World Food Programme

A Report from the Office of Evaluation

Full Report of the Thematic Evaluation of the WFP Commitments to Women – 1996-2001

(Spring 2002)

Acknowledgement

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Acronyms

AI	Appreciative Inquiry
BPFA	Beijing Platform for Action
CAP	Consolidated Appeal Process
CD	Country Director
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CO	Country Office
CP	Country Programme
CSB	Corn Soya Blend
CSO	Country Strategy Outline
CW	Commitments to Women
DCD	Deputy Country Director
DED	Deputy Executive Director
DSC	Direct Support Costs
ECOSOC	Economic and Social Council
ECW	Enhanced Commitments to Women
ED	Executive Director
EEO	Equal Employment Opportunity
EMOP	Emergency Operation
EPRC	Emergency, Preparedness and Response Capability
EO	Evaluation Officer
FAAD	Food Aid and Development
FAO	Food and Agricultural Organization
FFT	Food-for-Training
FFW	Food-for-Work
FIVIMS	Food Insecurity and Vulnerability Information and Mapping System
FWCW	Fourth World Conference on Women
GA	Gender Adviser
GAD	Gender and Development
GAF	Gender Action Facility
GAP	Gender Action Plan
GFP	Gender Focal Point
GIEWS	Global Information Early Warning System
GS	General Service
GTF	Gender Task Force
GTG	Gender Thematic Group
GU	Gender Unit
GWG	Gender Working Group
HFEA	Household Food Economy Approach
HR	Human Resources
HRD	Human Resources Division
HRM	Human Resources Manual
IAMWGE	Inter-Agency Meeting on Women and Gender Equality
IANWGE	Inter-Agency Network on Women and Gender Equality
IDP	Internally Displaced Person
IFAD	International Fund for Agricultural Development

IP	Implementing Partner
JPO	Junior Professional Officer
LOU	Letter of Understanding
MAP	Management and Appraisal of Performance
MOU	Memorandum of Understanding
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Office of Development Activities
ODB	Regional Bureau Asia (based in Bangkok/Thailand)
ODC	Regional Bureau Middle East, Central Asia and Mediterranean (based in Cairo/Egypt)
ODD	Regional Bureau West Africa (based in Dakar/Senegal)
ODK	Regional Bureau Eastern and Southern Africa (based in Kampala/Uganda)
ODM	Regional Bureau Latin America and Caribbean (based in Managua/Nicaragua)
ODO	Operations Department
OED	Office of Executive Director
OEDE	Office of Evaluation
OHA	Office of Humanitarian Aid
OTL	Office of Transport and Logistics
PA	Programme Adviser
PA/G	Policy Analyst/Gender
PC	Programme Coordinator
PDM	Programme Design Manual
PDP	Professional Development Programme
PMO	Project Management Office
PPA	Participatory Poverty Assessment
PRA	Participatory Rapid/Rural Assessment
PPP	Professional Promotion Panel
PRC	Programme Review Committee
PRRO	Protracted Relief and Recovery Operations
PRSP	Professional Roster and Selection Panel
RC	Reassignment Committee
RB	Regional Bureau
RE	Resources and External Relations Division
RGA	Regional Gender Adviser
RM	Regional Manager
RPA	Regional Programme Adviser
SA	Stakeholder Analysis
SAF	Standard Analytical Framework
SAT	Security Awareness Training
SEAGA	Socio-Economic and Gender Analysis
SMART	Specific, Measurable, Achievable, Realistic, Time Bound
SP	Strategy and Policy Division
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
VAM	Vulnerability Analysis and Mapping
WHO	World Health Organization
WID	Women in Development

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BACKGROUND REPORTS:

Methodology Paper OEDE/2002/08/A
Desk Review HR OEDE/2002/08/B
Desk Programming.. OEDE/2002/08/C
Pakistan Case Study OEDE/2002/08/D
Sri Lanka Case Study OEDE/2002/08/E
Sudan Case Study... OEDE/2002/08/F
Mali Case Study – English version: OEDE/2002/08/G-e
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Colombia Case Study – English version OEDE/2002/08/H-e
Colombia Case Study – Spanish version.. OEDE/2002/08/H-s

Executive Summary

1) The objective of the final evaluation of the WFP Commitments to Women 1996-2001 commissioned by the Office of Evaluation (OEDE) is to assess their relevance, the extent to which they have been achieved, as well as their effectiveness, impact and sustainability. The scope of the evaluation includes all policies, measures and programme/project implementation undertaken by WFP during the period under review. The OEDE evaluation has also taken a closer look at how the implementation of the Commitments has affected WFP operations in ten countries; specifically the country case studies commissioned by the Strategy & Policy (SP) Division in November/December 2001 (China, D R Congo, Kenya, Nicaragua and Sierra Leone) and by OEDE in February/March 2002 (Colombia, Mali, Pakistan, Sri Lanka and Sudan). The results of the case studies, as well as those of the Desk Reviews on *Programming*, *Human Resources* and *Experiences of Implementing the Commitments to Women*, the findings of the *2001 Gender Survey* and the summary findings of interviews carried out with key staff in WFP Headquarters (HQ) in April 2002, are incorporated into the Full Final Evaluation Report.

2) The 1998 Mid-Term Review of the Commitments to Women described the process of formulating the Commitments, and the link with the 1995 Fourth World Conference on Women (FWCW). The objectives of the Commitments were explicitly linked to the 12 critical areas of concern of the Beijing Platform for Action (BPFA), with WFP - as per its mandate- focusing specifically on poverty/food insecurity, education, health and women in emergencies. In turn, this is reflected in the analysis of the *relevance* of the Commitments at global and country level, where the link with the BPFA, as well as various other international conventions and commitments, is evident.

3) Overall, the Commitments have had a positive impact on the type and scope of gender sensitive policies formulated by WFP during the period under review (1996-2001). Various mechanisms have been put in place, and tools developed and refined to support the process of gender mainstreaming as a means of implementing the Commitments. Available information clearly indicates progress since the 1998 Mid-Term Review. Generally a positive shift in focus is discernible in WFP operations - as the review by the *Programme Review Committee (PRC)* indicates - and there is an evident transformation in the organization's corporate working culture. This indicates that the topic of gender has largely ceased to be dealt with in the abstract at WFP Headquarters (HQ) and has been increasingly effectively addressed at the field level. However, in some cases and places there appears to be a prevailing attitude that gender is the prime concern and responsibility of female programme staff. Moreover, these changes and their outcome have not been uniform. Various constraints have affected the extent to which the Commitments have been achieved, their effectiveness in addressing gender inequality, and their longer-term sustainability.

4) One innovative aspect of the way the Commitments to Women (CW) have been 'packaged' is the inclusion of programming (CW/I; CW/II/A; CW/III/A-C) and human resources (CW/II/B), as well as the means to achieve this (CW/II/B; CW/III/D; CW/IV; CW/V).[1] This not only establishes direct links between means and ends, but also contributes

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[1] See Annex 1 for details of the content of the individual Commitments.

to some internal coherence. However, this does not imply that this 'package' can be assessed as one entity, since there is a wide range of experiences in respect of the implementation of the individual Commitments, some of which require different time spans. It should also be noted that assessment of impact has not been facilitated by relatively limited baseline studies and some weaknesses in the monitoring system, although there is some progress in gender sensitizing *Vulnerability Analysis and Mapping (VAM)* and other mechanisms supporting the targeting process. Moreover, there is a consensus more or less that the language in which the Commitments is couched is in various places ambiguous. There has been insufficient guidance to operationalize, for example, percentage targets and requirements for structural changes inherent in some of the Commitments.

5) As part of operationalizing the Commitments, a *Gender Task Force (GTF)* was created in November 1995 to advise on programme strategy and report on the overall progress of implementation. Measures for facilitating gender mainstreaming in WFP operations included creating the post of *Gender Advisers (GA)* and of *Policy Analyst/Gender (PA/G)*, as well as the *Gender Working Group (GWG)* in WFP Headquarters (HQ), the establishment of the *Gender Focal Point (GFP)* system in the field, support of *Regional Gender Adviser (RGA)* posts, as well as the development of *Gender Action Plans (GAPs).* Available information indicates progress in the way these measures have been developed and applied, but also various constraints, specifically in respect of the GFP system. Another programme measure is the contractual agreements. A sample of Memorandum and Letters of Understanding (MOUs and LOUs) reviewed for the purpose of the evaluation indicates that in general there does not appear to be consistency in the way contractual agreements are formulated and applied, including the link with the Commitments.

6) From the outset, g*ender training* was perceived to be important to supporting the process of implementing the Commitments, and much effort has been invested to gender sensitize WFP staff and impart gender analytical skills to pertinent programme staff. However, the evaluation indicates that more effort needs to be invested in this respect, specifically in intensifying gender analytical skills and in follow-up training, as well as taking into account staff turnover.

7) Gender balance in *Human Resources* was interpreted as pertaining to higher management positions and reflected in the 50% female recruitment target, and it is only in 2001 that gender balance in respect of national staff was explicitly addressed. Available aggregate data indicate impressive efforts to implement this objective during the period under review. Overall there has been a discernible increase in female professional staff, and gender balance in recruitment has generally been achieved. However, as also pointed out in the 1998 Mid-Term Review, it is evident that applying the 50% female recruitment rule could statistically not achieve gender balance by 2001.

8) It should also be noted that in spite of impressive achievements, some gender imbalance in staffing is discernible. For example, looking at the various professional grade levels, it emerges that the higher the grade, the lower the percentage-share of women staff. Women are clearly under-represented in Country and Deputy Country Director posts, though gender balance has been more or less achieved at the lower professional levels. Data on promotion generally reveal an upward trend in respect of the share of female professional staff in the total number of promotions, though there is some variability in respect of different grade levels. Nonetheless, available information indicates that women and men are promoted equally within WFP. While turnover rates are quite low in WFP, there is a slight difference between male and female staff. While this ratio may reflect the gender distribution within the organization, it also raises the question whether there are gender specific reasons why staff resign. Other available information points to the need to study to what extent gender may be an influential variable, for example: data indicating that female professional staff in the field

are twice as likely to resign than those working in WFP HQ; or that of total staff with dependent children, only 20% are women; or that the percentage of women in hardship duty stations was 30% compared to around 41% in non-hardship posts (keeping in mind the total female share in WFP's international professional staff of 35.7%).

9) *Management and Appraisal of Performance (MAP)* is meant to enforce pertinent managers' accountability in general and for implementing the Commitments in particular. The case studies as well as the interviews with key staff in WFP HQ reveal that there is some inconsistency on if, and to what extent, MAPs are actually used for this purpose. Much appears to depend on the individual manager, and the perceived link between accountability and promotions. This raises the question to what extent the MAP is effective as a management tool for implementing the Commitments.

10) Various *policies*, and *corporate guidelines and guidance* were issued to facilitate implementation of the Commitments in WFP food aid assisted operations during the period under review. Generally, there has been some time lag in respect of gender sensitizing existing and issuing new guidelines and guidance to staff in WFP HQ and in the field. This is particularly discernible in emergency operations (EMOPs), though seemingly less the case in respect of development activities.

11) The assessment of the *extent to which the Commitments have been achieved*, based on the commissioned country case studies as well as the Desk Review on experiences in implementing the Commitments and the Gender Survey, indicate various *best practices* that deserve to be highlighted. This is not only in terms of being achievements in their own right; rather they are also positive examples of how gender sensitivity and the willingness to be innovative can effectively contribute to addressing the objectives of the Commitments and support their implementation. Best practices include, for example, innovative ways to ensure that women, including those in female-headed and polygamous households, directly receive food aid through a gender sensitive ration card system that reinforces their status as individuals. In some places food aid is repackaged to take account of women's physical capacity to transport it, and efforts are made to shorten the distance to food distribution points. Women's social reproduction related responsibilities are supported, for example, by child-care arrangements and by teaching them new food preparation methods that at the same time impart nutrition and health-related messages. A further best practice is exploring innovative ways to ensure that Food-For-Work (FFW) and Food-for Training (FFT) related activities support women's practical and strategic gender needs,[2] while at the same time contributing to improving household food security.

12) Another best practice is recruiting and increasing the number of female food aid monitors, and exploring innovative ways of supporting their mobility and where necessary their physical safety. This has contributed to more effectively reaching female target groups, and ensuring that they are aware of their entitlements. At the same time it has provided employment opportunities for women, including those in the targeted communities.

