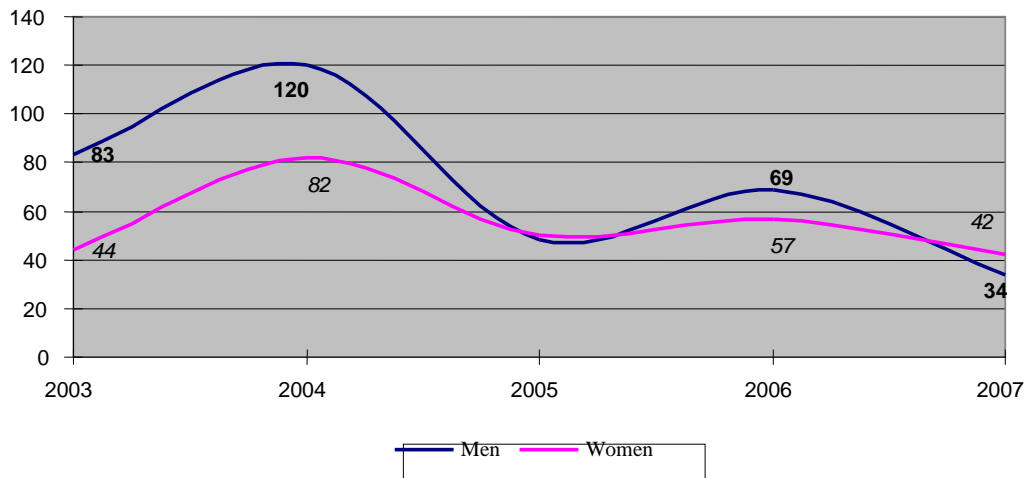
57. Nevertheless, the same Figure shows that proportionately, the promotion trends of men and women over the last 5 years have been more or less equal. This is also confirmed by Figure 12 that illustrates trends in **proportionate data of staff eligible for promotion**, compared to approved promotions, by gender. In 2005, for example (the year that saw least promotions), the number of men promoted was slightly higher than that of women (see Figure 12). Yet, of a total 286 female (compared with 369 male) staff eligible for promotion, 16.8% women (compared to 13.6% men) were promoted.

Figure 12:

Proportion of male - female staff eligible for promotion, promoted (2003-2007)

58.   Figure 13 presents the gender distribution in promotions (P1-P5) in 2007, compared to cases reviewed by the Professional Promotions Panel (PPP) and boarded by PPP. Here too, the proportion of approved promotions benefiting women is higher than those benefiting men (11.5% of eligible women compared with 7.3% eligible men). With specific regard to promotions from the P4 to the P5 grade level, in 2007, of total 117 female (compared with 175 male) staff eligible for promotion, 8.5% women (compared to 6.3% men) were promoted.

Figure 13:

Gender distribution in promotions - P1-P5 (2007)
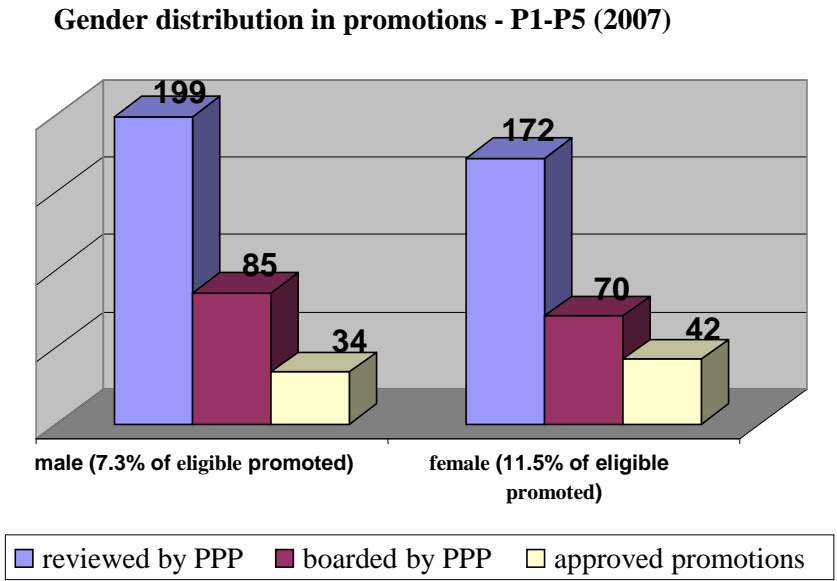
59.   The widening gender gap illustrated above (Figure 2) at the higher professional grades, raises a question about the **speed of promotion** among women. The analysis that follows attempts to illustrate the average length of time it takes women, compared to men, to get promoted. It focuses on gender-disaggregated data provided by HR on "years spent since last promotion" by grade and by year. It is important to note here that the analysis only includes the promoted staff, for whom a previous promotion record was available; i.e. it <u>excludes</u> staff on first-time promotion, which make up a large proportion of the workforce, including many women who have entered the organization directly at higher levels over the past 4-5 years.

60.   The analysis reveals that in 2003-2007 it took longer for women to make the important career step from grade level P4 into level P5. As illustrated in Figure 14, 21.3% of all men promoted to P5 in the period 2003-2007 (total of 29 with previous promotion record), had spent two years or less in their previous grade prior to promotion. The equivalent percentage for women was only 4.3% (of a total of 18).

Figure 14: Years spend at same grade level prior to promotion to P5 in 2003-2007 (as % of total P5 promotions)
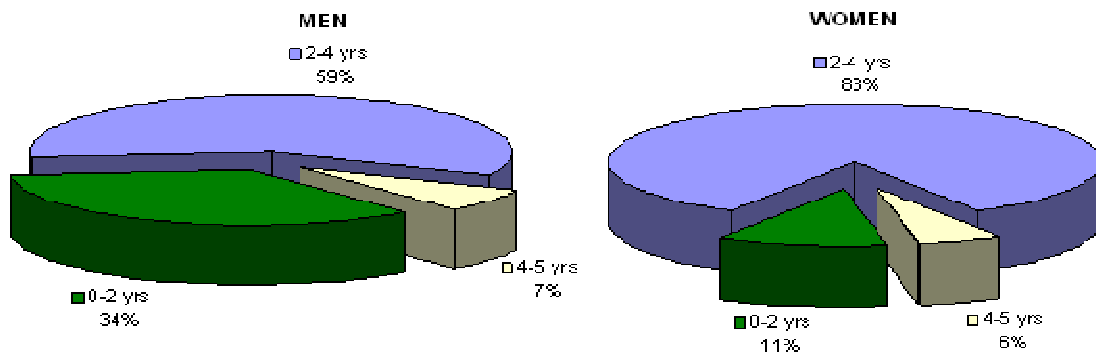
61.   This compares with a higher speed of promotion among women at grade levels P3 and P4. Of all women promoted to P3 and P4 level in the five-year period under review, 22% (compared to 13% of men) had only spent 2 years or less in their previous grade prior to promotion. The remaining 78% (87% of men) had spent 2 to 4 years in their previous grade. Regarding promotions at the higher category levels of D1 and above (which do not go through the PPP), the speed of promotion is difficult to assess, as a large proportion of staff (about 65%) promoted to these positions in 2003-2007 had no previous promotion record. Of those who did (36), only 9 were women: 3 (compared to 9 men) spent 2 years or less in their previous grade prior to promotion and 6 (compared to 16 men) spent 2-4 years.

Summary conclusions on gender equity in staffing

62.   The HR statistical evidence presented in this chapter point to the fact that, despite laudable efforts to improve gender balance in its workforce, WFP has not achieved the ECW targets for all staff levels. Nevertheless, over the past five years, the proportion of women in the workforce has grown steadily. The gender gap that occurs at the P3 level and widens as one moves up the organization's hierarchy, has narrowed since the end of the implementation of the last gender policy in 2001. Women have continued to form the majority of JPOs recruited in WFP and their retention has improved, indicating a better use of JPO recruitment pool for promising young women. There has also been a remarkable increase in the number of female DCDs, signifying a growth in the organization's pool of potential female candidates being groomed for the post of CD. In addition, the overall promotion trends of men and women over the last 5 years have been more or less equal.

63.   It appears from the analysis, however, that – in some areas - WFP continues to struggle with challenges that are similar to those faced under the implementation of the previous gender policy. Gender disparity remains more pronounced at higher grade levels and at key managerial positions. Women tend to be under-represented in two of WFP's key functional jobs (Logisticians and Programme Officers). Female international professionals continue to be under-represented in hardship duty stations (D and E) and the proportion of female CDs in those duty stations has decreased. The overall gender disparity among locally recruited WFP staff remains considerably larger than among international professionals.

64.   Recruitment trends have fluctuated considerably and women's share in total international staff recruitment has not increased, indicating that the significant improvements towards achieving gender balance in WFP recruitment, witnessed during the implementation of the previous Gender Policy, have not been kept up. The proportion of female to total food monitor recruits in selected countries has decreased considerably. Retention of female staff - flagged as an issue in the Thematic Evaluation of the previous Gender Policy – seems to still feature among the challenges in achieving gender parity in WFP's staffing. Regarding promotions at the higher category levels of D1 and above (which do not go through the PPP), the gender gap remains wide, while the speed of promotion is slower among women who move from P4 to P5 level, than those promoted at lower grade levels.

65.   As mentioned in the recent Policy Issues Document on Gender and Geographical Diversity[111], WFP has, since the beginning of 2007, been undergoing a transition characterized by a tighter budget than previously, particularly at Headquarters and in Regional Bureaux. The end of 2007, witnessed the abolishing of posts as a result of the new streamlined organizational structure which consolidated several units and functions at Headquarters. Depending on the criteria used for cutting further jobs in the future (seniority-based, job function based, or other), there might be a risk that the downward trend of female representation, seen on Figure 1, which started in 2007, might continue.

---

[111] *Gender and Geographical Diversity: A way Forward for meeting Established Targets:* Policy Issues Document 28 September 2007 (WFP/EB.2/2007/4-B)

The current climate of organizational change, will undoubtedly generate new challenges in achieving gender parity objectives in WFP's staffing.

E. Gender Mainstreaming

*Gender Mainstreaming in HR policies (**ECW VIII.7**)*

66.   The objective of the Gender Policy's ECW VIII.7 is to "ensure that human resources policies are based on the principle of gender equality, are gender sensitive and provide possibilities for staff members to combine their professional and personal priorities". (ECW VIII.7). The ECW Guidelines identified three expected outputs: (1) Gender-sensitive HR arrangements are established to the benefit of staff needing to address the demand of personal life; (2) Special arrangements are used by the staff to better cope with personal life demands; and (3) Family/personal needs and stages of staff member's private lives are considered and reflected in their reassignments.

67.   All WFP HR policy directives are prepared to apply to both sexes equally (except the obvious maternity, breastfeeding, paternity policies) but much consideration is given to the extent a policy would be an indirect encouragement (or an obstacle) to women's advancement within WFP. All policies are prepared by the Human Resources Department-Policy Branch (ADHP) with careful consideration to equality in general terms; i.e. in terms of nationality, gender, age, etc. They do not explicitly mention "women" or "gender", but they are designed with attention to discourage sex-discrimination and generally to provide for gender-related exigencies. ADHP works closely with the Gender Unit to discuss and anticipate the potential disparate impacts of new policies on male and female staff.

I. Recruitment, Promotion and Reassignment

68.   The HR procedures governing, recruitment and promotion of international professional staff[112], give paramount consideration to securing the highest standards of efficiency, competence and integrity within the context of promoting gender, geographical and age structure balance. However, they lack explicit provisions of positive measures to promote gender balance as envisaged by the Gender Policy 2003-2007. Some of these positive measures, which could be incorporated in HR procedures, were identified in the guidelines for the implementation of the ECW [113].

69.   Despite the absence of such explicit positive measures in favour of women, the Human Resources Division-Recruitment Branch (ADHCR) has made considerable efforts over the past five years to find multiple ways to address gender balance issues. These have included:

- attention to ensuring gender balance in the composition of the Professional Promotion Panel (PPP), the Professional Roster and Selection Panel (PRSP)

---

[112] Administrative Procedures for International Professional Staff (WFP004460 HR Doc, Oct 2003)

[113] This section draws on Part 1 of the draft Main Report (December 2006), *Gender Mainstreaming in WFP Policies and Guidelines,* prepared by the Gender, Mother and Child (PDPG) Policy, Strategy and Programme Support Division, WFP.

and the Reassignment Committee (RC), and that an Equal Employment Opportunities (EEO) representative is present to ensure that gender – alongside geographical balance - receive due consideration in the process.

- special attention to accommodating women candidates for Deputy Country Director posts, in an effort to assist the flow of women into higher-level positions.

- creation of user-friendly administrative facilities (such as StaffNet) that enable hiring managers to limit a search to qualified female candidates;

- regular publishing of updated information concerning gender balance in promotion, upgrading of contracts and reassignment;

- maintenance and sharing (with members of the staffing committee) of monthly gender-related statistics for international professional staff.

- efforts to improve accountability by including (in 2007) relevant gender staffing targets into the work-plans of WFP managers, through a new "output" added to the PACE's of all staff of P5 level and above.

- introducing a target of 60% qualified women in recruitment rosters (new Roster Policy[114]), and recommending reasonable measures to accommodate female candidates through e.g. language requirement waivers.

- inclusion of gender in the "Values and Ethics", and "Communications" competencies for most positions, through a revision of Generic Job Profiles[115] Particularly for Programme Advisers and VAM officers, gender is also explicitly required in the qualifications and accountability/responsibilities.

II. Work-Life Balance

70.   Except for a child care facility, WFP has established all work-life balance measures commonly adopted by UN agencies. This achievement is noted in the 2006 report to the UN Secretary General concerning the improvement of the status of women in the United Nation system[116]. During the five-year period of the implementation of the ECW, WFP has initiated a number of new policy directives (or revised older directives) that promote work-life balance. These include: Reassignment/Rotation/Mobility of International Professional staff and higher Category Staff (ADH – 1 October 2005); Directive on Paternity Leave (ADH 2006/004); Directive on Spouse Employment (AD 2006/011); Directive on Telecommuting (AD 2005/002); Directive on Rest and Recuperation Incentive (13 Nov 2006, ADH 2006/008); Directive on Salary Adjustment upon Death of a Staff Member (13 October 2006 ADH 2006/013). These are in addition to the pre-existing policies on: Maternity Leave (MS 324, Human Resource Manual); Breastfeeding (HR2001/010); Part Time Employment (Alternative Work Arrangements,

---

[114] Roster Policy (HR Manual, updating on-going)
[115] Directive on Generic Job Profiles (GJPs) ADH 2006/006
[116] Report to the Secretary General (A/61/318): Improvement of the status of women in the United Nations (see annex III: Policies and measures to achieve gender balance in the UN System). 7 September, 2006.

Appendix C: HR99/003); Flexible Working Hours (Alternative Work Arrangements, Appendix B: HR99/003).

71.   The Directive on **Telecommuting** (21/03/2005) provides a telecommuting modality to support alternative work arrangements within the scope of WFP service. It allows WFP staff members to work off WFP office premises (regular or occasional) under certain conditions.

72.   The new Directive in **Rest and Recuperation (R&R) Incentive** (13/11/2006) aims to ensure that considerations of personal and family life are taken into account in the reassignment process. Due consideration is given to: personal/family situation; balanced assignments; and personal preferences. The engagement of staff in the reassignment process provides opportunities for discussing staff's personal life situation and reflects efforts on the part of the organization to consider personal life circumstances in reassignments.

73.   It should be noted that programme requirements always take precedence in reassignment decisions. Personal preferences are only taken into account "to *the extent possible"* by the Staffing Committee only if compatible with the other criteria. Decisions are considered a management prerogative. The overriding interest of the organization is, naturally, to fulfil its mandate. So far *"the extent possible"* referred to in the document has not been systematically monitored or analyzed. One way of monitoring this level of achievement would be to determine the percentage of reassignments that reflect the staff member's priority list by gender as outlined in the ECW guideline. Sharing this information to all the staff could also help strengthen transparency of the reassignment process.

74.   The Directive on **Paternity Leave** (20/07/2006) is intended to enable male parents to take time off from work to take care of their newborn child and promote equal parenting responsibilities. For the policy to work, WFP would need to further strengthen its policy by actively promoting the concept of men as equal care-giver - encouraging fathers to take up leave to fulfil this responsibility- and giving them the necessary work-life arrangements- similar or comparable benefits based on relevance- that are available to women. Paternity leave as the counterpart for maternity leave does not provide similar benefits available to women necessary to enable fathers to become equal caregivers. A study on the utilization of paternity leave[117] reveals that only 39% of eligible fathers availed themselves of this benefit when the Directive was just issued. By 2006, the take-up rate had reached 92%.

75.   Since the launching of the UN inter-agency **spouse employment** programme in 2004, WFP has given more emphasis on spouse employment as an important ingredient in recruiting, reassigning and retaining the best qualified candidates by encouraging expatriate spouse employment and assisting United Nations families to settle into new duty stations. The most recent spouse employment policy (July, 2006) has two distinct measures that stand out: (a) giving preference to an equally qualified spouse over an external candidate for short consultancy (less than 11 months) and (b) making hiring

---

[117] World Food Programme (WFP) (2007), 'Desk Review of Implementation: Enhanced Commitments to Women to Ensure Food Security (Gender Policy 2003-2007)', Gender, Mother and Child Health Service Policy, Strategy and Programme Support Division (PDPG), by Franklina Mantilla, Rome.

managers accountable for issuing contracts to WFP spouses, through annual reporting of the number and types of contracts issued. Implementing mechanisms however, need to be put in place particularly in the screening process and monitoring of the status of employment. WFP through Human Resources Department –Recruitment Branch (ADHCR), has taken a lead role in supporting spouse/partner employment, as the focal point agency of the Global Expatriate Spouse Association (GESA). In this context, WFP has created a website for staff and prospective candidates, containing country-specific information and employment opportunities for spouses. WFP also manages the initiative on "UN dual Career and Staff Mobility" on behalf of all participating UN agencies.

76.   In late 2004, WFP also effectively expanded the definition of "spouse" to include domestic partners previously not recognised by the organization. The relevant AD Directive[118] states that in determining the personal status of staff members, reference would be made to the law of the staff members' nationality. This opened the door for some staff members of both sexes to regularize domestic partnerships, legally recognised in their home countries, (incl. same-sex, or other common law partnerships) that previously did not qualify for benefits and entitlements.