13) Innovative ways of increasing women's participation in food aid management and distribution committees include enforcing the regulation that the headship of the committee be held by a male and female member in rotation, and supporting leadership training for women. These practices have been further strengthened where efforts were invested in

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[2] The term *practical gender need* is linked to women's traditional social and economic roles, i.e. supporting activities which reduce their workload and which enable them to better carry out their tasks and duties. By contrast, *strategic gender need* refers to supporting the process of women's empowerment through, for example, literacy, skill training, access to productive resources, credit and markets, improving their legal and customary rights, and their equal participation in decision-making.

advocating for women's equal access to and benefit from assets created through WFP food aid assisted interventions, and by selecting assets which women traditionally manage. Increasing efforts to apply gender sensitive participatory techniques in the selection of project activities have further strengthened this type of best practice.

14) There is clear evidence of gender sensitizing school feeding programmes in which WFP has accumulated vast experience. Various best practices such as providing valued food rations and supporting the improvement of school infrastructure have contributed to decreasing dropout rates and changing social attitudes in the targeted communities towards girls' school enrolment. Linked to the above is the best practice of using food aid as leverage not only to obtain complementary resources, but also to encourage implementing partners to support and apply a gender sensitive approach to project implementation.

15) However, various poor practices have also been identified which require attention. Moreover, some of the country case studies mention the vulnerability of women beneficiaries to physical violence in connection with armed conflict, be they refugees or IDPs. There is a link with transparency of the food management and distribution system, as well as with the efficiency of the monitoring process, but also with the diligence of implementers to follow up problems when they arise.

16) Assessing the *effectiveness of the Commitments to reduce gender-related inequalities* reveals discernible progress, though not surprisingly this has tended to differ by region and country. Though a differentiation needs to be made between EMOPs, protracted relief and recovery operations (PRROs) and development activities, available information indicates that the Commitments have at the very least raised awareness of women's hitherto unequal involvement in WFP food aid assisted operations (with implications for household food insecurity), and of existing gender gaps. However, there are also obstacles that have constrained effectiveness, some of which pertain to the measures put in place to facilitate gender mainstreaming, including the generally inadequate scope and quality of gender analysis. Moreover, at times gender appears to be perceived as a separate rather than a crosscutting issue. Effectiveness is in some cases and places affected by an apparent confusion between the concept of gender, and the need to accord priority focus to poor women and girls as a means of supporting household food security. This in turn requires: addressing gender gaps; the apparent reluctance to address cultural boundaries which are much more flexible than generally supposed; the implications of support of government counterparts and compliance of implementing partners (IPs); and some limitations in respect of inter-agency co-ordination, including the inadvertent trend of marginalizing rather than mainstreaming gender through the set-up of the separate UN Gender Thematic Group (GTG).

17) Assessing the *impact of the Commitments on WFP policies* reveals that without the framework of the Commitments, the required changes in the corporate working culture, in programming, in the measures to support the process of gender mainstreaming, as well as in engendering human resources policies, would very probably have been a slower and more uneven process.

18) Assessing the *impact of the Commitments on the implementation of EMOPs, PRROs and development operations* is generally hampered by the previously mentioned fact that baseline studies were not routinely implemented, as well as by weaknesses in the monitoring system and in particular post distribution monitoring. This implies that it is usually the assessment of outcome rather than of impact that is feasible.

19) Gender mainstreaming in EMOPs continues to lag behind other type of operations, though where EMOPs are extended, as well as in respect of PRROs, then some progress is often evident. The process is relatively more advanced in respect of development activities,

perhaps not surprising given the time factor with implications for project formulation and gender training, as well as for staff turnover. But impact is also affected by pipeline problems, as well as by the adherence of government counterparts and IPs to contractual agreements. In respect of development activities, the influence of the Enabling Development policy is reflected in a discernible shift from economic sector related activities - that by implication tended to mainly involve men - to social sector related interventions through which women's practical gender needs are being increasingly addressed.

20) In assessing the question of the *longer-term sustainability* of actions undertaken by WFP to implement the Commitments during the period under review (1996-2001), three specific inter-linked indicators are focused upon:

- *Corporate working culture*, where in spite of some obstacles constraining effectiveness, there is an evident transformation. Few if any WFP programme staff would claim not to be aware that the topic of gender is an integral part of the organization's agenda, and more support staff have become gender sensitized. However, in some cases there continues to be the attitude that gender is mainly of concern to female staff.

- *Institutional capacity and capability:* This is specifically in respect of mechanisms and measures put in place for mainstreaming gender as a means of implementing the Commitments, and where sustainability has been more or less positively affected by an increase in human resources, though gender balance therein requires much more effort. In respect of the capability of WFP staff to operationalize the Commitments, though here too progress is discernible, analysis of gender training indicates that more investment is required.

- *Stakeholder motivation*, which implies promoting attitudes among government counterparts and IPs - be they multilateral agencies or bilateral NGOs - that are conducive to achieving and sustaining the objectives inherent in the Commitments.[3] Such motivation is conducive to encouraging compliance with contractual agreements, but also requires appropriate gender sensitization and training. Stakeholder motivation also applies to WFP staff, with implications for enforcing accountability, and addressing the apparent perception among some WFP staff that implementing gender balance in recruitment, promotion and reassignment inevitably implies 'female winners' versus 'male losers'.

21) Assessing the *longer-term sustainability of the focus of the Commitments* is based on the premise that the sustainability of interventions aiming to fulfil WFP's mandate to feed the hungry poor cannot be achieved without explicit recognition of women's role in household food security, and that addressing existing gender gaps is a crucial means to achieving these objectives. However, this also requires guidance for WFP staff on how to interpret and operationalize the Commitments; systematic gender analysis which requires effective gender training; and mobilizing male support of interventions aiming to strengthen women's socio-economic status in the communities where WFP operates. This includes avoiding the perpetuation of the image of 'altruistic female' versus 'unreliable' male that seems to be implicit in arguments supporting the priority focus on women as a means of addressing household food security.

22) The Desk Reviews as well as the country cases studies and other documentation point to a number of *lessons and challenges* to be addressed by WFP in moving forward towards implementation of the *Enhanced Commitments to Women 2003-2007*. Essentially WFP needs to effectively link the requirements of the objectives to be achieved through the

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[3] The term stakeholder refers to all parties who are directly/indirectly involved in and/or affected by an activity or intervention.

Commitments with the reality and implications of its mandate, the focus of its operations, its organizational structure, as well as its institutional capacity and human resources capabilities. There is obviously also a link with WFP's resource mobilization strategy, and the evident trend in donors' focus on supporting EMOPs. Underlying this is the challenge to motivate a stakeholder mentality among WFP staff, which in turn requires constructively addressing the hitherto neglected reality that gender has both subjective and objective dimensions which are inter-linked in many complex ways, and which have implications for programming strategies as well as human resources policies.[4]

23) *Recommendations* for operationalizing the *Enhanced Commitments to Women (ECW) 2003-2007* essentially build on past achievements, but also aim to address weaknesses and gaps where deemed necessary. Given the vast array of issues addressed in this final evaluation of the Commitments to Women 1996-2001, and to facilitate an easier overview, the proposed recommendations in the main part of this Final Evaluation Report are divided into pertinent spheres. Within each of the latter, the attempt has been made to list recommendations in order of priority, starting with those deemed to require more immediate attention, though obviously some may be perceived to be of equal importance. Equally obvious, the choice and decision ultimately rests with WFP management.

24) For the purpose of the Executive Summary, the following *priority recommendations* are proposed:

- Provide clear and unambiguous guidance to staff in the field through the Regional Bureaux (RBs) on how to effectively address and operationalize the ECW. This includes guidance on the meaning and application of terms that may be subject to different interpretations in the various regions and cultural settings where WFP operates.

- Review all existing and newly developed operational guidelines to ensure that they are gender sensitized, and develop a system to ensure their effective dissemination.

- Support the appointment of Gender Focal Teams (GFTs) in Regional Bureaux (RBs) and Country Offices (COs) as an <u>interim</u> means of effectively implementing the process of gender mainstreaming. Provide clear guidelines for phasing-out the GFT system.

- Review the rationale and framework of the Gender Action Plans (GAP) and provide clear guidelines for its integration into annual work plans and WFP operations.

- Provide adequate funding and human resources capacity to address existing weaknesses in the monitoring system, and to implement routine baseline surveys.

- Provide clear guidance on developing a gender training strategy that is mainstreamed in all corporate and operations related training. Ensure that its implementation is supported by adequate and timely funding, and that training incorporates an understanding of the objectives of the ECW and their relevance to WFP's mandate.

- Provide guidance and support to effectively mainstreaming gender in emergency operations.

- Specify the responsibility of IPs for ensuring the physical security of women recipients of food aid, specifically in situations of armed conflict. Link this with:

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[4] Insofar as gender is a variable affecting an individual's social role and relations with family and non-kin (be they in the community, the market, the place of work etc.), it has *subjective* dimensions that may consciously/consciously affect a person's attitudes and behaviour. The *objective* aspect of gender refers to its use as, for example, an analytical tool in development and other discourses. Gender sensitization courses generally (or should) address these complex linkages.

a) concerted efforts to ensure transparency of the food distribution system;

b) ensuring that women recipients have accurate knowledge of their entitlements and of channels they can turn to redress shortcomings in this respect;

c) innovative ways of shortening the distance to distribution points, of providing affordable transportation means, and of generalizing the good practice of appropriate packaging of food rations and distribution times which take appropriate account of women's gender related responsibilities.

- Support development activities that are the most cost effective ways of achieving the objectives of the ECW, and which contribute to addressing women's practical as well as strategic gender needs as part of promoting household food security.

- Review recruitment and reassignment policies to ensure that they effectively support the goal of gender balance in WFP staffing.

- Review current directives pertinent to the personal situation of WFP staff, and to the optimal balance between their working and private lives, ensuring that they are gender equitable and are supported by an effective career support strategy.

1.   Evaluation Objectives, Scope and Methods

WFP has an institutional obligation to evaluate the outcome of the Commitments to Women 1996-2001 and provide an element of accountability to the Executive Board, WFP staff and other stakeholders.[5] This also provides the opportunity to identify lessons, and improve on future policy formulation and programming.

The objectives of the evaluation of the Commitments to Women commissioned by the WFP Office of Evaluation (OEDE) therefore included:[6]
- Assess the extent to which the Commitments have been achieved.
- Assess the effectiveness, impact and sustainability of the Commitments.
- Formulate recommendations to help shape *WFP's Enhanced Commitments to Women 2003-2007.*
- Provide accountability to the Executive Board.

The overall scope of the OEDE evaluation includes policies, activities, mechanisms and programme/ project implementation undertaken by WFP during the period 1996-2001. In this context, the evaluation has taken a closer look at how the implementation of the Commitments has affected WFP's operations, staff and beneficiaries in five countries, namely Colombia, Mali, Pakistan, Sri Lanka and Sudan.[7] The country case studies were carried out in February and March 2002, following the methodology implemented and refined during the Mission to Pakistan.[8]

The OEDE evaluation of the Commitments to Women has inserted itself into the process undertaken by the Strategy and Policy (SP) Division for the preparation of WFP's new Gender Strategy. In November and December 2001, the SP carried out five country case studies (in China, D R Congo, Kenya, Nicaragua and Sierra Leone) as part of the process of preparing the draft *WFP Enhanced Commitments to Women 2003-2007.*

To ensure that SP and OEDE would not duplicate activities, care has been taken that both the policy and evaluation processes feed into each other and where possible seek complementarity. Evaluation questions were added to the terms of reference for the SP case studies, thereby ensuring that they would also inform the OEDE evaluation. The latter's recommendations will be taken into account in finalizing WFP's *Enhanced Commitments to Women 2003-2007*, to be presented together with the results of the evaluation to the Executive Board in October 2002.

Between January and April 2002, two separate Desk Reviews were commissioned as part of the OEDE evaluation. The first one, *Desk Review: Programming,* focused specifically on providing a thorough overview of corporate measures introduced by WFP between 1996-2001 to implement the Commitments.[9] Key inputs to this Desk Review is the qualitative *Review of Experiences of Implementing*

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[5] See Annex 1 for details of the Commitments.

[6] See Annex 2 for the Evaluation Terms of Reference.

[7] The choice of the five countries was based on proposals put forward by WFP field staff participants in the <u>Consultation Workshop on the Operationalization of WFP's Commitments to Women and the Development of WFP's Gender Strategy 2003-2007</u> held in Rome in December 2001 (WFP, 2001/aa). The criteria included ensuring a selection of case studies that represent a number of regions, reflecting the range of WFP interventions and offering informative experiences of implementing the Commitments.