77.   ADHP (Human Resources Department-Policy Branch) is actively engaged in interagency discussions on the issues of work-life balance. There is also a growing concern to provide attention to the conditions of national staff, in addressing inequities in some entitlements. According to the HR review[119], the reason for this is the fact that more than 50% of national staff does not have the status of UN staff members as most are administered by the UN/UNDP regulations.

III. Other aspects related to quality in the workplace

78.   In line with the United Nations, WFP has declared a zero-tolerance policy for sexual exploitation and abuse (SEA). WFP is committed to complying with these obligations and to those arising from the Secretary-General's bulletin *Special Measures for Protection from Sexual Exploitation and Abuse*. The new **Policy on Harassment, Sexual Harassment and Abuse of Authority** (14/02/2007), replacing an earlier relevant HR Directive 99/002 of 1999, Policy on the defines sexual harassment as including "any unwelcome sexual advance or unwanted verbal or physical conduct of a sexual nature". The Human Resources Division (ADH*)* is responsible for the overall maintenance of this policy by: (a) developing training and information material to inform employees, supervisors and managers about harassment, sexual harassment and abuse of power (SHAP) and measures for its prevention; (b) advising employees, supervisors and managers concerning the informal resolution process and mediation, and taking all steps possible to resolve complaints informally; (c) consulting with the Office of Inspections and Investigations (OSDI) to set a reasonable time frame for the completion of the investigation, and reviewing findings and recommendations;(d) determining the outcome and appropriate action to be taken in responses to breaches of the policy, in consultation with the Legal Services Division (LEG) as appropriate; (e) ensuring that the parties are informed of the outcome in a timely fashion; (e) making appropriate arrangements for dealing with requests for review of decisions or with complaints about how this policy

---

[118] Personal Status for Purposes of WFP Entitlements, Directive No.: AD2004/004, 12 October 2004
[119] Human Resources Review, Informal Consultation, WFP 18 October 2006.

was applied during a complaint; and (f) ensuring that appropriate and up-to-date information regarding this policy is provided on the Intranet.

79.   The new ED Directive of **Internal Awards**[120], following the previous policy directive of 1999, lays down the procedures of the Catherine Bertini Award (previously called gender award), presented annually on the occasion of the International Women's Day (IWD) ceremony. The Award gives recognition to the Country Office in WFP that has made an outstanding contribution over the previous twelve months in advancing the status of women and girls. It carries a cash value of U.S. $20,000 to be spent by the CO on further support of the gender policy. Since 2006, no Bertini Award has been given, and by January 2008, no budget had been allocated against the Award for future winners.

VI. Application of policies

80.   As illustrated by the data analysis, the establishment of Policy arrangements has not translated into an improvement of women's representation in higher decision-making positions or in hardship duty stations. Furthermore, they have not lead to better retention of female staff, as envisaged by the Gender Policy. This calls for a need to examine the extent to which these HR arrangements have adequately addressed female staff's work-life balance demands, to effectively make a difference in the direction desired. It is difficult to assess how policies are translated into practice, when WFP has no resources allocated to monitor the use and the effectiveness of its own policies. In this context, an analysis of the **2006 Global Staff Survey** can provide some insights into staff perceptions of the way some HR policies are implemented.

81.   In relation to questions of mobility[121], the gap between male and female staff's perceptions was wider than in relation to other questions. Only 28% of female respondents (compared to 43% male) agreed that WFP considers the stated preferences / needs of staff members when making assignment decisions. The percentage was even lower among respondents based at HQ, but with a narrower gap between men's and women's perceptions (29% men agreed versus 24% female agreed). Looking at responses by age bracket, it appears that 43% of female respondents (compared to 22% male) between 51 and 62 years of age were dissatisfied with the extent of attention to staff's needs in assignment decisions. In contrast, the equivalent level of dissatisfaction in the youngest age-group of 21 - 30 year-olds was lower: only 19% among women and 16% among men.

82.   Similarly, only 22% women, compared to 40% men, felt that WFP's policies and procedures on mobility are applied fairly. The equivalent responses among HQ-based staff were more critical, with only 16% female and 17% male staff favourable. Again

---

[120] *ED Directive on Internal Awards (29/09/2005)*

[121] Note that questions of mobility (summarised in this and the next paragraph) were only asked of International Professionals and Senior Managers. "Agreed" here refers to those stating they were "favourable" (strongly agree / tend to agree) in the Survey.

here, the most critical age group was that of the 51 to 62 year-olds (54% unfavourable women, 32% unfavourable men). Only 17% women (compared to 27% men) felt that they could decline a hardship assignment without having a negative impact on their career in WFP.

83.   Women also tended to be slightly less favourable about their jobs than their male peers and less happy with the level of sensitivity on the part of management to their individual work-life balance. They also felt slightly less listened to (compared to male respondents), regarding their ideas, problems and complaints and slightly less recognized for doing a good job. Interestingly, despite this, as many as 67% female (compared to 73% male) respondents expressed willingness to continue working with WFP.

Gender in WFP's job descriptions

I. Rationale

84.   As defined in the relevant Policy and Procedure document, Generic Job Profiles (GJPs) are "multi-graded job profiles which encompass groups of related jobs which have common characteristics and thus carry similarities in areas of accountabilities, responsibility, results, critical success factors, and competencies"[122]. They are intended to cover the basic and general aspects of a given job. The specific tasks/assignments required are detailed in the staff's individual work plans and PACEs and they are to be added by managers in vacancy announcements. The JGP is an important instrument with which WFP sets out its desired results, accountabilities, and the expected qualifications of prospective employees.

85.   A review of job descriptions reveals important aspects of the way WFP views itself in terms of what it seeks to achieve and what it considers success. As such, this review provides an added dimension to the desk study in terms of understanding the relative priority given to gender related considerations in WFP's standard performance requirements and expectations.

II. Review methodology

86.   To obtain a present picture of the extent of incorporation of gender related considerations in GJPs, the study reviewed all 80 Generic Job Profiles for Professional Jobs (international and national)[123] as well as General Service jobs. The source of information for the analysis was the WFP-Go Intranet Site, under the Human Resources Documentation Homepage. A matrix was prepared to record the specific section of the GJP, and the grade level of each job where gender reference was found to be included.

---

[122] Organizational Design & Review, Administration Department, Human Resources Division
Directive on Generic Job Profiles (GJPs): Policy and Procedure, 27 November 2007, ADH 2007/004.
[123] The new Generic Job Profiles reviewed here, were revised according to the Policy and Procedure of 2007. They have no HQ/Country Office divide as they did in the past; i.e. they refer to jobs both at national and international level.

III. Review findings

A. Professional Jobs

87.   Of a total of 39 Generic Job Profiles (GJP) for professional jobs reviewed, only 7 were found to make reference to gender under **Accountabilities, Results Expected,** and **Critical Success Factors.** These were for the jobs of: Country Director; Deputy Director; Deputy Regional Director; Policy Officer; Programme Adviser; Programme Officer (VAM); Regional Director. Table 2 presents the findings in detail:

Table 2: Reference to gender in Generic Job Profiles of professional category jobs

	Country Director	Deputy Director Deputy Regional Director	Policy Officer	Programme Adviser	Programme Officer (VAM)	Regional Director
Accountabilities			*"Enhance WFP's leadership status .., on subjects related to nutrition, <u>gender</u>, or humanitarian issues; ...lead interdivisional subgroups and task forces related to nutrition, <u>gender</u>, or humanitarian issues; ... .. formulation of guidelines on technical matters such as <u>gender</u>, nutrition , HIV/AIDS...prepare... technical (nutrition, <u>gender</u>, health, and humanitarian) studies.."*	*"Provide support and advise, including training, on socioeconomic and <u>gender issues</u>, nutrition, monitoring and vulnerability assessment, ..."*		*"Advocate for adequate policies, programmes and practices to address the needs of the hungry poor, mobilize resources and reduce <u>gender gaps</u> in the region, both externally and with the Executive Board"*
Results Expected	*"... timely delivery of food aid to the right beneficiaries through socioeconomic and <u>gender sensitive</u> and participatory development .."* (P5 & D2)	*"Ability to work in harmony with multiple nationals, <u>gender</u> and socioeconomic backgrounds.."(D1)*		*"Advise on strategy, concepts, design and monitoring of socioeconomic and <u>gender sensitive</u> development programmes" ...(P5)*	*"Advise on strategy, concepts, design and monitoring of socioeconomic and <u>gender sensitive</u> development programme"...(P 5)*	*"Timely delivery of food aid to needy beneficiaries through socioeconomic, <u>gender sensitive</u> and participatory development and emergency operations" (D1& D2)*

	Country Director	Deputy Director Deputy Regional Director	Policy Officer	Programme Adviser	Programme Officer (VAM)	Regional Director
Critical Success Factors				*".... analyse political, socioeconomic and <u>gender specific</u> characteristics, needs and interest of those who are affected by food security, agricultural and nutritional problems." (P5)*	*"... analyse political, socioeconomic and <u>gender specific characteristics</u>, needs and interest of those who are affected by food security, agricultural and nutritional problems." (P5)*	*"Ability to work in harmony with multiple nationals, <u>gender</u> and socioeconomic backgrounds." (D1&D2)*

88.   References to gender however were found in all the professional GJPs, under "Competencies", most frequently under Communication (32), Ethics and Values (35), and Inter-personal relations (7). Note that gender is sometimes required under more than one Competency in the same GJP. References to gender under Competencies were made using the following standard wording which are used throughout:

- **Communication:** "*Communicates respectfully with all individuals regardless of gender, national and cultural background*", or "*Creates and maintains an environment that promotes respectful communication with all individuals regardless of gender*";

- **Ethics & Values:** "*Respects and works productively with all individuals regardless of gender, national and cultural background*", or "*Promotes a sensitivity to individuals of both gender ...*", or "*Ensures that division/office treats all individuality fairly, objectively and impartially (e.g., both genders...)*", or "*Ensures fairness and impartiality (e.g., in terms of gender...) in staffing*";

- **Inter-personal Relations:** "*Interacts constructively with all individuals regardless of gender. Fosters an environment in which both genders and diverse personalities, backgrounds, nationalities and cultures are valued and respected*".

B. General Service Jobs

89.   Of a total of 41 GJPs for General Service jobs reviewed, only one – that of Field Monitor Assistant - makes reference to gender under Accountabilities. The wording used is: "Assist the WFP Officer and implementing partners in encouraging women's access to economic skills development and sensitizing public opinion on gender issues and gender focused activities". References to gender, however, were found in all GJPs of General

Service jobs, except that of for Helper (G1) and Language Assistant (G5), under "Competencies/ Communications". In the majority of cases the standard phrased used is: "Seeks opportunities to improve communication with all individuals regardless of gender, national and cultural background". For G7 level jobs, reference was also made as: "Facilitates communication in the unit with all individuals regardless of gender, national and cultural background", or "Promotes respectful and effective communication with all individuals regardless of gender, national and cultural background".

Gender in WFP's staff performance appraisal process

I. Rationale

90.   The Performance and Competency Enhancement (PACE) is WFP's main tool to track and assess individual staff's performance. It is one mechanism through which gender can be institutionalised and mainstreamed in staff's day-to-day responsibilities. An in-depth review of the PACEs of staff at different grade levels in WFP HQ, Regional Bureaux (RBs) and Country Offices reveals the extent to which references to gender are incorporated in the organisation's formal performance tracking and accountability system. It also reveals the extent to which staff are assessed and recognised for their work in support of the gender policy.

II. Sampling criteria and review methodology of PACEs

91.   The sampling of PACEs reviewed in this paper was guided by the results of the review of General Job Profiles (GJP) which (as detailed above) revealed that only 7 made explicit reference to gender-related accountabilities, results expected or critical success factors. These were the jobs of: Country Director; Deputy Director; Regional Director; Deputy Regional Director; Programme Adviser; Policy Officer; Programme Officer; and Programme Officer (VAM). Based on this information, the sample of PACEs for review was defined as follows: "Completed, duly signed PACEs of international professional staff[124], submitted in 2006[125], meeting HR's eligibility criteria for which acceptance code "999" is given in the Lotus system[126], relating to two main groups of staff: (a) all International Professional staff in management positions, including all D1 and above; and (b) a sample of other Professionals P-2 to P-5, whose GJPs include gender related functions".

---

[124] It was not possible to include PACEs of National Officers in the analysis as those are kept in a different computer system controlled and operated at regional and country-level.

[125] The review started in December 2007, at a time where most final 2007 PACEs had not yet been submitted.

[126] **Applicability of PACE:** PACE is required for all staff (Local, National and International staff members, including D level) holding fixed-term contracts or continuing or indefinite appointments, except those who have not completed their probationary periods. It is also required for all Junior Professional Officers once they have completed their probationary period. The completion of a performance appraisal for these categories of staff is mandatory for any assignment of three months' duration or more. PACE does not apply to short-term staff, staff holding Special Service Agreements or consultants. (*WFP Perfomance Appraisal System PACE*
Instruction Booklet, Revised January 2007)

A. PACEs of all WFP International Professional staff in management positions

92. All staff[127] of all grades (P3 and above) were considered, occupying the positions of: Chief, Director, Country Director, Deputy Country Director, Regional Director (no sampling involved). Included in this category were <u>all</u> staff of grade D1 and above (regardless of position title). The common characteristic of staff in this group is their professional responsibility for recruitment, advisory, programming and higher decision making functions. The justification of focusing on this category is that managers in WFP have the authority, delegated by the ED, to recruit for vacancies and to ensure gender balance in staffing. There is a clear link between the increase of WFP female staff, and the obligation on the part of managers to include gender specific hiring targets. Hence, gender forms an integral part in all of these functions and would be expected to be included in PACEs for accountability purposes.

B. PACEs of other International Professionals (P2-P5)

93. A sample was developed of international professional staff – other than those included above –, at grade levels of P2 to P5, occupying the positions of: Programme Officers (including JPOs, Food Monitors / Observers), Programme Officers (VAM), Policy Officers and Programme Advisers.

94. A stratified sampling method was used for this group, with a proportionate allocation of position titles, grade levels and Regional Bureaux. A sampling fraction of about 25% was used within each of the strata. For example, in ODK, about a quarter of all P3 Programme Officers were selected; etc. A random sampling method was used within each sampling fraction, ensuring, however, a complete gender balance in the overall sample. More specifically, out of a total of 375 staff in relevant positions for whom PACE was required in 2006, the sample consisted of 90 PACEs of staff[128] (45 men and 45 women) distributed as follows[129]:

---

[127] For both groups of staff, OEDE relied on the most recent HR staff lists, dated 31 October 2007.
[128] Note that the sample does not reflect an exact 25% the stated total, because of adjustments which had to be made when searching the PACEs: (a) when division by ¼ was impossible, 1/2 were rounded up to 1; (b) in the frequent cases where PACEs were missing or not completed, a back-up list was used to maintain the balance of the sample. Here, it was impossible to obtain exact balance of job, title, grade and RB.
[129] Note also that the sample's distribution of PACEs by RB, grade and job description reflect the distribution of <u>available</u> PACEs (which is skewed due to a large number of missing / incomplete PACEs), not the actual distribution of staff .

TABLE 3: PACE Sample characteristics

Grade distribution					
P-5	8	**9%**	**Regional distribution**		
P-4	24	**27%**	HQ	14	16%
P-3	29	**32%**	ODB	13	14%
P-2	29	**32%**	ODC	5	6%
total	**90**	**100%**	ODD	13	14%
Job title distribution			ODJ	10	11%
Programme adviser	12	13%	ODK	19	21%
Programme Officer	69	77%	ODP	4	4%
Programme Officer VAM	8	9%	ODS	12	13%
Policy Officer	1	1%	total	90	**100%**
total	**90**	**100%**			

95. The common characteristic of staff in the sample is their professional responsibility for programming and operations and – in a large part of the jobs – also their closer proximity to the realities in the field. The sub-commitments of the current gender policy related to programming, form an integral part of the day-to-day functions of staff in these positions. It would therefore be expected that references to gender-related responsibilities are included in the reviewed PACEs.

III. Findings of PACE analysis

A. PACEs of all WFP International Professional staff in management positions

96. For the category of **staff in managing positions**, a total of 154 WFP international professional staff were required to have completed PACEs in 2006. Of these, 46 had PACEs which were not finalised; 4 were considered incomplete; and 31 had no PACE registered (submitted) in the system. Hence, only 73 PACEs were considered relevant for analysis. Of these, 8 PACEs were found to make reference to gender related activities under "Individual Outputs". These corresponded to PACEs of 7 D-1 level Country Directors (1 in ODB, 1 in ODK, 2 in ODC, and 3 in ODD) and one P-5 level Chief (HQ). Five of the references are related specifically to hiring and/or maintaining gender balance in staffing. One of the 8 PACEs (from ODD) also contained reference to the staff's performance in gender under the section of Overall Performance Review.

97. It should be noted here that, as of January 2007, PACEs of staff at grade level P5 and above, have included a mandatory clause under Individual Outputs (linked to unit workplan MO2) that reads: *"Corporate set targets related to the management of human resources are met, e.g. gender and nationality recruitment, PACE compliance, etc"*. The related key performance indicators include "% of female recruited", with targets to be defined by the respective departments/divisions to meet corporate targets.

B. PACEs of other International Professionals (P2-P5)

98.   Of the 90 PACEs in the second group of **other international professionals**, 18 mention gender related activities under "Individual Outputs". Of these, three (3) also contain reference to the staff's gender related performance under the section of Overall Performance Review. One PACE makes no clear mention of gender in "Individual Outputs" but includes comments on the staff's gender related performance under the Performance Review. Interestingly, that was a PACE of a Gender Focal Point at HQ.