[8] See WFP, 2002/a. All Team Leaders, together with the OEDE Evaluation Officer and National Consultant, jointly carried out the case study in Pakistan.

[9] See Annex 7: List of Documents.

the Commitments to Women 1996-2001, carried out in 2001 by SP with support from OEDE,[10] as well as the *2001 Gender Survey*. The second one, *Desk Review: Human Resources,* provides an overview of the human resource measures undertaken to implement Commitment II/B (gender balance in staffing) and the relevant part of Commitment V (accountability of management).[11]

Following the completion of the case study missions, and prior to writing up the Full Final Evaluation Report, a series of interviews with key informants in WFP Headquarters (HQ) were carried out in April 2002 by the Team Leader in co-ordination with the OEDE Evaluation Officer. The summary findings of the key interviews as well as the above mentioned Desk Reviews, the Gender Survey and the findings of the country case studies, are incorporated into the Full Final Evaluation Report.[12]

2.   Background: Development of the Commitments to Women

WFP's attempts to address gender equality in its policies and programme strategies - as opposed to focusing on women - can be traced back to the 1980s. By 1989, WFP had formulated sector specific guidelines to address the gender variable in food-assisted projects.[13] Though the policy was based on the Women in Development (WID) approach, the term gender was explicitly addressed as a 'critical variable' for 'a project's goals, resources, components and delivery mechanisms', including 'increasing the efficiency of investments and improving the planning and delivery of development support'.[14]

By 1995, gender was on the WFP agenda, as reflected in various reports and some training activities during that year.[15] However, while some progress was discernible in respect of incorporating gender issues in WFP programmes, it was also evident that there continued to be significant gaps at the level of implementation.[16] More specifically, an understanding of gender and ways of incorporating it into programme planning and project implementation generally did not appear to be widespread within WFP Country Offices (COs).

The 1995 Beijing Conference is generally deemed to have been the catalyst that led various United Nations agencies, including WFP, to more strategically address gender equality concerns.[17] Some key WFP staff interviewed in April 2002 believe that even without Beijing, WFP would have begun according more attention to women and children, quite simply because pertinent questions were being increasingly raised.[18] In any case, the 1998 Mid-Term Review of the Commitments describes the process within WFP during which a set of goals to be reached by 2001 were drafted, and which were initially

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[10] The Desk Review looked at the experience of implementing the Commitments in more than 40 countries, and included documentation pertinent to the *1998 Mid-Term Review of the Commitments to Women* (which in turn covered ten country case studies -Azerbaijan, Bangladesh, Bolivia, Burkina Faso, Ethiopia, Guatemala, Liberia, Uganda, Vietnam and Yemen); case studies on Afghanistan, Angola, Azerbaijan, Bosnia-Herzegovina, Cambodia, Honduras, Liberia, Nicaragua, Rwanda, Sri Lanka and Uganda focusing on internally displaced persons (IDPs); disaster mitigation case studies in Bangladesh, Ethiopia, North Korea and Malawi; evaluations of country programmes 1999 and 2000 in Bolivia, Egypt, Ghana, Guatemala, Haiti, India, Mali, Malawi, Mozambique, Pakistan, Senegal, Yemen and Zambia; evaluation of PRROs in Cambodia, Ethiopia, Kenya and Mali; evaluation of EMOPs in China, Kosovo, Indonesia, North Korea and Central America; lessons from a desk review of school feeding; and evaluations of NGO partnerships and complex emergencies (WFP, 2002/l).

[11] See Annex 1.

[12] See Annex 3 for key issues raised and answered during the interviews; and Annex 3a for the list of WFP staff interviewed.

[13] WFP, 1989; cited in WFP, 1999/a: 2.

[14] WFP, 1999/a: 2.

[15] WFP, 1997/a; 1998/a; 1999/b. See also Annex 4 and 5.

[16] See WFP, 1999/b for a list of gender evaluations of WFP food-assisted programmes and projects in various countries, many of which were carried out during the first half of 1995.

[17] WFP, 1995.

[18] See Annex 3, answers to question 1.

referred to as the Commitments <u>for</u> Women.[19] These goals were explicitly linked to the 12 critical areas of concern in the Beijing Platform for Action (BPFA), with WFP - as per its mandate - focusing specifically on poverty, education, health and women in armed conflict.[20]

Further enquiry into the process of formulating the Commitments (as part of preparing the *Desk Reviews on Programming and Human Resources*)[21] revealed that at the time, i.e. the mid-1990s, there was an increasing conviction within WFP that more concrete policy guidelines were required to implement these goals as a means of addressing WFP's mandate to feed the hungry poor. This also provided the impetus to translate these goals into explicit percentages to be achieved through the implementation of the Commitments. However, no country-level baseline or gender profile was carried out prior to the formulation of the Commitments, or the setting of percentage targets.[22] None the less, WFP staff believe that however unrealistic or ambitious percentage targets may seem in retrospect, without them much less would have been achieved.[23] On the other hand, it was pointed out that also in retrospect WFP should have started the formulation process much earlier, i.e. long before Beijing, and should have accorded more time for in-house discussion of the various Commitments and their components.[24]

As the discussion and analysis in the following Part 3 of the Report reveal, various measures were undertaken by WFP to operationalize the Commitments (see also Annex 4). WFP's preparations for Beijing Plus Five in 2000 further reflected the continuing efforts to address and implement the Commitments,[25] as did its resource mobilization strategy in response to declining humanitarian assistance.[26] However, preparations for participating in Beijing Plus Five also revealed that WFP did not have a detailed overview of the implementation of the Commitments.

The *2001 Gender Survey* attempted to address this gap, while also providing some insight into how the implementation of the Commitments was proceeding.[27] The Survey provides an aggregate overview of how COs have interpreted and implemented the Commitments, the extent to which quantitative targets have been achieved, and reasons for gaps in implementation. However, it should be noted that the aggregate data did not always prove to be helpful to the implementation of the country case studies commissioned by OEDE; i.e. specifically when analyzing how the Commitments where addressed at the field and project level.

3.   Assessment of Measures Undertaken by WFP to Implement the Commitments

During the period under review (1996-2001), WFP undertook various measures to implement the Commitments to Women. For the purpose of analysis, a distinction is drawn between measures pertinent to programming, and those relevant to human resources.

3.1   Programming

Various mechanisms and tools have been put in place or reinforced by WFP as part of the process of implementing the Commitments.[28] To begin with, a *Gender Task Force (GTF)* was created in November 1995 to advise on programme strategy, mobilize support and monitor progress, and report on the progress

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[19] WFP, 1999/a.

[20] WFP, 2001/d.

[21] WFP, 2002/b; 2002/c.

[22] WFP, 2001/a: point 19.

[23] Annex 3, answers to question 3.

[24] Annex 3, answers to point 1.

[25] See WFP, various dates; also WFP, 2000/a; 2001/e.

[26] WFP, 2001/f.

[27] WFP, 2001/c.

[28] See Annex 4: Chronology of Corporate Measures in Support of the Commitments.

of implementation.[29] Its members are appointed from among senior management in WFP Headquarters (HQ) and the Regional Bureaux (RBs), as well as designated COs, with the Deputy Executive Director (DED) chairing the meetings.

A *Gender Working Group (GWG)* was established in 1998, which involves all Division Gender Focal Points (GFPs), as well as the *Senior Gender Adviser (SGA)* and *Policy Analyst/Gender (PA/G)* in WFP HQ. However, though its role is to advise and coordinate on gender specific issues and concerns, the Group does not meet regularly and its impact appears to be much less influential compared with the GTF. In respect of the GA post in HQ, a number of female staff have filled it over the years. However, the momentum gained during 1996-1997 was to some extent lost due to funding problems that meant leaving the post unoccupied for a period of time,[30] with implications for institutional memory. As of 2001, the current GA and PA/G are based in the Strategy and Policy (SP) Division.[31]

The system of establishing *Gender Focal Points (GFPs)* in the Country Offices (COs) was launched in 1996. The post has rarely been perceived as full-time, even though the GFP is held mainly responsible 'for implementing gender-related activities'.[32] Moreover, as the Desk Review of experiences of implementing the Commitments as well as the country case studies conclude, some exceptions apart, GFPs in the COs generally continue to be women in junior positions with limited authority, who carry out gender related responsibilities in addition to their normal tasks as per their job description. There is no consistency in respect of the type and scope of gender training received by the GFPs, or the extent to which they are involved in the process of gender mainstreaming, further constrained by staff turnover and loss of institutional memory.[33]

Within WFP, opinions vary regarding the effectiveness of the GFP system, and whether or not there may be a better system to mainstream gender; for example, through establishment of a Gender Network and ensuring that all pertinent staff have socio-economic and gender analytical skills;[34] or Gender Focal Teams (GFT) and rotating the pertinent function among male and female staff, in turn conducive to involving male staff and strengthening institutional memory.[35] It should be noted that the 2001 UN Inter-Agency Meeting on Women and Gender Equality (IAMWGE) held in New York (in which the WFP regularly participates) concluded that having mainly female GFPs indicates that the 'gender mainstreaming agenda' continues to be informed by a 'gendered division of labour rather than a human resources perspective'.[36]

Establishing the system of *Regional Gender Advisers (RGA)* predates the decentralization process through establishment of Regional Bureaux (RBs), believed to bring WFP operations nearer to the populations to be targeted.[37] The RGAs support the process of gender mainstreaming and training in the pertinent COs, and provide the necessary technical backstopping. Accordingly, their role is perceived to be crucial, and the criticism has been voiced that not all RBs have this post that generally continues to rely on external funding.[38] Since it is generally funded for a limited number of years, the recommendation has been put

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[29] WFP 1999/a.

[30] WFP, 1999/a: 5-6.

[31] The Senior GA focuses on technical aspects, which involves advising and coordinating with RBs and, through them, with COs. The PA/G is responsible for inter-agency relations on gender and for policy-related aspects of gender, which includes the development of WFP's Gender Policy and Strategy and the Enhanced Commitments to Women 2003-2007. Informally they tend to be referred to as the 'Gender Unit' (GU) within WFP, though this is not strictly correct.

[32] WFP, 2001/g: 2.

[33] WFP, 2002/l: 9. See also WFP, 2002/i.

[34] See Annex 3, answers to question 5.

[35] WFP, 2002/i.

[36] UN, 2001: 4. The IAMWGE has since been renamed Inter-Agency Network on Women and Gender Equality (IANWGE).

[37] See Annex 4.