99.   Hence, a total of 19 PACEs (21% of the sample) in that group were found to make some reference to gender in . Of these, 10 were of male and 9 of female staff, most of whom (14) were at P-2 or P-3 level. Most were from duty stations under ODK (5), ODD (3) and HQ (3). All PACEs except one (that of a Programme Advisor / M&E Regional) were of Programme Officers, of which 2 were JPOs, one VAM and one pipeline officer. More details on the findings are presented in Table 4 below:

TABLE 4: Gender requirements included in PACEs of selected International Professionals Staff

Position Title	No. PACEs with gender reference	No. PACES in sample	% of sample	% of PACEs with gender reference
Programme Officer	15	65	23%	79%
Programme Officer JPO	2	4	50%	11%
Programme Officer VAM	1	8	13%	5%
Programme Adviser	1	12	8%	5%
Policy Officer	0	1	0%	0%
total sample	**19**	**90**	**21%**	**100%**
Duty Station	**No. PACEs with gender reference**	**No. PACES in sample**	**% of sample**	**% of PACEs with gender reference**
HQ	3	14	21%	16%
ODB	3	13	23%	16%
ODC	1	5	20%	5%
ODD	3	13	23%	16%
ODJ	2	10	20%	11%
ODK	5	19	26%	26%
ODP	0	4	0%	0%
ODS	2	12	17%	11%
Total sample	**19**	**90**	**21%**	**100%**
Grade level	**No. PACEs with gender reference**	**No. PACES in sample**	**% of sample**	**% of PACEs with gender reference**
P-2	7	29	24%	37%
P-3	7	29	24%	37%
P-4	4	24	17%	21%
P-5	1	8	13%	5%
Total sample	**19**	**90**	**21%**	**100%**

Gender sensitisation and career development (ECW VIII.8 – VIII.10)

I. Gender sensitization and training

100.   WFP's corporate career development and training programme are managed and controlled by HQ. The planning and implementation of all other types of staff training are decentralised to the regional and national levels with little information passed on – for monitoring purposes – to HQ. In lack of a central repository of training-related information, it is difficult for WFP to obtain a corporate view of the direction training is taking in the organisation. This leads to overlap of training, lost training opportunities, unclear training needs assessment and inaccurate targeting of learning activities. In addition, there is no general corporate training policy or guidelines.

101.   In this context, it has been difficult to assess achievement of the following three sub-commitments: (a) a gender sensitization element will be included in all training courses, where relevant (ECW VIII.8); (b) professional staff, national and international, will receive training in the guidelines for implementing the ECW relevant to their functions (ECW VIII.9); and (c) staff of partner agencies will be included in training for implementing the ECW at an overall level of 15 percent of the participants (country level) (ECW VIII.10).

102.   From information available at HQ, it is possible to conclude that no specific training policy and guidelines have been developed for gender sensitization of corporate training programmes; except from those developed for the implementation of the Gender Policy (ECW VIII.8). Again based on HQ information, specific gender modules are included in the Emergency Food Security Assessment Training and in the JPO's Induction Training. Gender considerations are discussed (although not in specific module) in the *Food and Nutrition Training,* General Training of Trainers, HIV/AIDS in the Workplace Programme, and Peer Support Volunteers Training. The following list of training programmes, posted in WFP-GO, would be expected to include gender sensitization elements:

- Career Assistance Programme - *No gender module included*
- Contingency Planning Regional Workshops - *No information available*
- Continuing Education - *No, unless course on gender is selected by staff member*
- Country Directors' Training Programme - *No gender module included*
- Decentralized Programming Training *No information available*
- Emergency Preparedness – *No gender module included*
- Emergency Response Training-(*currently under review) No gender module included.*
- Management Development Centre - *No gender module included*
- Results Based Management &Capacity Building Training–*No gender module included*
- Safety and Security Awareness Training - *No gender module included*
- School Feeding Training Programme - *Inclusion of gender depends on the CO.*

103.   ECW training for staff at HQ appears to have been inadequate while the needs to enhance capacity of Gender Focal Points (GFPs) on gender analysis and planning has not

yet been met (ECW VIII.9)[130]. The present study was not been able to access decentralised information on the proportion of staff of partner agencies included in training for implementing the ECW. Hence, it has been impossible to assess whether the target of 15% has been achieved. (ECW VIII.10).

II. Career development

104.   Career development policies[131] provide equal access to opportunities for both men and women staff members without specifying positive measures to promote access to and participation by women in career development. The Gender Policy specifically requires HR to provide measures to increase the proportion of women in management positions by developing the capacities of qualified female staff for management positions while balancing out gender gaps with outside recruitment (ECW VIII.5).

105.   In response, considerable efforts have been made, over the past five years, to prepare female staff for future roles. A total of 106 women participated in corporate emergency response training in the period 2003-2007, at a rate of 17 to 28 per year. On average, 30% of participants in each training session have been women (target 50 percent). Greater proportions of women are also involved in the United Nations Rome-Based Management Development Centre (MDC). Since the beginning of 2006, 60% of the participants nominated by WFP to participate annually have been women. WFP management has taken action to increase the flow of women into senior levels, both through reassignment and through promotion. As illustrated in earlier sections, actions have lead to a dramatic increase in the proportion of women Deputy Country Directors and deputy regional directors. A number of succession planning exercises have also been undertaken (in 2004 and 2006) to identify and support promising senior-level staff.

106.   With regard to mentoring and coaching, although WFP does not have a related programme, it appears to have a distinct "mentoring culture" where staff entering new functions are assisted and supported by their senior colleagues. During the period under review, Women Leaders Meetings were organised on two occasions, as part of WFP's Global Forum, to allow discussion on issues of mentoring and coaching of female staff. The more women enter senior positions, the more there will be role models and mentors to guide and encourage young/new female staff.

107.   Despite these valuable efforts, the attitudes of female staff members with regard to opportunities for career development appear to be more negative than their male peers. The 2006 Global Staff Survey provided some insights in this respect. Less women (48%) than men (59%) believed that their jobs provide a chance to learn new skills and develop one's talents. Similarly, 38% women (compared to 33% men) were unfavourable regarding the question of whether WFP is offering an opportunity for advancement (another 35% and 34% respectively were neutral). More women than men (53% against 46%) felt that work-related stress was a problem in their office in the past year.

---

[130] World Food Programme (WFP) (2007), 'Desk Review of Implementation: Enhanced Commitments to Women to Ensure Food Security (Gender Policy 2003-2007)', Gender, Mother and Child Health Service Policy, Strategy and Programme Support Division (PDPG), by Franklina Mantilla, Rome.
[131] Continuing Education Policy for Headquarters Staff (HR2002/003); and Career Development Policy (HR99/004)

Summary conclusions on gender mainstreaming

Gender mainstreaming in HR Policies

108. All WFP HR policies make careful consideration to equality in terms of nationality, gender, age, etc. They do not explicitly mention "women" or "gender", but they are designed with attention to discourage sex-discrimination and generally to provide for gender-related exigencies. The HR procedures governing, recruitment and promotion lack explicit provisions of positive measures to promote gender balance as envisaged by the Gender Policy 2003-2007. Nevertheless, gender balance issues have been addressed in multiple ways over the past five years. HR has also been very active in issuing a new policy directives (or revised older directives) to promote various important aspects of work-life balance.

109. As illustrated by the data analysis, however, the establishment of such arrangements has not translated into better retention of female staff, nor have they improved women's representation in higher decision-making positions, or in hardship duty stations. This calls for a need to further examine the extent to which current HR arrangements are adequately addressing female staff's exigencies.

110. On the whole, it can be argued that gender has been adequately mainstreamed in WFP's HR policies. Difficulties persist, however, in the practical application of these policies, which is evident in the inability to achieve parity goals. In comparison with the previous gender policy (1996-2001), it also appears that there has been less commitment to ECWs and less effort invested in encouraging accountability of the policy's implementation requirements. Since 2001, gender seems to have gradually moved down the WFP priority list, to the point of not allocating a budget against the prestigious Bertini Award.

Gender mainstreaming in the GJP

111. The inclusion of gender-related tasks in the expected results, accountabilities or success factors of seven key WFP jobs profiles reflects a high prioritisation of ECWs and a keen interest to mainstream gender activities – especially in programming – in the organisation's standard performance requirements and expectations. Equally positive is the fact that respect, sensitivity and fairness vis-à-vis diversity (including gender) feature throughout all GJPs as required competencies. As discussed below, in practice, the expectations stated in the GJP are not translated into well-monitored individual staff performance outputs in the PACEs. Hence, they remain of limited use.

112. Based on the objectives and the outputs of the ECW, it would be expected to see some reference in GJPs to meeting HR corporate gender parity targets in recruitment, at least at the higher grade levels. Interestingly, such mention was not present as an expected result, accountability or success factor in any of the GJPs.

Gender mainstreaming in the PACE

113.   The inclusion of gender in WFP's only individual performance tracking system (PACE) is very low. This raises questions about the PACE's usefulness as a tool to motivate staff to comply with ECW or to hold them accountable for actions. Structurally, the PACE is limited in terms of reflecting adequately the real gender tasks performed by staff. Outputs refer to specific expected results which are directly linked to Unit Workplan codes. As such, they do not capture the process employed by staff to achieve those outputs, which is essential when dealing with cross-cutting issues such as gender priorities and policies.

114.   A review of the sections on "Competencies" of PACEs revealed that references to gender were included indiscriminately, throughout, as standard phrases using the exact wording from the GJPs. No effort seems to have been invested into using the "Competencies" section of the PACE to measure the gaps in the capacities required to meet the organizational gender mandate, as set out in the 2004 Indicator Compendium of the ECW. The objective of measuring competency gaps would be to identify training /capacity building needs. In this respect, it was also noted that no reference to gender-related learning activities was found in the section of "Learning Planning and Development" of the PACEs reviewed.

115.   The new clause added in 2007 as an output on PACEs of staff at level P5 and above (mentioned above), is a positive step towards improving monitoring and accountability on the implementation of the policy's hiring requirements. However, there is still no space allocated for comments on the (a) efforts managers have made towards achieving the set targets; (b) the constraints faced; (c) the reasons why targets could not be achieved; etc.

Gender mainstreaming in gender sensitisation and career development

116.   Gender-related sensitisation and training (like other training) is largely decentralised to the point that WFP has lost a corporate view of the direction the training is taking. Lack of (or fragmented) training information at HQ makes it difficult to target, monitor and assess corporate training-related achievements. In the past five years, no specific training policy and guidelines have been developed for gender sensitization at corporate level. The inclusion of gender elements in relevant training programmes has been low.

F.   Opportunities for Improvement

117.   The findings and conclusions presented in this paper demonstrate that – despite major challenges – WFP/ADH have made tremendous efforts towards achieving HR gender policy objectives. Although targets were not met, WFP has undoubtedly learned valuable lessons in the process of trying to meet them, which should be seen as a strength to capitalize on for future policy formulation. Drawing on this strength, it is suggested that WFP focuses on a set of key areas that offer important opportunities to improve gender equality and mainstreaming in the organisation's human resources. These are the areas of gender sensitization; performance assessment and accountability; recruitment procedures and practices; career development and progression; and retention.

i. Gender Sensitization

118.   The evidence presented in this paper indicates, with little doubt, that WFP has lost some ground in terms of commitment to the ECW's HR-related objectives, compared to the implementation of the previous gender policy (1996-2001). To regain lost momentum, efforts need to be invested in **promoting better understanding** - among all levels of staff - on the importance of gender parity in addressing WFP's mandate more efficiently. Examples can be drawn from recent private sector findings regarding the contribution of mixed gender teams to improved business performance. The model of "womenomics" can also be used to demonstrate how women's equal representation in WFP's workforce is an added value to the organization's work (and hence in anyone's interest) rather than an imposed obligation for managers to abide by.

119.   **Gender sensitization and training needs to be streamlined** with well defined corporate level training policies and guidelines. Decentralised training programmes related to gender (or including gender elements) need to be **better coordinated at the HQ-level**, so as to ensure proper targeting, monitoring and assessment of training-related achievements.

ii. Performance assessment and accountability

120.   The low inclusion of gender in the PACE provides a clear indication that WFP is unable to monitor and assess, in a consistent and reliable manner, the performance of staff in terms of achieving gender policy objectives. This raises questions about the usefulness of WFP's only individual performance tracking tool – in its current structure and modality of use - in motivating staff to comply with ECW or to hold them accountable for related actions.

121.   There is a need to explore ways of **incorporating key gender requirements** (not only related to hiring) in the PACE - perhaps in a separate section - not directly linked to a Unit Work-plan code, but **as a cross-cutting issue**. For the PACE to be useful in assessing performance against gender priorities and policies, it should be able to capture, not only results, but also the process employed by staff to achieve those results. Such information would provide management and ADH with valuable insights – which are currently lacking – on why gender policy targets were not / could not be met. The PACE might need to be **complemented by other methods** (such as messages through ED circulars and directives) to encourage staff to strive towards meeting gender targets and providing accountability.

iii. Recruitment procedures and practices

122.   Data showing no increase in the recruitment of women indicate a need to address a series of constraints in WFP's recruitment process. A concern is the loss of strategic view – at the central level - over the highly decentralised recruitment procedures and practices. To regain this, **ADH at HQ must have a more upstream role in the decision-making process** of de-centralised recruitment, rather than entering into the process at the final approval stage. It also needs to adopt a more structured approach to **ensuring that rigour is upheld** in the system. In so doing, ADH would not be playing the policing role,

but it would be placing itself in a better position to ensure **that corporate recruitment targets are met**.

123. **Recruitment rosters also need to be improved** – perhaps by narrowing down the pools - in order to ensure more rigorous quality assurance of potential female candidates. In addition, the recruitment **capacities of hiring managers** at the regional and country levels need to be enhanced with the specific skills necessary to improve gender balance in staffing. The wide gender disparity in management-level positions points to the need for more **pro-active attention to recruiting women at higher grade levels** (P-5 and above).

iv. Career development and progression

124. The widening gender gap, starting at the P-3 level and peaking at the organization's high management-level positions, calls for improved measures, not only in hiring targets but, more importantly, in **enhancing the career development and progression of existing WFP female staff.** This would require high-priority attention to the provision of training, mentoring and coaching opportunities to talented female staff. Reassignments (including lateral moves) can be used more strategically to provide exposure to different working and management situations.

125. JPOs and national officers represent important **recruitment pools of qualified young female staff** to be promoted and gradually supported through an effective international career strategy to assume higher positions within the organisation. More efforts should be made – perhaps through a conscious policy decision - to draw effectively on these pools and to facilitate progression of young women to higher-level responsibilities. Some institutional blockages might need to be removed to facilitate the passage from "externally funded JPO" to "WFP funded staff member", or from "national" to "international officer".

126. WFP also has fertile **pools of potential senior managers** that need to be further strengthened. As indicated above, impressive progress has been made in this regard with female Deputy Country Directors. Similar efforts should **concentrate on promising P-5s** to be identified and promoted to director positions. Succession planning exercises, such as the ones already carried out, could be repeated to focus specifically on the P-5 level.

v. Retention

127. As demonstrated by the data analysis, WFP's good HR policy arrangements have not translated into better retention of female staff, nor have they improved women's representation in higher decision-making positions, or in hardship duty stations. This hints to difficulties in the practical application of HR policies, but also to the existence of barriers or disincentives to women's advancement in WFP's workforce. These need to be further explored and understood through a targeted study that would **examine the extent to which current HR policies and practices are adequately addressing female staff's exigencies** in terms of reassignment and career progression. The study should seek to include explanations on why women resign at a younger age than men and why they seem to be paying a much higher personal cost (more broken families among female staff, etc.) to pursue a career in WFP.

Evaluation of WFP's Gender Policy 2003-2007:

A Desk Review of Human Resources

Annexes

Annex 1

List of Documents Consulted

1. 'Gender Sensitive Food Aid Programme', (Gender Survey Report), Training manual for WFP Gender training, 2000.

2. 'Mainstreaming Gender Perspectives in Programme Budget Processes Within the United Nations System'- Project Three, WFP CASE STUDY, Prepared by Tony Beck (one chapter on HR).

3. United Nations (2007), 'A guide to Mobility and Hardship Arrangements', International Civil Service Commission.

4. Women's Commission for Refugee Women and Children (2006), 'Moving Up the Food Chain: Lessons form Gender Mainstreaming at the World Food Programme'.

5. World Food Programme (WFP) (1998), 'Introduction of a Family Leave Option', Human Resources Division Directive, 29 May.

6. World Food Programme (WFP) (1999), 'Hours of Work, Human Resources Division Directive, 20 April.

7. World Food Programme (WFP) (2001), 'Policy Guidelines for Breastfeeding', Human Resources Division Directive, 21 November.

8. World Food Programme (WFP) (2001), 'Strategic and Financial Plan (2002-2005)', Financial and Budgetary Matters, Agenda item 5, Rome.

9. World Food Programme (WFP) (2002), 'Continuing Education Policy for Headquarters Staff', Human Resources Directive, 7 February, Rome.

10. World Food Programme (WFP) (2002), 'Consolidated Framework of WFP Policies, An Updated Version', Information Notes, Rome.

11. World Food Programme (WFP) (2002), 'Gender Policy 2003–2007, Enhanced Commitments to Women to Ensure Food Security', Policy Issues, Agenda item 4, Rome.

12. World Food Programme (WFP) (2002), 'Implementing WFP's Commitments to Women 1996-2001: Desk Review of Experience', Rome.

13. World Food Programme (WFP) (2002), 'Summary of Evaluation Recommendations and Management Response – Thematic Evaluation of WFP's Commitments to Women, 1996-2001', Information Notes, Rome, 21-25 October.

14. World Food Programme (WFP) (2002), 'Summary Report of the Thematic Evaluation of the WFP's Commitments to Women (1996-2001)', Evaluation Report, Agenda item 6, Rome.

15. World Food Programme (WFP) (2002), 'Summary of Staff Consultations in Preparation of the WFP gender Policy 2003-2007', Strategy and Policy Division.

16. World Food Programme (WFP) (2002), 'Thematic Evaluation of WFP's

Commitments to Women 1996-2001, Desk review- Human Resources'.

17. World Food Programme (WFP) (2003), 'Human resources Policy Document on Administrative Procedures for international Professional Staff'', 1 October, Rome.

18. World Food Programme (WFP) (2003), 'Lessons from WFP's Commitments to Women 19996-2001 and Recommendations for the Gender Policy 2003-2007', Rome.

19. World Food Programme (WFP) (2004), 'Information Note on Geographical and Gender Distribution of International and Locally Recruited Staff, Information Notes', Rome.

20. World Food Programme (WFP) (2004), 'Performance and Competency Enhancement Programme (PACE) – Transition from MAP', Memorandum, 26 July, Rome.

21. World Food Programme (WFP) (2004), 'Special Operation Approach', Human Resources Division (HR).

22. World Food Programme (WFP) (2004), 'Special Operation Approach (SOA) Implementation', Memorandum, 6 December, Rome.

23. World Food Programme (WFP) (2004), 'WFP Policy on Staff Recruitment and Geographical Representation of Members States', Policy Issues, Agenda item 4. Rome.