[38] See Annex 3: answers to question 5.

forward to train Regional Programme Advisers (RPAs) to assume gender related responsibilities and strengthen institutional memory.[39]

One of the first tasks carried out by the GTF in 1996 was supporting the COs to develop the required *Gender Action Plans (GAPs)*.[40] As the 1998 Mid-Term Review concludes, the first GAPs were generally 'a statement of goals and intentions, with little detail on how to achieve them', thus generally reflecting the 'lack of understanding of gender programming'.[41] By 2000, all COs had developed their GAPs for 2000-2001, reflecting progress - however variable - in gender mainstreaming.[42] A survey carried out by WFP in 2001 reveals that most COs use the GAP as a management tool for gender mainstreaming and implementing the Commitments.[43] However, the case studies commissioned by SP and OEDE also reveal that there is no consistency in respect of how the GAP is formulated, and it remains unclear how it is to be incorporated into the Country Programme (CP) and other WFP operations.[44]

Another programme related measure to implement the Commitments are contractual agreements, including the *Memorandum & Letter of Understanding (MOU & LOU)*, with clear implications for implementing part of Commitment V, pertaining to accountability in contractual agreements.[45] A cursory review of examples of MOUs and LOUs, as part of the country case studies commissioned by SP and OEDE, reveals that though some changes are evident when comparing older with more recent contractual agreements, there is generally no consistency with regard to mention of gender in general and the Commitments in particular. For example, in contractual agreements with local implementing partners, the Commitments are either not mentioned; or the wording is general rather than specific; or within the same CO some agreements may include references to gender while others omit them.[46] Moreover, contractual agreements with donors are apparently not expected to include such a mention, focusing instead on type/amount of food aid and the geographical area to be targeted. There is generally awareness among WFP staff of these inconsistencies, and the need to develop and enforce stricter guidelines with commensurate accountability.[47]

The *Programme Review Committee (PRC)* is another (existing) mechanism through which implementation of the Commitments is generally followed up. A recent review of documents by the PRC reveals inconsistencies in respect of addressing gender issues. Thus, while the process of gender mainstreaming exhibits perceptible progress in some cases, in others it continues to be hampered by weaknesses, such as limited or absent gender analysis, gender neutral language, and limited gender disaggregated data. Neither is there any consistency in respect of the way the Commitments are addressed in these documents, if at all.[48] But, as some WFP staff have pointed out, reviewing gender as part of the PRC's brief is one issue. The other equally crucial point is the need to balance project objectives with resource mobilization/costs.[49]

From the outset it was recognized within WFP that more serious attention would need to be accorded to capacity building to ensure that the Commitments are effectively implemented. Accordingly, WFP has invested much effort in *gender specific training* focusing on sensitization and imparting skills for gender

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[39] WFP, 2001/a: point 5.
[40] WFP, 1999/a: 5.
[41] WFP, 1999/a: 18.
[42] WFP, 2001/a: point 4.
[43] WFP, 2001/b. It should be noted that only 51% of COs responded to this Survey. In this respect, there does not appear to be an enforcement of accountability for responding to WFP HQ.
[44] See also WFP, 2002/h.
[45] See Annex 1. Keeping in mind that there are contractual and operational agreements with many different partners at the global, country and field levels.
[46] Keeping in mind that the 1999 Partnership Policy makes explicit reference to gender. See WFP, 1999m.
[47] Annex 3: answers to question 10.
[48] WFP, 2002/j; see also Annex 4 in WFP, 2002/b.
[49] Annex 3: answers to question 4.

analysis,[50] and the need for such efforts was reiterated during subsequent years.[51] During the period under review, a number of gender training workshops were held in the regions, and in WFP HQ. A gender specific training module was developed, and the process was further reinforced by the 1999 WFP training for trainers (TOT) workshop.[52] There have also been training workshops to support the development of GAPs and the role of GFPs.

The review of the content and outcome of regional gender training workshops carried out during 1996-2001 reveals that while discernible progress has been achieved since the 1998 Mid-Term Review (which identified some of the weaknesses and shortcomings of gender training),[53] there were still some outstanding training needs.[54] The country case studies as well as the interviews with WFP staff more or less confirm this; specifically the reality that not all pertinent WFP staff are conversant with gender analytical tools, and, crucially, some still 'tend to believe that gender is a woman's issue'.[55] While overall gender training has made some discernible progress in terms of numbers trained, as well as focus and scope of training (with some COs pursuing this more diligently than others), much remains to be achieved to ensure effectiveness and sustainability. Furthermore, gender training tends to be limited in duration, no follow-up training has been invested in, and neither has an impact of gender training of WFP staff been carried out. Equally crucial in the view of some WFP staff, a holistic approach to gender training is generally missing, and the topic tends to be addressed in isolation.[56]

Other measures pertain to the development and refinement of various tools to strengthen the process of gender mainstreaming and thus of addressing the Commitments. To begin with, there is *Vulnerability Analysis and Mapping (VAM)*, and specifically the VAM Standard Analytical Framework (SAF), to support the process of programming and targeting.[57] The WFP VAM Unit participates in various Inter-Agency Working Groups,[58] and there is technical cooperation with the Food and Agricultural Organization (FAO).[59] VAM Units have been created in most of the COs covered by the country case studies commissioned by SP and OEDE, though there are differences in respect of date of establishment, human resources capacity and scope of operations.

However, while VAM has proven to be an important tool for data collection at the aggregate/ macro-level, additional gender disaggregated data required for community and household level analysis are generally limited. The information generated continues to be dependent on the accuracy and gender sensitivity of data inputs relying mainly on secondary sources, quality of which tends to differ from one country to another. Though progress is discernible since the 1998 Mid-Term Review of the Commitments,[60] and the trend to gender sensitize VAM is apparent, the country case studies commissioned by SP and OEDE generally indicate that more efforts are required. This pertains specifically to investment in special surveys and further development of methodologies to generate gender sensitive information required for effective targeting.[61]

Participatory Approach is another programme tool that has been further developed to incorporate gender, and pertinent guidelines make a clear reference to the Commitments.[62] A variety of participatory tools are

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[50] See Annex 5: Corporate and Gender Specific Training.

[51] WFP, 1997/c.

[52] WFP, 1999/b.

[53] WFP, 1999/a: 19.

[54] See WFP, 2002/b for summary points on these regional gender training courses.

[55] WFP, 2002/i: 6.

[56] Annex 3: answers to question 2.

[57] WFP, no date/b.

[58] Such as the Food Insecurity and Vulnerability Information and Mapping Systems (FIVIMS).

[59] For example, WFP/FAO cooperation on FAO's Global Information Early Warning System (GIEWS).

[60] WFP, 1999/a: 32-34.

[61] WFP, 2002/i.

[62] WFP, 2000/b.

used, including the Household Food Economy Approach (HFEA), Participatory Poverty Assessment (PPA) and Participatory Rapid Appraisal (PRA), as well as Stakeholder Analysis (SA). Available evidence through the country case studies commissioned by SP and OEDE suggest that there is some variation in respect of output. There is also an increasing interest in Appreciative Inquiry (AI), an approach that focuses in the first instance on the strengths of participants rather than just singling out weaknesses.[63]

As the 1998 Mid-Term Review reveals, up to 1997, relatively few WFP projects were carrying out *Baseline Surveys*, even though they are relevant to the percentage benchmarks spelt out in various Commitments.[64] Though the *Gender Survey* did not ask specific questions on baseline studies, various responses point out that collecting baseline data is not routine and furthermore can be problematic due to costs and human resources capability and capacity. The country case studies commissioned by SP and OEDE reveal varying degrees of progress in some COs in respect of investment in baseline surveys, though this appears to be more discernible and consistent in respect of school feeding projects.[65] However, there is as yet no consensus within WFP regarding the cost versus benefit of this tool, even though the further refinement of VAM requires baseline data as input into the formulation of the Country Strategy Outline (CSO) as well as emergency needs assessments.[66]

Monitoring, linked to Commitment IV (collection of gender disaggregated data), is also an important programme tool of direct relevance to the implementation of the Commitments,[67] and there have been discernible efforts to gender sensitize the monitoring process during the period under review.[68] However, there remains the challenge - faced not only by WFP but also by other UN and bilateral agencies - how to develop cost-effective qualitative indicators which provide insights into the structural causes, and not only the symptoms, of gender gaps, and that may contribute to assessing outcomes and impacts. The country case studies commissioned by SP and OEDE reveal that gender sensitizing the monitoring process has been variable and unsystematic and only a few indicators are explicitly linked to the Commitments; the monitoring system requires more reflection on type of indicators, methods of collection and use of information for planning, management and evaluation; and the post-distribution monitoring in particular requires strengthening.[69] But apart from human resources and budget constraints, there are also implementation problems due to conflict-related security concerns and the capacity of implementing partners (IPs).

Advocacy may also be viewed as a type of programme tool for disseminating the Commitments, and mobilizing human/financial resources for their implementation.[70] It should be noted, however, that none of the Commitments explicitly refer to advocacy as a tool; rather, Commitment III/D refers to using food aid as a leverage to obtain complementary resources to improve women's conditions. Yet advocacy has been on the WFP agenda for some time, and is explicitly referred to in all the Annual Reports from 1996-2000, though the stress is more on food aid for the hungry poor in general rather than on its gender aspects in particular. Surprisingly, the WFP document on 'Strategies for Advocacy' does not explicitly mention a gender sensitive approach to developing advocacy tools,[71] and neither does the 1998 'Executive Board Information Note on Advocacy'.[72]

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[63] WFP, 2000/b: 11.

[64] WFP, 1999/a: 34.

[65] WFP, 2002/b.

[66] WFP, no date/b.

[67] WFP, no date/c.

[68] For example, the 1998 operational guidelines on supplementary feeding (WFP, 1998b) and the 1999 guidelines on school feeding (WFP, 1999/c).

[69] WFP, 2001/j.

[70] Advocacy refers to efforts to influence the legal, political and social environment as a means of addressing WFP's mandate to feed the hungry poor and improve household food security.

[71] WFP, no date/d.

[72] WFP, 1998/f.

Some of the available responses to the Advocacy Survey sent out to field staff in 2001 indicate that though, in general, COs do not appear to have developed explicit strategies, advocacy is being used as a tool to influence counterparts, implementing partners (IPs) and stakeholders.[73] In fact, the 2001 Survey on Gender Action Plans (GAPs) indicates that over 58% of the COs that responded identify possible advocacy areas in their GAPs.[74] In this context, newsletters are also an effective tool for disseminating information and advocating on gender issues in general, and the Commitments in particular, as well as sharing information on experiences of WFP COs. In 1994, the first monthly *WFP Newsletter* was produced and launched in WFP HQ,[75] with the name changed to *Gender News* in 1999.[76]

WFP is involved in a number of *Inter-Agency Activities* that are of particular relevance as one of the measures for supporting the implementation of the Commitments. There are technical coordinating activities with, as previously mentioned, FAO, and collaboration with agencies such as the Office for the Coordination of Humanitarian Affairs (OCHA), the United Nations High Commission for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP), the World Health Organization (WHO) and the International Fund for Agricultural Development (IFAD). As the country case studies commissioned by SP and OEDE also reveal, there is a wide array of international, bilateral and local agencies, as well as non-governmental organizations (NGOs), with which the pertinent WFP COs collaborate and through which food aid assisted interventions are implemented.[77] In various cases this has had positive implications for value added. But the case studies also confirm that in general the Gender Thematic Group (GTG), further developed as part of the United Nations Development Assistance Framework (UNDAF), and in which WFP participates, has generally not achieved the desired output and impact.[78]

Last but not least, programme related measures for implementing the Commitments require adequate *Resources*. As Annex 6 indicates, during the period under review, around US$3.5 million dollars were made available to fund activities related to the implementation of the Commitments - currently referred to as the Gender Action Facility (GAF) - some US$ 1.8 million (around 51%) of which were provided by donors. Since 1998, no other regular funding for gender activities has been made available. These are now funded either from regular budgets (which means competing with other programme demands), or the effort is made to solicit additional donor funding by COs and RBs (which is not always successful). Most of the case studies cite funding as a constraint to carrying out gender related activities, specifically training, though in some cases available funds appear not to have been used.[79]

The 1998 Mid-Term Review found a lack of guidelines on procedures and budget codes to monitor expenditure on gender related activities, in both HQ and the COs.[80] In fact, up to 1997 there was no budget line for gender related activities. A column has now been added to the budget matrix that attributes all crosscutting costs, including gender. Though it is now perceived as standard procedure, a recent assessment concludes that to-date the column is not utilized/filled in by all COs. However, there appears to be more awareness within WFP of the importance of incorporating gender in programme

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[73] WFP, 2001/n.

[74] WFP, 2001/b.

[75] WFP, various dates.

[76] It was, however, discontinued in 2000, though currently there are discussions on how/when to reactivate this newsletter. Some COs issue their own country specific Gender Newsletter (which may have different titles and may not be regularly issued).

[77] See also the previous section on contractual agreements.

[78] Disappointingly, the GTG continues to function as a separate entity (as does the Poverty Thematic Group/PTG), rather than being integrated into the sectoral working groups as per the rationale of gender mainstreaming.

[79] WFP, 2002/i.