24. World Food Programme (WFP) (2005), 'Celebrating WFP Staff, Directive on Internal Awards', Policy and Procedures, 29 September.

25. World Food Programme (WFP) (2005), 'Flexible Work Arrangements, Directive on Telecommuting', Policy and Procedures, 21 March.

26. World Food Programme (WFP) (2005), 'Human Resources Policy Document on Reassignment, Rotation and Mobility of International Professional and Higher Category Staff', ADH, 1 October, Rome.

27. World Food Programme (WFP) (2005), 'Implementation of the Gender Policy 2003-2007, Enhanced Commitments to Women, Mid-Term Review, Final Full Report', Commissioned by WFP/Policy, Strategy and Programme Support Division/Gender Unit.

28. World Food Programme (WFP) (2005), '2005 Promotion Exercise: Clarification on the Promotion Criteria'', Memorandum, 8 March, Rome.

29. World Food Programme (WFP) (2006), 'Duty Station status. Directive on Determination of Waiting Period upon Change of Duty Station Status', Policy and Procedure, 30 January, Rome.

30. World Food Programme (WFP) (2006), 'Gender Mainstreaming in WFP Policies and Guidelines, Part 1, Main Report', An Assessment by the Gender, Mother and Child (PDPG) Policy, Strategy and Programme Support Division, WFP.

31. World Food Programme (WFP) (2006), '2006 Global Staff Survey', Survey Results.

32. World Food Programme (WFP) (2006), 'Life/Work Balance, Directive on Rest and Recuperation (R&R) Incentive', Policy and Procedure, 13 November, Rome.

33. World Food Programme (WFP) (2006), 'Organizational Design & Review, Directive on Generic Job Profile (GJPs)', Policy and Procedure, 26 September.

34. World Food Programme (WFP) (2006), 'Summary Report May 2006, Total World Food Programme'.

35. World Food Programme (WFP) (2006), 'Work Life Balance, Directive on Spouse Employment', Policy and Procedure, 25 July.

36. World Food Programme (WFP) (2006), 'Work Life Balance, Directive on Paternity Leave', Policy and Procedure, 20 July, Rome.

37. World Food Programme (WFP) (2007), 'Annual Performance Report for 2006', Annual Reports, Agenda item 4, Rome.

38. World Food Programme (WFP) (2007), 'Annual Staff Assessment Rates for professional and Higher Categories', Memorandum, 18 October, Rome.

39. World Food Programme (WFP) (2007), 'Children's and Secondary Dependant's allowances effective 1 January 2007', Memorandum, 20 March, Rome.

40. World Food Programme (WFP) (2007), 'Change in procedures regarding approval of Within-Grade Salary Increments (WIGSI)', Memorandum, 7 October, Rome.

41. World Food Programme (WFP) (2007), 'Organizational Design & Review, Directive on Generic Job Profile (GJPs)', Policy and Procedure, 27 November, Rome.

42. World Food Programme (WFP) (2007), 'Desk Review of Implementation: Enhanced Commitments to Women to Ensure Food Security (Gender Policy 2003-2007)', Gender, Mother and Child Health Service Policy, Strategy and Programme Support Division (PDPG), by Franklina Mantilla, Rome.

43. World Food Programme (WFP) (2007), 'End-of-Term Evaluation of WFP's Gender Policy, 2003-2007: "Enhances Commitments to Women to Ensure Food Security"', Preliminary Draft Inception Report.

44. World Food Programme (WFP) (2007), 'Gender and Geographical Diversity: a way forward for meeting established targets', Policy Issues, Agenda item 4, Rome.

45. World Food Programme (WFP) (2007), 'Gender Mainstreaming in WFP Life and Work Balance Policies and Guidelines: A Desk Review', PDPG, by Franklina Mantilla, Rome.

46. World Food Programme (WFP) (2007), 'Policy on Harassment, Sexual Harassment and Abuse of Authority', Executive Director's Circular (Human Resources Division), 14 February.

47. World Food Programme (WFP) (2007), 'WFP Human Resources Policy Document on Recruitment, Selection and Appointment of General Service Staff at Headquarters', WFP Human Resources Division, January.

48. World Food Programme (WFP) (2007), 'WFP Practice in Disciplinary Matters', April 2005 – April 2007.

49. World Food Programme (WFP) (2008), 'Directive on Special Leave', Human Resources Division, Policy and Procedure, 7 January, Rome.

List of ED and AD Directives, Circulars and Memoranda

1) Introduction of a Family Leave Option (29/05/1998)

2) Hours of Work (20/04/1999)

3) Directive on telecommuting (21/03/2005)

4) Directive in Rest and Recuperation (R&R) Incentive (13/11/2006)

5) Directive on Spouse Employment (25/07/2006)

6) Directive on Paternity Leave (20/07/2006)

7) Policy Guidelines for Breastfeeding (21/11/2001)

8) Special Measures for Protection from Sexual Abuse and Exploitation in Humanitarian Crisis (15/02/2005)

9) Sexual Abuse and Exploitation in Humanitarian Crises and other Operations (25/04/2003)

10) Policy on Harassment, Sexual Harassment and Abuse of Authority (14/02/2007)

11) Directive on Internal Awards (29/09/2005)

12) Directive on Generic Job Profile (26/09/2006)

13) Directive on Determination of Waiting Period upon Change of Duty Station Status (30/01/2006)

14) Directive on Generic Job Profile (GJPs), Organizational Design & Review, (27/11/2007)

15) Continuing Education Policy for Headquarters Staff, (7/02/2002)

16) Directive on Special Leave (7/01/2008)

17) Special Operation Approach (SOA) Implementation, Memorandum, (6/12/2004)

18) Performance and Competency Enhancement Programme (PACE) – Transition from MAP, Memorandum, (26/7/2004)

19) 2005 Promotion Exercise: Clarification on the Promotion Criteria, Memorandum, 8/3/2005)

20) Annual Staff Assessment Rates for Professional and Higher Categories, Memorandum, (18/10/2008).

21) Children's and Secondary Dependant's allowances effective 1 January 2007, Memorandum (20/3/2007)

22) Change in procedures regarding approval of Within-Grade Salary Increments (WIGSI), Memorandum (7/10/2007).

Electronic Data Sources

World Food Programme (WFP) (2007), '2007 ECW Self Assessment: Country Office'.

WFP-GO, http://home.wfp.org/hrmanual/default.htm (Human Resources Documentation).

WFP-GO, http://home.wfp.org/hrmanual/Reference/GJP.htm (Generic Job Profiles).

WFP-GO, http://home.wfp.org/circular/hr.htm (ADH Directives & Memoranda).

WFP-GO, http://e-recruitment.wfp.org/sn/main.jsp (Staffnet).

WFP-GO, http://home.wfp.org/docustore/manuals/hr.htm (Manuals and Guidelines - Human Resources).

WFP-GO, http://docustore.wfp.org/ceremonies_awards/index.htm (WFP Ceremonies and Awards)

Annex 2

WFP'S Gender Policy 2003-2007: Sub Commitment VIII
Goal of ECW VIII:

Achieve gender equality in staffing at all levels and in all functions.

Promote gender equality and empower women.

Sub-commitments:

VIII.1 At least 50 percent of the staff recruits in each of the following staff categories will be qualified women: international Professionals, national Professionals (both globally) and General Service staff (country level).

Objective: Ensure men and women are equally represented in all staffing categories and at all levels.

Outputs:

1. At least 50 percent of international professional staff recruits are women (globally).

2. At least 50 percent of national professional staff recruits are women (globally).

3. At least 50 percent of general service staff recruits are women (country level). Applicability:

   - This sub-commitment is applicable globally and in all CO as indicated above.

   - Country Offices, Regional Bureaux, and Human Resources (HR) are responsible for creating guidelines for reaching a gender balance at the different levels and within different job categories. Hiring and reassignment priorities for each office are to be established according to these quotas and a time frame is to be developed for its achievement.

VIII.2 At least 75 percent of all local food aid monitor recruits will be qualified women (country level).

Objective: Help ensure female beneficiaries maintain unfettered access to household food aid by increasing the number of female food aid monitors.

Output: At least 75 percent of all local food aid monitor recruits will be qualified women.

Applicability:

- This commitment applies to all operations and is particularly important for emergency and protracted relief operations that assist refugees and IDPs.

- Responsibility for implementation of this commitment lies with the Country Management Team.

VIII.3 In functions where women are considerably under-represented (i.e. where the gender gap is greater than 25 percent), special efforts will be made to recruit qualified women so that the gap is reduced by half (global level for international staff, country level for local recruits).

Objective: Gender gap in targeted positions and functions is reduced by half.

Output: Recruitment initiatives that target qualified women are activated for functions and positions where the gender gap is greater than 25%.

Applicability:

1. This sub-commitment is applicable globally in all offices.

2. All WFP managers are responsible for closing the gender gap by hiring qualified female candidates in new positions.

3. Where this is not possible, managers will demonstrate efforts undertaken to recruit women and provide reasons for non-compliance.

4. This will continue to be one of the performance requirements in the MAPs of managers.

VIII.4 The proportion of women on all rosters of potentially qualified applicants for international Professional posts will be at least 50 percent (global level).

Objective: Ensure equal numbers of qualified male and female candidates are listed on employment rosters by the organisation at any time.

Output: Men and women are equally represented on rosters for international professional positions.

Applicability:

- All existing international professional rosters will be assessed separately.

- These include: Operations Department: Programme Officer Roster, Vulnerability Assessment Officers Roster, Food aid Monitors/Observers Roster; Transport & Logistics Division: Transport/Shipping Officers Roster, Transport/Logistics Officers Roster, Warehouse Supervisor Roster , Workshop/Fleet Supervisors Roster; Finance and Administration Division: Finance and Administration Officers; Information & Communications Technology Division: Information Systems Officers Roster, Radio-Operations Supervisors Roster; Human Resources Division: Human Resources Officers

Roster; Office of Internal Audit: Internal Auditors Roster; Resources & External Relations Division: Resources Mobilization Officers Roster, Public Affairs Officers Roster; Management Services Division: Procurement Officers Roster, Site Facilities Managers Roster, Security Officers Roster.

VIII.5 Measures will be taken to increase the proportion of women in management positions [note: Country Director and Deputy Country Director and all D-1 and above positions] by developing the capacities of qualified female staff for management positions while balancing out gender gaps with outside recruitment.

Objective: Ensure women are equally represented in executive-level and decision-making positions.

Outputs:

1. The proportion of women in Country Directory positions is increased.

2. The proportion of women in Deputy Country Director positions is increased.

3. The proportion of women in D-1 and above positions is increased.

Applicability : This sub-commitment is applicable globally.

VIII.6 Measures will be taken to facilitate an increase in the proportion of international female staff in humanitarian assistance operations by:

- o developing a women's induction programme for such operations;
- o ensuring gender balance on the emergency response roster for qualified staff; and
- o ensuring gender balance among the emergency response training participants and team leaders.

Objective: Reduce gender gap across international professional staff in humanitarian assistance operations.

Outputs:

1. International female staff in humanitarian assistance operations are recruited through a women's induction programme.

2. Men and women are equally represented on the emergency response roster.

3. Men and women are equally represented among emergency response training participants.

4. Men and women are equally represented among emergency response training team leaders.

Applicability: This sub-commitment is applicable to humanitarian assistance programmes/emergency operations (EMOP).

VIII.7 All human resources policies will continue to consider a gender equality perspective.

Objective: Ensure that human resources policies are based on the principle of gender equality, are gender sensitive and provide possibilities for staff members to combine their professional and personal priorities.

Outputs:

1. Gender-sensitive human resource arrangements are established to the benefit of staff needing to address the demands of personal life.

2. Special arrangements are used by staff to better cope with personal life demands.

3. Family/personal needs and the stages of staff members' private lives are considered and reflected in their reassignments.

Applicability:

- This commitment applies to HR policies and human resource decisions taken by HR and WFP managers at international and national levels.

- It is also concerned with any new WFP staffing policies and strategies.

VIII.8 A gender sensitization element will be included in all training courses, where relevant.

Objective: Create an enabling environment for the promotion of gender equality.

Output: Training courses include gender-sensitization modules where appropriate.

Applicability: The sub-commitment is applicable globally and is the joint responsibility of the Training Unit in HR and the Gender Team in PSPP.

VIII.9 All Professional staff, national and international, will receive training in the guidelines for implementing the ECW relevant to their functions.

VIII.10 Staff of partner agencies will be included in training for implementing the ECW at an overall level of 15 percent of the participants (country level).

Annex 3

Terms of Reference
Researcher / Data Analyst

Desk Review of human resources (HR) information in support of WFP's evaluations of Gender Policy 2003-2007 and Capacity Building

Purpose

This consultancy is intended as a desk review to provide background information and analysis on human resource (HR) issues related to WFP's Gender Policy 2003-2007 and capacity building activities under Strategic Objective No. 5 (S05). The resulting desk review paper will inform overall evaluations of the same.

Gender Policy 2003-2007: Enhanced Commitments to Women (ECW) to Ensure Food Security

Analysis of HR data relevant to gender will focus on two distinct issues: (1) *gender equality* in staffing, opportunities and duties (ECW VIII), in other words the balance between men and women, and the increased opportunities for women and (2) *gender mainstreaming*, ie. ensuring that WFP's general human resources policies are gender sensitive and provide possibilities for both male and female staff members to combine their personal and professional priorities (ECW VI and VIII).

In the context of the overall Terms of Reference for the Evaluation of the WFP Gender Policy 2003-2007, under the overall supervision of the OEDE Evaluation Manager, and in direct consultation with the Team Leader and Technical Advisor, the consultant shall perform the following duties:

Gender equality:
- Report any explicit gender policy relating to hiring, benefits and promotion of women in WFP. (We need to look at the exact language, and then investigate how it is understood by those with primary responsibilities.)
- Review WFP's <u>recruitment and reassignment policies</u> to ensure that they effectively support the goals of gender balance; report any changes of policies over the course of the gender policy (from 2003-2007);
- Review data relating to hiring and firing since 2003 (and/or reports that have already analyzed that data), present this data in appropriate charts, disaggregated by sex,, and analyse and discuss the implications of the data, including to what factors the author might attribute any irregularities / disparities in progress toward agreed targets, and why. . The analysis should include information regarding women at different levels of seniority, women in Rome versus the field, women as food monitors, and international versus local women.
- Review WFP's <u>competencies and standard job profiles</u> to assess extent to which they clearly and adequately assign responsibility to WFP managers for gender

balance in recruitment, grade level and promotion; This should include not only those within human resources (do they have targets, and is their tenure dependent upon achieving results?), but also those managers who have personnel responsibilities within their own units.)

- Review <u>current directives</u> pertinent to the personal situation of WFP staff, and to the balance between their working and private lives, ensuring that they are gender equitable, ie. to what extent has WFP's leadership issued directives related to balance between professional and personal responsibilities? Do they apply only to women, or equally to men? Identify all such policies, be the related to flex-time, vacation and personal days, working at home, maternity/paternity leave, part-time work or job-sharing, etc.
- Review WFP's PACE performance assessment system to see if the system effectively assesses manager's attention to gender equality

Gender mainstreaming (ensuring that policies that do not say "women" or "gender" on them, are also appropriate – not promoting any sex-discrimination, recognizing or anticipating disparate impacts, providing for gender-related exigencies):

- Review WFP's competencies and standard job profiles to assess extent to which they clearly and adequately assign responsibility to WFP managers for supporting and promoting **women's** recruitment and career development;
- Review current directives pertinent to the personal situation of WFP staff, and to the balance between their working and private lives, ensuring that they are supported by an effective career support strategy;
- Review WFP's PACE performance assessment system to see if and how the system effectively assesses managers' attention to gender mainstreaming.

- Review WFP's PACE performance assessment system to see if the system is designed to recognise and reward individual staff members' commitments to WFP's Gender Policy (ie. incentives, awards, special recognition);
- Identify any training courses that are offered and/or required for those responsible for hiring, benefits and promotion within WFP – and either solely or partly address sex-discrimination and promotion of women within the organization.

Gender equality and mainstreaming:
- Review recommendations from Evaluation of WFP Gender Policy 1996-2001 and assess what steps have been taken to meet these recommendations, and to what effect. Put that review into a chart that shows the recommendation, and action taken.
- Review recommendations from the Mid-Term Evaluation of Gender Policy 2003-2007 and assess what steps have been taken to meet these, and to what effect. Put that information into a chart that shows recommendations and action taken.
- Identify key stakeholders at headquarters with responsibility for human resource policies or programs, for data collection, or for implementation, with whom the team leader ought to meet in January. Give the name of the individual, the title, a summary of his/her responsibilities, and the issues to raise with her/him.

Capacity Building

For capacity building, one important dimensions is the trade-off and (difference in) skills sets between "getting the job done" and "enabling others to get the job done", which often requires a lot more time and a different approach. With this in mind, the consultant will:

In the context of the overall Terms of Reference for the Evaluation of the WFP Capacity Building Activities, under the overall supervision of the OEDE Evaluation Manager, and in direct consultation with the Team Leader, the consultant shall perform the following duties:

- Review WFP competencies and standard job profiles to analyze whether and how they deal with capacity building;
- Review whether WFP's performance assessment system (PACE) is designed and used to assess and recognize staff's work in capacity building;
- Review WFP's Human Resource policy/manual to determine how it reflects staffing and performance requirements for capacity building;
- Design, undertake, and analyze the results of a survey of WFP staff to determine whether and how capacity building tasks are built into jobs and how work/ efforts/ results are appreciated and rewarded;

Deliverables

- Two separate reports (approximately 30 pages each), one containing information and analysis related to Capacity Building evaluation, the other the Gender Policy evaluation

Duration: 30 person-days

Timing   1 November – 15 December 2008

Reports to: Jeffrey Marzilli and Anne-Claire Luzot

Profile

The analyst shall have the following qualifications:

- Proven knowledge and experience of basic statistical analysis / presentation
- Knowledge and experience of gender evaluation theories and methods
- Experience in the analysis of the gender aspects in human resource management
- Basic familiarity of the UN system
- Excellent analytical skills and communications skills

128.   Computer-Literacy with regard to Word, Excel and Powerpoint.

Office of Evaluation

Via Cesare Giulio Viola, 68/70. 00148 Rome, Italy

Tel +39 0665131

www.wfp.org

WFP

World Food Programme