[80] WFP, 1999a: 28.

budgets, and criticism of the fact that gender related activities are all too often perceived to require extra-budgetary funding.[81]

3.2   Human Resources

The question of human resources (HR) and gender was from the outset a focus of the Commitments (specifically CW/II/B and part of CW/V; see Annex 1), and thus also of concern to the Gender Task Force (GTF). Data on the gender balance among WFP professional staff were collected, and guidelines in accordance with the UN goal of achieving gender parity by the year 2001 were formulated and disseminated. But, as the 1998 Mid-Term Review indicates, it was also recognized that achieving this would not be an easy process. Thus, the goal 'to have 50 % women in professional positions by 2001' was recognized as being 'probably beyond the capacity of the organization', keeping in mind that hiring '50% women in the following five years would result in women forming only 40% of WFP's professional labour force'.[82]

Data obtained by the Evaluation Team from the Human Resources (HR) Division in WFP HQ reveal that during the period under review (1996-2001), discernible efforts have been invested in implementing Commitment II/B (gender balance, particularly in higher management positions), translated as pertaining to international professional staff. It is only in 2001 that attention began to be focused on gender balance in recruitment of national staff. This now requires that where the share of female national staff is less than 50%, 75% of all new nationals recruited in WFP COs must be women.[83] By 2001, only 27% of all locally recruited staff in WFP COs were women. The four regions with the largest gender imbalances in the general service staff category are the regional bureaux in the Middle East, Central Asia and Mediterranean (ODC) (20%); Central Africa (ODY) and West Africa (ODD) (22% respectively); as well as Eastern and Southern Africa (28%). For the national professional staff category, the gender gap averages 38%. The RBs with the largest gender imbalances in the national general staff are ODC (20% women), ODY (22 % women) and ODK (28% women).[84]

Available data indicate that the percentage of female international professional staff in grades P1 to D1 has risen to 35.7% in 2001, up from 24.4% in 1996. However, looking at each grade separately, it emerges that the higher the level, the lower the percentage-share of women staff. For example, by 2001, around 47% of staff at P2 level were female, compared with 15 % at D1 level. The gap begins at P3 level and continues to widen up to grade D1. Data on Country Directors (CDs) - one of WFP's important strategic managerial positions - indicate that, in spite of the growing trend since 1996, the share of women CDs across all regions is relatively low (28% of the total). Moreover, the even lower share of female Deputy Country Directors (DCDs) (17% of the total) also reveals that WFP is not taking advantage of the opportunity to prepare a pool of potential female candidates to draw on for these posts.

Looking at recruitment trends, it emerges that the percentage share of recruited female international professional staff (out of the total number of recruitments) rose from 37.6% in 1996 to 47.5% in 2001, with a peak of 52.6% registered in 1999. However, though retention rates in WFP during the five-year period under review are quite low, available data indicate a slight difference between male and female professional staff. While this ratio (3.2 females relative to 1.9 males) may well reflect the gender distribution within the organization, it also raises the question whether there are gender specific reasons why staff resign.

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[81] See also Annex 3: answers to question 2. WFP has participated in the Task Force of the Inter-Agency Meeting on Women and Gender Equality (IAMWGE) (November 2001 in Geneva), which addressed gender budgets.
[82] WFP, 1999/a: 4.
[83] WFP, 2001/r.
[84] See WFP, 2002/c from which data and information for this section is derived.

A study of a sample of female professional staff resigning voluntarily from WFP reveals that a complexity of factors appears to have affected their decision.[85] This ranged from personal/ family matters and various work-related issues, to organizational factors, taking on a job that differed from their job description, insufficient professional challenges or sexual harassment. Though there is no explicit mention of gender in this sample study, various statistical observations beg the question to what extent this variable is influential. For example, the finding that professional female staff in the field are twice as likely to resign than those working in HQ may be linked to the nature of WFP's operations focusing increasingly on emergencies and humanitarian aid. There may also be a link with available data indicating that in 2001 the percentage of WFP women staff in hardship duty stations was 30% compared to around 41% in non-hardship posts; though these data need to be also viewed within the context of the total female share in WFP's international professional staff (which is 35.7%). Moreover, the above mentioned sample study reveals that professional women in levels P1 to P3 are more likely to separate from WFP, raising the question if/to what extent age and life-cycle stage are influential variables. This question is particularly pertinent given available data indicating that of the total of WFP staff with dependent children, only 20% are women. This point was raised during interviews with key staff in WFP HQ and believed to be a cause of concern (see Annex 3).[86]

Given that Junior Professional Officers (JPOs) are the so-called feeder group, data on this staff category are also revealing. The share of female JPOs (of total JPOs) has risen to 70% in 2001 (up from 37% in 1996), and accounts for much of the increase in WFP's number of female staff. Data indicate that only 40% of female JPOs continue in the organization after expiry of their donor-sponsored contract, compared with about 63% retention rate for male JPOs.

Data available on promotion trends are also revealing. Out of the total number of promotions, the share of female staff rose from 26% in 1996 to 39% by 2001, with a peak of 41% in 1997 followed by a low of 19% in 1998. Linking promotion trends to grades reveals that the average share of female staff in the total number of promotions in level P3 and below was 42%. In respect of P4 it stood at 32%, and at 23% in levels P5 and above. However, available information indicates that proportionally, women and men are promoted equally within WFP.

The responses during interviews with key WFP staff generally indicate that the type of career development support available to women staff, and the challenges they face to balance work and family responsibilities, are important factors. Women with dependents are expected (and themselves seemingly expect if not accept) to carry a larger if not the main share of parenting believed not to be adequately supported by WFP 'family policy' as it stands.[87] The other side of the coin as it were is that male staff generally believe that because of prevalent views of women's social reproduction role, their own needs as spouses and parents are not accorded the same importance or priority; i.e. they believe that they cannot use family responsibilities as a reason for avoiding reassignment to hardship duty stations. Though the directive on spouse employment is perceived to be a positive step, its implementation is deemed to be problematic.[88]

Some consensus was discernible among key WFP staff interviewed that various human resources directives have generally attempted to address gender concerns. Some of the country case studies reveal that special regulations may be put in place in recognition of the fact that female staff with dependents

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[85] WFP, 2000/c. Though the sample was small (19 respondents), the study raises a number of gender-related questions that require further investigation.

[86] However, the data require further analysis to investigate what if any links there may with variables such as for example age/life-cycle stage, nationality/region of origin, career history, professional background and experience.

[87] There is some controversy within WFP whether or not the organization has a 'family policy'. This was the term used by respondents during interviews in WFP HQ in April 2002, though it was also pointed out that there is no 'well-defined' family policy. The point was also raised that the term overlooks the personal situation of WFP staff who do not have partners and/or dependents.

[88] See Annex 3: answers to questions 6 and 7.

carry the primary responsibility for parenting, for example, if feasible avoiding fieldtrips at weekends; providing male escorts for female monitors in conflict affected situations; making an effort to ensure that female staff are aware of their statutory rights; providing the services of a staff counsellor; and supporting nursing mothers. However, there was equally a consensus that much more effort needed to be expended in developing a human resources policy that could serve to address the evident gender imbalance in respect of, for example, staff retention and reassignments. It is believed that various current directives overlook the needs of single parents, and the gender needs and concerns of male staff and female staff without dependents. In respect of recruitment and promotion policies, it is believed that a more pro-active strategy is required to attract qualified women as well as to support their promotion to strategic positions within the organization. However, it was also pointed out that 'WFP is an agency with a difference', i.e. the reality that it deals primarily with humanitarian aid in hardship areas needs to be realistically balanced with the objective of attaining gender balance and equity in employment and reassignment.[89]

Another human resources related measure to support implementation of the Commitments pertaining to accountability (part of Commitment V; see Annex 1) is the *Management and Appraisal of Performance (MAP).* As part of the *Desk Review: Human Resources*, OEDE requested the HR Division to provide a sample of completed Performance Plans (Phase I) of MAPs for 2001, or for 2000 if not available. These pertain to international professional staff in WFP HQ and Regional Bureaux (RBs) covered by the five country case studies commissioned by OEDE. Of the total 202 MAPs requested, 72 (around 35%) were not available for various reasons.[90] Of the 130 MAPs received, 13 were assessed as not being relevant, leaving a total 117 MAPs for the purpose of analysis.[91]

Phase I of each MAP in the sample was reviewed for reference to gender in general, and to the Commitments pertinent to hiring targets in particular, the assumption being that only explicit reference would reflect that the pertinent staff is held accountable. The analysis reveals that there is no consistent reference to gender or to the Commitments in the MAPs of grade D1 and above; in fact less than half of the pertinent MAPs include any explicit reference. The same trend is apparent in respect of MAPs of other professional staff in WFP HQ, where only 11% of the sample analyzed makes any reference to the Commitments. But even then, there is generally no explicit mention of hiring targets. In respect of MAPs of professional staff in the RBs, less than one third of MAPs included in the sample make any reference to the Commitments, of which less than half explicitly mention hiring targets.

Thus overall, only one third of the total of 117 sample of MAPs analyzed make any explicit reference to the Commitments; of these, only 16% include an explicit reference to responsibility for achieving hiring targets. Further analysis of the MAPs by gender reveals that where the supervisor is female, there will tend to be more frequent mention of the Commitments. The frequency is even higher where supervisor and staff supervised are female (around 62% compared to around 23% in the case of male supervisor/male staff).[92] If anything, the finding reflects if not confirms a prevailing attitude within WFP that gender is largely the concern of women staff, to some extent further confirmed through interviews with key staff.[93]

Similarly, the analysis of job descriptions, especially for higher-grade professional staff, is revealing.[94] Thus, only 17% of all generic job profiles include references to gender-related qualifications and

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[89] Annex 3: answers to questions 6 and 7.

[90] For example, deadlines for submitting MAPs, probation period when they are not required, relocation and promotion of staff. For further details see WFP, 2002/c.

[91] 'Non-relevance' was defined in terms of MAPs of staff whose position did not involve tasks related to the implementation of the Commitments.

[92] Though the smaller number of female supervisor should be kept in mind, this finding is nevertheless important and requires further investigation.

[93] See Annex 3.

[94] A sample of 23 generic job profiles was reviewed, as well as 9 external job vacancies for professionals and 336 internal reassignment vacancies. For details see WFP, 2002/c.

accountability, specifically pertaining to the post of Regional Director and Manager (RD/RM), Country Director (CD) and Programme Adviser (PA). Job descriptions for example for Deputy Country Director (DCD), or Evaluation Officer (EO), or Programme Coordinator (PC), omit such reference. Only one external vacancy of the total reviewed makes any explicit reference to gender-related tasks (linked to nutrition). In respect of reassignment vacancies, only 15% included specific reference to gender and/or to the Commitments.

The trends presented above in respect of MAPs are largely confirmed through the findings of the five country case studies commissioned by OEDE. The MAP samples reviewed in the respective COs reveal that there is no consistency with regard to mention of hiring targets and accountability, including senior management posts. Nor is there any consistency in respect of mention of gender objectives in the MAPs of programme staff responsible for implementation of WFP food aid assisted operations.

The interviews with key staff in WFP HQ in April 2002 further confirm this inconsistency. The MAPs of some respondents explicitly mention accountability, and the persons concerned generally believe that where this is mentioned, then this is adhered to by pertinent staff. Other respondents indicated that the MAP is an insufficient tool for enforcing accountability. Whether or not there is any explicit mention of gender and the Commitments, it is the outcome that matters. In the end - so respondents generally believe - fulfilling the accountability criteria can only be enforced through directives and pressure from top management, and compliance will generally be reflected in promotion.[95]

In respect of *corporate general training*, the 1998 Mid-Term Review indicated some difficulty in obtaining an overview of training activities in which the HRD had been involved,[96] as did the *2002 Desk Review: Programming*. The various Annual Reports during the period under review (1996-2001) include a special section on 'Development of Human Resources'. Yet there is no explicit mention of gender in the training activities cited in the Reports up to 1998.[97] Though the 1999 and 2000 Annual Reports make explicit reference to gender mainstreaming and gender balance, gender is not referred to in the section under capacity building.[98]

In respect of the HRD, staff generally do not receive gender specific training. Rather, training consists mainly of acquiring the type of technical knowledge related to implementation of HR procedures in designated HR Workshops. Gender specific aspects of HR management are generally disseminated through written circulars, memoranda and directives.[99] These do not necessarily include explicit reference to gender balance, and generally mention of the Commitments is absent. On the other hand, HR staff may participate in interdepartmental training workshops, though this appears to be optional.[100]

Prior to 1999, there was no explicit HR training strategy. The HR Division's Core Training Strategy 2000-2002[101] now includes Security Awareness Training (SAT), which incorporates gender related modules on personal security, abuse of power and harassment. [102] In respect of other HR training activities, such as 'Implementation and System Integration Related Training (SAP/ WINGS), or training on 'Organizational Change and Decentralization', or 'Strengthening Management Competence', there is no known reference to gender issues in general or to the Commitments in particular. However, the

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[95] See Annex 3: answer to question 5.

[96] WFP, 1999/a: 19.

[97] WFP, 1997/c; 1998/c.

[98] WFP, 2000/d; 2001/s.

[99] Discussed in section 4 on guidelines.

[100] See Annex 5.

[101] WFP, 2002/k. It should be noted that, according to the WFP Chief of the Career Development and Training Unit, prior to 1999 there was no explicit training strategy. The current one follows from the Training Strategy 1999-2000. Interview January 2001, WFP HQ.

[102] It is interesting to note that according to latest available data, of the 71 SAT trainers, 44 % were female, while the balance in respect of consultant trainers was 4 men to one woman.

Senior GA in SP provides inputs to and participates in the Management Training Programme, and during the Professional Development Programme (PDP) training, gender issues are indirectly addressed through the concept of diversity (cultural, age, ethnicity, race, religion etc.).

4. Effectiveness of Corporate Guidelines and Guidance Facilitating Implementation of the Commitments

During the period under review (1996-2001) various documents pertinent to WFP's mandate and policy, to capacity building as well as to programme implementation, have been formulated and disseminated.[103] However, reviewing corporate guidelines and guidance relevant to emergency, recovery and development to assess the extent to which gender has been mainstreamed reveals an inconsistent trend. Thus, the review of documents pertinent to *emergency operations (EMOPs)* indicates that much progress has been achieved in gender sensitizing the 1993 Food Aid in Emergencies Handbook. However, though by 1996 mention of women in emergencies and the link with the Commitments became more explicit,[104] the 1999 evaluation report presented to the Executive Board on 'Recurring Challenges' faced in emergency situations is for the most part couched in gender neutral language.[105] Similarly, the 'Emergency Needs Assessment Guidelines' issued that same year - though clearly more gender sensitive than the above mentioned documents - still include sections couched in gender-neutral language .[106] On the other hand, a document on internally displaced persons (IDPs) issued in 2000 reveals a more gender sensitive approach, both in terms of language used and data presented.[107]

It appears that gender in emergencies actually began to be more strategically addressed in 2000, with the collaboration between WFP and FAO to develop the 'Socio-Economic and Gender Analysis (SEAGA) Guidelines for Emergency Programmes'.[108] Though there is no explicit mention of SEAGA, and in fact the pertinent guidelines are not explicitly included,[109] the 2001 WFP Emergency Field Operations Pocketbook (provisional version) is a clear improvement on the 1993 Handbook.[110] However, a cursory review of the 2001 Pocketbook indicates that additional efforts are required to further ensure the gender sensitization required. Moreover, it remains unclear why the concise document on 'Gender in Emergencies' has not been included in the 2001 Pocketbook.[111] Nor does there appear to be any explicit mention of the revised Gender Guidelines issued in 2000, even though they provide a succinct overview of key gender issues, analysis and mechanisms.[112]

By 2001, guidelines had also been developed for the evaluation of *Protracted Relief and Recovery Operations (PRRO)*, based on a review of this type of WFP assisted food aid intervention. One of the key questions pertains to the Commitments to Women, and explicit reference is made to mainstreaming gender. A matrix in the annex also avoids gender-neutral language, and spells out the Commitments individually, with a checklist against which to evaluate whether or not targets have been achieved.[113]

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[103] See Annex 7, and specifically WFP, 1999/d. It should be noted that some of these documents do not include date of publication/dissemination, which does not facilitate obtaining an accurate overview of the chronology following which issues directly pertinent to the Commitments were addressed. Where feasible, the probable date of issue is guessed at based on the content of the document.
[104] WFP, 1997/d.
[105] WFP, 1999/e.
[106] WFP, 1999/f.
[107] WFP, 2000/e: 20.
[108] WFP, 2001/t; 2001/u.
[109] WFP, 2001/i.
[110] WFP, 2001/h.
[111] WFP, no date/e.
[112] WFP, 2000/f.
[113] WFP, 2001/v.

Turning to *development operations*, WFP's guidelines for *Enabling Development* make explicit reference to gender equality and the empowerment of women.[114] These are in turn reflected in the five activity areas identified as the future focus of WFP, though there is no explicit mention of the link between these areas and the Commitments to Women 1996-2001. The latter are mentioned in a separate section on gender with reference to the recommendations of the 1998 Mid-Term Review of the Commitments. This reinforces the impression that the Commitments tend to be largely viewed in isolation, raising the question whether pertinent WFP staff are more likely to be familiar with the five critical areas identified in the *Enabling Development* document than details of the objectives of the Commitments.

In accordance with WFP's focus on health and education, a number of pertinent operational guidelines have been formulated and disseminated. In respect of education, the 1998 Mid-Term Review concludes that the 1997 'Operational Guidelines for WFP Assistance to Education Through School Feeding' 'includes gender throughout',[115] and this is also explicit in the 1999 School Feeding Handbook.[116] Other documents, such as 'Basic Guide: School Feeding',[117] and 'School Feeding Works for Girls' Education',[118] also clearly reflect efforts to mainstream gender in these programmes, though it is also recognized that they need further strengthening in this respect.[119]

With regard to WFP food aid assisted activities which focus on health, though the 'traditional' focus on mothers and children is maintained, the 1997 document on 'Reaching Mothers and Children at Critical Times in their Lives' provides guidelines on some gender specific aspects.[120] This is further reflected in the (provisional) operational guidelines on 'Supplementary Feeding for Mothers and Children'.[121] Yet, though the 2000 Food and Nutrition Handbook explicitly mentions the Commitments,[122] some sections are still couched in gender- neutral language; but, on the other hand, there is specific mention of female heads of households (FHH).[123]

The WFP Human Resources Manual (HRM) and related documentation include references to the Commitments to Women. The policies on selection, appointment, career development, reassignment and separation have been modified on a regular basis through various circulars, memoranda and directives which were issued by the Executive Director during the period under review.[124] For example, there is the 'Career Development Policy' which includes reference to gender relevant issues;[125] the 1998 Executive Director's Circular on 'Spouse Employment';[126] the 1999 'Awards Programme';[127] and the 'Policy Guidelines on Breastfeeding',[128] though there are no guidelines or directives on a crèche within WFP HQ, nor on paternity leave.

As data presented in the previous section discussing measures pertinent to human resources reveal, in spite of various corporate guidelines, the gender balance aspired to in Commitment II/B has not been achieved by 2001, though keeping in mind that by 1998 it was pointed out that this goal was statistically

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[114] WFP, no date/i. The term replaced the previously used Food Aid and Development/FAAD.

[115] WFP, 1999/a: 24.; see also WFP, 1997/e.

[116] WFP, 1999/g.

[117] WFP, no date/f.

[118] WFP, no date/g.

[119] WFP, no date/h.

[120] WFP, 1997/f.

[121] WFP, 1998/d.

[122] WFP, 2000/g.

[123] WFP, 2000/g: 59. It is relevant here to note that there is some debate within WFP on FHHs, specifically in respect of targeting. Discussion with Gretchen Bloom (SGA/SP), 14 January 2002, WFP HQ; see also WFP, 2001/a: point 26.

[124] WFP, 2000/h.

[125] WFP, 1999/h.

[126] WFP, 1998/e.

[127] WFP, 1999/i.

[128] WFP, 2001/w.

unrealistic.[129] In respect of gender specifics in the Rosters, the pertinent guideline stresses WFP's strategy to give special attention to gender balance as well as geographical diversity.[130] There is also a guideline on second language waivers for women and candidates from under-represented countries.[131] This would increase the percentage of qualified female staff on the Roster from the previous 35% to 44%.

The Professional Promotion Panel (PPP) always includes an Equal Employment Opportunities (EEO) representative to ensure that gender as well as geographical balance receive due consideration. Yet there is no specific reference to gender balance in respect of the composition of the PPP, or the Professional Roster and Selection Panel (PRSP), or for that matter the Reassignment Committee (RC).

Last but not least, a <u>Gender Glossary</u> has been developed by WFP, and disseminated in four languages within WFP and to all Heads of agencies.[132] While all GFPs receive a copy, it remains unclear if/to what extent the Glossary is used by programme officers in RBs and COs, or has been disseminated to counterparts and IPs in the countries where WFP operates. In any case, the Glossary has not been mainstreamed in the Project Design Manual (PDM). Similarly, though the country case studies commissioned by OEDE attempted to gain some insight into the effectiveness of corporate guidelines, no clear trend was discernible. Though copies of programme guidelines were generally on hand, some staff were more familiar than others with various guidelines, and much depended on the particular staff's tasks and responsibilities, as well as interest. However, generally staff were familiar with various human resources related regulations and directives.

It also emerges from the country case studies commissioned by OEDE that in general, COs and their staff do not believe that they have received adequate guidance on how to implement the Commitments (a point raised in respect of the relevance of the Commitments; see the following section). True, guidance was provided for formulating the Gender Action Plans (GAPs), but not on how to operationalize the individual Commitments and adapt them to the country context. As the *Sri Lanka* case study points out, 'the development of a corporate strategic policy to enhance the Commitments agenda may have reduced the confusion'.[133]

5.   Relevance of the Commitments at the Global and Country Level

WFP's Commitments to Women are relevant at the *global level*. This is reflected, for example in the United Nations Millennium Declaration that explicitly refers to equal rights and opportunities for women and men, the right to be free from hunger and poverty, and to benefit equally from development.[134] The vision and objectives of the Commitments are thus consonant with those expressed in the Declaration, as well as in the 1995 Beijing Platform for Action (BPFA), and, for example, in the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW).

In respect of relevance at the *country level*, without exception, all ten country case studies commissioned by SP and OEDE respectively indicate that the objectives of the Commitments do not contradict the pertinent country's overall development policies in general, or strategies to improve the socio-economic status of women in particular. There is on the one hand a clear link between the reality that the Commitments emanated from the 1995 Beijing Conference, and, on the other hand, the formulation of national action plans for the implementation of the BPFA; though keeping in kind that not all the countries where WFP operates have ratified the CEDAW, and that there generally tends to be a gap between the objectives of national action plans and implementation on the ground.

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[129] WFP, 1999/a.
[130] See the WFP website <u>WFPgo</u>.
[131] Mentioned under the key word 'Roster Review' in WFPgo.
[132] WFP, no date/j.
[133] WFP, 2002/g: 17.
[134] UN, 2000.

The country case studies commissioned by SP and OEDE also looked at the relevance of the individual Commitments. Though there are some variations that are obviously linked to the specific country context, a common pattern is nevertheless discernible.

Commitment I: Provide Direct Access to Appropriate and Adequate Food

Commitment I/A is deemed to be relevant in view of women's role in household food security and their traditional social reproduction responsibilities. However, there is some confusion whether this implies that 80% of food aid in emergency operations (EMOPs) be targeted to women, or that 80% of food aid recipients should be women, though generally the latter interpretation appears to be predominant. Though the term 'control' is perceived as being somewhat ambiguous, none the less CW/I/A is perceived to be strategically relevant for enhancing the status of women within the household, i.e. as provider of a valued economic resource.

The relevance of Commitment I/B, pertaining to micronutrient deficiencies and compatibility with local eating and cooking habits, is generally deemed to be less controversial. Though the content of the food basket is obviously dependent on donors, there are evident efforts to address minimal nutrition requirements, and the link with poverty. As such, this generally fits in with, and is relevant to, the countries' development strategies pertaining to nutrition and food security.

Commitment II: Take Measures to Ensure Women's Equal Access to and Full Participation in Power Structures and Decision-Making

Commitment II/A, pertaining to ensuring a lead role of women within decision-making committees managing food and assets created, is generally deemed relevant to the development strategies of the countries concerned, and in particular to the reality of women's crucial role in household food security. However, terms such as 'lead role' are deemed ambiguous, since it can be interpreted to mean 'women dominating men' perceived to run counter to prevailing cultural norms and attitudes. Moreover, it is pointed out that intra-country variations (urban versus rural, ethnic affiliation, availability of and access to local resources etc.), as well as the fact that some Commitments require different time spans, need to be taken into account when addressing the question of relevance.

Commitment II/B, pertaining to achieving gender balance in higher management positions within WFP, was similarly perceived to be relevant to the overall objective of achieving gender equality. But as the discussion in ensuing sections of the Report indicates, this sub-Commitment also reveals the extent to which subjective and objective aspects of gender issues and concerns can be intertwined in many complex ways.[135]

Commitment III: Take Positive Action to Facilitate Women's Access to Resources, Employment, Markets and Trade

The general consensus was that the relevance of Commitment III is particularly challenging not only because of the structural changes it requires socially, economically and politically, but also because of WFP's capacity and capability to facilitate and support such access. On the other hand, relevance was also perceived in terms of the opportunity of moving away from the perception of women as vulnerable victims and passive recipients of 'charity' (i.e., food aid), to a view of women as active participants in tackling their poverty and food insecurity related problems; though more attention is perceived to be required to specificities of the countries where WFP operates, including intra-country variations.

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[135] Insofar as gender is a variable affecting an individual's social role and relations with family and non-kin (be they in the community, the market, the place of work etc.), it has subjective dimensions that may consciously/consciously affect attitudes and behaviour. The objective aspect of gender refers to its use as, for example, an analytical tool in development and other discourses. Gender sensitization courses generally (or should) address these complex linkages.

The relevance of Commitment III/A, pertaining to targeting 60% of resources to women and girls where there exists a gender gap of 25% disadvantaging women, was generally perceived in terms of the percentage targets pertinent to development operations. But it remained unclear whether this meant that women and girls should be the beneficiaries of 60% of the food; or they should be 60% of the participants in the project activities; or that 60% of food and non-food resources should benefit them.

In respect of Commitment III/B, pertaining to 50% of education resources to be targeted to girls, its relevance is generally not disputed. It is deemed to fit in with the reality that at the aggregate level, there are gender gaps in education to the disadvantage of girls. However, here too there appeared to be some confusion whether this sub-Commitment implies that 50% of food and non-food aid resources should benefit girls, or whether 50% of beneficiaries should be girls.

The relevance of Commitment III/C, that 25% of project outputs/assets are to directly benefit women and be controlled by them, and that 25% of generated funds are to be used to the benefit of women, was generally perceived to be somewhat controversial. In some cases, this sub-Commitment has been interpreted to imply that at least 25% of participants in Food-for-Work (FFW) activities should be women, though in some contexts, the percentage target is perceived as being too low, in others too high. Relevance was also perceived in terms of possibilities as well as constraints facing WFP in implementing this sub-Commitment.

In respect of Commitment III/D, pertaining to the use of food aid as leverage,[136] there was generally a consensus in respect of its relevance in countries where concerted efforts are required to secure financial and human resources to ensure that interventions benefit the targeted population groups and individuals. Relevance was generally also perceived in terms of the realization that food aid in itself may be an insufficient incentive, thus requiring support of other interventions with positive implications for value added.

Commitment IV: Generate and Disseminate Gender-Disaggregated Data and Information for Planning and Evaluation

Of all the Commitments, CW/IV emerged as the one the relevance of which was perceived to be the least controversial. Apart from its obvious relevance to development operations, as well as to PRROs, this sub-Commitment is also deemed relevant to EMOPs to enable WFP to follow up how food aid is allocated and used, and whom it benefits. However, relevance tended to be generally seen in terms of quantitative indicators, and less in terms of qualitative information essential to assessing the impact of Commitments in general and those requiring structural changes in particular.

Commitment V: Improve Accountability on Actions Taken

Similarly, Commitment V was generally perceived to be relevant, and without which other Commitments could not be easily implemented. The relevance of the second part of CW/V, pertaining to contractual agreements, is deemed particularly important given WFP's reliance on achieving its objectives through government counterparts and implementing partners.

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[136] Leverage refers to the use of bargaining power to solicit complementary/supplementary resources, and as such differs from advocacy. As previously explained, the latter implies efforts to influence the legal, political and social environment as a means of addressing WFP's mandate to feed the hungry poor and improve household food security.

6. Extent to Which the Commitments Have Been Achieved

One innovative aspect of the way the Commitments to Women have been 'packaged' is the inclusion of programming (CW/I; CW/II/A; CW/III/A-C) and human resources (CW/II/B), as well as the means of achieving these (CW/II/B; CW/III/D; CW/IV; CW/V). This not only establishes direct links between means and ends, but also contributes to some internal coherence in this package of Commitments. However, this does not imply that the latter can be assessed as one entity. Moreover, the *Desk Review on Experiences of Implementing the Commitments to Women*, the *Gender Survey* as well as the country case studies commissioned by SP and OEDE, reveal a wide range of experiences in respect of the extent to which the individual Commitments have been achieved.

6.1 Commitment I: Provide Direct Access to Appropriate and Adequate Food

All the case studies commissioned by SP and OEDE indicate Country Offices (COs) have generally moved nearer to achieving the target of 80% women directly receiving the food aid (which is how Commitment I/A is generally interpreted and keeping in mind that it is linked to EMOPS), and to ensure that women are aware of their entitlements.[137] In fact, in *Nicaragua*, for example, the target has been exceeded to reach 90%, an achievement to some extent attributed to sensitization campaigns. In *Kenya* there appears to be a reversal, i.e. a lower percentage of women recipients of food compared to former years, seemingly due to attitudes towards the idea of women having preferential access to a valued resource. In *China* WFP staff believe it is irrelevant whether or not women are the recipients since intra-household dynamics traditionally ensure that they equally control the food.[138] In *Sudan*, in some areas/cases insisting that women are the recipients is deemed to be meaningless since they are expected to do so anyway; i.e. men would not compete with them to physically carry the food rations home, though they expect if not demand to control the allocation of food rations.

In *Colombia* food rations are repackaged for easier transportation by women, while in *Sri Lanka* issuing the ration card in women's name is perceived to increase their 'strategic visibility'. Other good practices identified in the *Desk Study* on experiences of implementing the Commitments includes flexibility in food distribution times and in allowing either spouse to pick up the food rations, providing child care and ensuring that wives in polygamous households have a separate ration card. Moreover, in all ten country case countries, over the past few years a cultural breakthrough has been achieved in respect of targeting and reaching female-headed households (FHH), whereas previously a male family member had to come in their place. On the other hand, in some cases, the trend of issuing ration cards in the name of the adult male in the family continues. This is inadvertently encouraged for example in *Sierra Leone* by using the term 'household head' which is culturally associated with the male gender role.

However, as indicated earlier, the country case studies also reveal some confusion over the term 'control', largely equated with women being the food ration recipients (in fact an access indicator), as well as preparing the food as per their social reproduction role. The general weakness in the post-distribution monitoring system also referred to earlier means that in fact WFP may not have much in-depth knowledge how food rations are used and allocated within the household. There is also the issue of inadvertently perpetuating the image of the 'altruistic' wife/mother versus the stereotype of the 'unreliable' husband/father who does not have his family's welfare at heart. In fact as some of the country case studies reveal, households do not necessarily conform to such stereotypical female and male behaviour patterns.

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[137] It should also be kept in mind that the country cases studies commissioned by SP and OEDE did not cover acute emergency operations.

[138] Though empirical studies indicate that there are manifestations of gender inequality within the household; see WFP, 2001/i.

Moreover, some of the country case studies mention the vulnerability of women beneficiaries to physical violence (including rape) in connection with armed conflict, be they refugees or IDPs. There is a link with transparency of the food management and distribution system, as well as with the efficiency of the monitoring process, but also with the diligence of implementers to follow up problems when they arise.

In respect of Commitment I/B (addressing micronutrient deficiencies), there have been discernible efforts to include iodized salt and vitamin fortified food rations in the food basket, specifically in supplementary and therapeutic feeding. In *China*, the topic of micronutrients is addressed in functional literacy training for women. In *Nicaragua*, fortified Corn Soya Blend (CSB) is distributed to targeted expectant and nursing mothers. However, in *Pakistan* the caloric value of the food basket has not been reviewed to take into account conditions in Afghan refugee camps during the cold winter months.

Dependency on donor contributions can and does imply that local cooking and eating habits cannot be fully taken into consideration. Specifically this tends to have implications where the type of food provided (for example, pulses) requires longer cooking time and water. This is a particular problem for women where securing potable water and household fuel is time consuming, requiring long distances and thus additional physical effort for those among them who may be malnourished (quite likely given their poverty), not to mention exposing them to physical risks in conflict situations.

In *Sudan,* for example, the problem has been innovatively addressed by linking it with teaching women different ways of preparing food through training in family nutrition and hygiene. By contrast, in *DR Congo* insufficient systematic nutrition information is reflected in beneficiaries' exchanging or selling food rations for less nutritious commodities with which they are more familiar. In other cases reviewed by the *Desk Study* on experiences of implementing the Commitments, local production and consumption of fortified foods was encouraged through advocacy campaigns and women were consulted about recipes for school meals. But there are also cases were rations were standardized for all target groups and no specific account was taken of expectant and nursing mothers.

6.2   Commitment II: Take Measures to Ensure Women's Equal Access to and Full Participation in Power Structures and Decision-Making

The *Desk Review* on experiences of implementing the Commitments confirms that in respect of CW/II/A (lead role of women in committees), generally in WFP food aid assisted operations the number of women in food management and distribution committees has increased. This has however rarely been translated into women's equal participation in decision-making within these committees. Moreover, where for cultural reasons separate male and female committees are set up, those involving women are more often than not marginalized and tend to have limited say in food management and distribution matters.

The ten country case studies largely confirm this trend. In *Mali*, for example, it was observed that inasmuch as there were cultural reasons for women's exclusion from decision-making in food aid management and distribution committees, the problem was also linked with the extent to which implementing partners (IPs) enforced and reported on this. In *Pakistan* Afghan refugee women have to date not been included in these committees (but keeping in mind that that up to early 2001, there were no such committees <u>per se</u>). *Nicaragua* provides a contrast in that WFP food assisted projects require that the majority of committee members must be women, and that the chair person must alternate between male and female members. Yet in *Colombia*, in spite of successes in increasing women's participation in food management and distribution committees, it is also noted that the phasing out of WFP assisted projects has in quite a few cases meant that the momentum may be lost. Though there are efforts to address this problem through investment in leadership training for women, for example in *China*, funding and human resources capacity tend to be serious constraints.

Even more difficult to realize is women's lead role in committees that manage assets created by Food-for-Work (FFW) projects. This pertains specifically to community assets where it is generally the local male elite who will tend to dominate the decision-making process, as the case of *Sudan* indicates. Anecdotal

evidence suggests that women's involvement may in some cases be due to kin relationships with men on these committees.

In respect of Commitment II/B (gender equity in higher management positions), various points may be added to the discussion and analysis presented in section 3.2 (measures in respect of human resources) and in section 5 (relevance of commitments). In all country case studies, there have been discernible efforts to recruit more qualified women, including for national posts even though the pertinent WFP directive was issued relatively recently (in 2001). But as the case study of *Colombia* reveals, recruiting more women may be easier when gender expertise is specified, simply because it is generally women professionals who may have this background.[139] In some cases, efforts are underway to recruit local women for non-traditional jobs, such as drivers, security guards or store managers. But in none of the COs concerned is a gender balance discernible in respect of higher management and decision-making posts; not even in *Sudan* where there is a critical mass in terms of number of WFP staff in the CO and some sub-offices.

Some country case studies have widened the analysis of CW/II/B to include WFP counterparts and implementing partners (IPs). In *Sri Lanka*, there is a prevalent attitude among IPs that gender is not a serious issue, and women themselves may not follow up potential opportunities to move into more influential posts. Moreover, WFP projects such as in *China* do not provide clear guidance on how to support women's involvement in traditional or specially established committees when projects are phased out. Advocating for the recruitment of more women within government counterpart bodies ignores the reality of the impact of economic restructuring policies in some of the countries concerned, and which generally includes a freeze on public sector employment. There is also the fact that WFP itself may hesitate to solicit the support of women's organizations, due to fears that they may have a 'political agenda', such as in *DR Congo*, for example. In other contexts, such as in *Sudan*, working with male dominated NGOs at the community level may be the only option.

6.3   Commitment III: Take Positive Action to Facilitate Women's Access to Resources, Employment, Markets and Trade

CW/III/A has not been addressed in the *DR Congo, Kenya* or *Sierra Leone* country case studies since there were at the time no pertinent development activities. In *Colombia*, addressing this sub-Commitment has not been accorded any special attention since gender gaps are not deemed to be that large (for example in education). By contrast, in the case of *Nicaragua,* there has been an effort to address this sub-Commitment, and some 40% of resources in FFW and food-for training (FFT) projects are estimated to be directly targeting women. FFW projects in *China* have been giving more attention to activities that address women's practical gender needs,[140] such as access to cooking fuel, potable water and latrines.

Overall, as the *Desk Review* on experiences of implementing the Commitments reveals, in spite of the multiple interpretations of CW/III/A, a number of good practices have been recorded. These include selecting FFW activities which are more suitable for women in terms of being physically less tasking; allowing for time flexibility to fit in with women's social reproduction responsibilities; addressing women's practical gender needs through provision of child care near FFW sites; providing training in micro enterprise and credit management; and targeting women for specific projects where gender segregation constrains their participation (for example bakeries in Afghanistan).

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[139] In effect confirming the conclusion of the previously mentioned IAMWGE meeting in 2001, that there is a gendered division of labour which continues to affect gender mainstreaming efforts. See UN, 2001.
[140] The term *practical gender need* is linked to women's traditional social and economic roles, i.e. supporting activities which reduce their workload and which enable them to better carry out their tasks and duties. By contrast, *strategic gender need* refers to supporting the process of women's empowerment through, for example, literacy, skill training, access to productive resources, credit and markets, improving their legal and customary rights, and their equal participation in decision-making.

In general, Commitment III/B (50% of education resources to girls) has been perceived as less controversial. The *Desk Review* on experiences of implementing the Commitments has recorded a number of good practices, such as advocacy campaigns to sensitize families and communities to the importance of girls' education; providing take-home rations to girls which constitute a valued income saving for the household; supporting boarding facilities for girls; as well as focusing particularly on the age group of girls where gender gaps are widest. But there are also some poor practices, for example where increasing school enrolment had not been matched by commensurate increase in the number of classrooms and teaching staff, with adverse implications for quality of education. Though more attention has been accorded to providing facilities for girls (such as separate latrines), there are still cases where this essential need is neglected.

In *Pakistan*, 100% of education resources are targeted to primary school age girls and available data indicate that girls' school enrolment has generally increased. However, unsystematic monitoring and reporting has meant that there is inadequate qualitative information on reasons why take-home rations are seemingly not always functioning as an adequate incentive for retaining girls in school. In *Sudan* wet feeding targets all boys' and girls' schools that fulfil the eligibility criteria, as well as girls in eligible secondary and boarding schools, with the latter having positive implications for tackling the problem of under-age marriage and the link with the inter-generational transmission of poverty. However, wet feeding also raises the issue of quality of education; i.e. while dropout rates may be decreasing, the fact remains that girls may leave the school premises after the meal and before the official end of the school day (probably inadvertently encouraged by the absence of walls surrounding the school compound).

In *DR Congo*, where the emergency situation and not only gender gaps have affected school enrolment, much effort is expended in improving enrolment rates overall, in particular those of girls. In *Sierra Leone* with a similar emergency situation, though geographical targeting was constrained by the ongoing conflict situation, CW/III/B has been widened to include vocational training, where 40% of participants are women. By contrast, in *Sri Lanka* CW/III/B is not deemed relevant given the relatively limited gender bias in education, a fact that also applies to *Colombia*. In *Nicaragua*, enrolment of girls may actually be higher since boys from poor households tend to drop out to economically support their families, indicating that both poverty and gender are crucial variables affecting school dropout rates.

With regard to Commitment III/C, there is some awareness that increasing women's participation in FFW does not imply that they actually control the assets created, though this is not necessarily explicitly addressed during project implementation. Moreover, as indicated both in the *China* and *Sudan* case studies, involving women in FFW activities may actually mean an added physical burden in situations where they are primarily if not exclusively responsible for managing the household and for childcare, as well as securing the household's water and fuel needs. Moreover, IPs may not be effectively monitoring the involvement of pregnant women or the use of child labour. There is also the fact that women's higher involvement in FFW may be due to male labour migration, i.e. it is women in the targeted households who are by default available for FFW.

In *DR Congo*, a WFP food aid assisted FFW project by way of access to credit demonstrates the possibility of supporting women by enabling them to find alternative and physically less tasking income generating opportunities, though this did not solve the problem of debt repayment when food aid was phased out. In *Mali*, FFW activities targeting women were found to be relatively limited, though there were efforts to include them in gardening related activities. In *Sierra Leone* women's benefit from FFW can remain temporary since it does not provide them with access to land or control over required inputs for cultivation. In contrast to *Kenya*, refugees in *Sudan* generally receive support from the host government, including access to land, though insufficient attention appears to be accorded to gender differentials in this respect. As for *Pakistan,* the previous experience of natural resource management projects, where men were the main beneficiaries, has encouraged the trend of focusing exclusively on projects that create assets for rural women.

In respect of part of CW/III/C requiring that 25% of generated funds be invested in activities which benefit women, it emerges that there is a clear link with Commitment II/A. Specifically where women participating in the various committees do not have equal say in decision-making, then it remains difficult to address this requirement, though obviously a distinction needs to be drawn between community and individual assets. Benefit from the former is essentially linked to community power dynamics which also affect poor men, while women may more easily benefit from individual assets, for example through managing their own income-generating activities. The country case studies reveal that too little attention has so far been accorded to this issue.

In various countries where case studies have been carried out, CW/III/C has been interpreted in terms of increasing the targeting of women in FFT activities, for example in *Mali*. In the case of *Sudan*, while such investment is also discernible, in respect of female refugees for example, there is little if any link between training and market relevance, pointing to the virtual absence of market feasibility studies. In *China*, the focus has been on increasing the share of resources going to women in FFT projects, and this has been given further impetus by the requirement of WFP's partner, the International Fund for Agricultural Development (IFAD), that 50% of micro-credit benefit women. In *Colombia*, it was the focus of the FFT that served to mainly benefit women, for example on food preparation, management and nutritional education, and in which men are generally not interested.

The *Desk Review* on experiences of implementing the Commitments points out that in general, and as confirmed by the country case studies, there have been difficulties in measuring CWIII/C, since it is not easy to distinguish between those who benefit and those who actually control due to limited data. However, there have been attempts to address these difficulties, for example through using participatory techniques to select project activities and assets to be created; through advocating for women's ownership of assets; and phasing out activities which hitherto mainly involved and benefited men. But much may depend on IPs sharing the same vision as WFP in this respect, including the objective to support women's equal access to and control over resources, which has not always been the case.

The above mentioned *Desk Review* also discusses Commitment III/D, pertaining to the use of food aid as leverage, and points out that, judging by the scope of information available, this is probably the least understood commitment. Leverage and advocacy were in many cases confused with one another, thus rendering it difficult to identify good or poor practices. In fact, and as the country case studies largely confirm, few WFP COs use conditionalities or incentives to achieve leverage or advocacy objectives. In *Pakistan*, for example, leverage was generally interpreted in terms of working with partners at the macro level, and less if at all at the community or grassroots level, though this was partly linked to human resources constraints in some sub-offices. In *China*, though there was no discernible advocacy strategy, there has been some effort to promote the number of women employed in project management offices (PMOs), as well as in implementing a strategy that GFPs in PMOs train other GFPs down the line.[141] In *Nicaragua*, the WFP CO has acquired the reputation of being a firm advocate of gender equality, and would in fact not work with IPs unwilling to abide by a gender sensitive approach.

In *DR Congo*, efforts were discernible to draw attention to gender issues and concerns, for example through using International Women's Day celebrations (which many COs in the countries studies also do). Advocacy activities focused on supporting women's access to land, and to providing protection to women and girls during food distribution. WFP COs generally make an effort to work with the UN Gender Thematic Groups (GTGs) to advocate on women's issues. In *Sudan,* for example, this includes drawing attention to women's reproductive health and the link with HIV/AIDS, while in *Pakistan* and *China* these groups have annual activities and action plans that include gender specific advocacy efforts.

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141 The China case study was an interesting example in that the GFP system in PMOS was established and supported by the government counterpart, ranging from the provincial capital level down to the townships, though the problems identified in section 3.2 in respect of the GFP system tended to be replicated.

6.4   Commitment IV: Generate and Disseminate Gender-Disaggregated Data and Information for Planning and Evaluation

The *Desk Review* on experiences of implementing the Commitments concludes that much effort has been expended in collecting gender-disaggregated data, including on project beneficiaries and participants. However, as mentioned earlier, so far information conducive to ascertaining project outcome is relatively limited, and even more so in respect qualitative data required for assessing impact, not to mention the variability in respect of carrying out gender analysis and baseline studies.

Most if not all the country case studies largely confirm the findings of the *Desk Review* mentioned above. In *Pakistan,* though gender disaggregated data is collected on EMOPs, this tends to be ad hoc and largely due to individual efforts rather than any sense of institutional requirement. Though such data is collected for development activities, gender disaggregated information tends to get lost during collation and is generally not used in planning and evaluation. Part of the problem lies with the capacity and capabilities of IPs, as well as reporting forms that focus on physical targets rather than on processes. As the example of *DR Congo* reveals, part of the problem also lies with the skills of field monitors in sub-offices, not to mention human resources capacity. Even where efforts to improve gender disaggregated monitoring are discernible, indicators may not be SMART (specific, measurable, achievable, realistic and time bound). In *Kenya*, data on the share of benefits received by males and females is not easy to come by due to the type of activity; for example, in FFW it is the household which is targeted, while in the case of refugees, women are identified as beneficiaries of specific project activities and not as recipients of food aid.

Sri Lanka provides an example of the availability of a wealth of data from on-going activities, but the lack of systematic use of reported data and of an analytical framework for improving planning and programming. In *Mali*, where implementation relies on partners, much depends on the motivation of IPs to gather gender disaggregated data, not to mention human resources capacity and skills. By contrast, in *Nicaragua*, there has been a discernible effort to develop formats that also include qualitative indicators as well as a special section to measure progress in implementing the gender strategy.

6.5   Commitment V: Improve Accountability on Action Taken

The *Desk Review* on experiences of implementing the Commitments concludes that 'gender requirements' are usually included in contractual agreements with partners, and that in various cases IPs are selected on the basis of their gender sensitivity. There is no indication what happens when such partners are few on the ground.

However, the country case studies commissioned by SP and OEDE largely confirm the discussion presented in section 3.1 (programming related measures), namely that there is no consistency in respect of contractual agreements with partners specifying implementation and monitoring requirements, though there are variations in this respect. For example, in *Sri Lanka*, accountability for food management and distribution is usually clearly stated; what is less clear are indicators reflecting the process and outcome of activities implemented. In *Mali,* even when MOUs and LOUs specify requirements, IPs may not be asked to report on them. By contrast, in *Nicaragua*, meetings to disseminate information about the Commitments are organized for project partners, and agreements generally include a clear reference to the topic, thus highlighting the importance that WFP places on gender. But in *Colombia*, even when contractual agreements mention the Commitments, responsibilities, time frames and indicators are generally not explicitly spelt out.

In *Kenya*, there is a discernible change, with more recent agreements reflecting the Commitments. *Sierra Leone* is an example where the intense emergency situation and pressure to quickly draft contractual agreements has meant that little progress has been achieved in respect of explicitly and systematically including reference to the Commitments. In *DR Congo,* WFP managers are not held accountable for ensuring that contractual agreements reflect the Commitments, with the result that very few of these, and

only some recent ones, include such mention. Nor are gender requirements generally spelt out in contractual agreements in *China*, including those with partner agencies that share the same vision in respect of gender.

As regards accountability on the part of WFP managers, the country case studies reflect the same variability discussed in section 3.2 (measures related to human resources). In none of the WFP COs was a consistency found in respect of mention of accountability in the Management and Appraisal of Performance (MAP). For example in *Sudan*, and also to some extent in *China*, Phase I of MAPs of top management neither include reference to accountability for gender balance in hiring, nor to gender in general and the Commitments in particular. But *Colombia* is an example where pertinent omissions in the MAPs do not imply that WFP staff are not aware of their accountability, though a differentiation needs to be made between programme and support staff. By contrast, in *Nicaragua*, it is only the Gender Focal Point (GFP) who is held accountable for gender mainstreaming and thus for addressing the Commitments. In *DR Congo*, accountability is linked to reaching the hiring target, and less in respect of implementing the Commitments as a whole, whereas in *Sierra Leone* and *Nicaragua,* the GFPs in the CO and sub-offices are held responsible for gender mainstreaming. In *Sri Lanka*, the MAP is the sole tool used for accountability, while in *Pakistan* positive shifts discernible in the Country Programme (CP) are not translated into accountability for fulfilling related gender specific responsibilities. Here too accountability is generally not reflected in the MAP.

6.6   Best Practices: Some Trends

The preceding sections have identified a diversity of practices that have either facilitated or constrained the implementation of the Commitments. As discussed in a following section in the Report on lessons and challenges, some of the less optimal practices identified clearly need to be taken into account in moving forward towards formulating and implementing the Gender Strategy 2003-207.

But there are also many best practices that reflect progress since the 1998 Mid-Term Review of the Commitments, and that need to be highlighted. This is not only in terms of being achievements in their own right in a particular place and case. Rather, they are also positive examples of how gender sensitivity and the willingness to be innovative - be it on the part of WFP field staff, or implementing partners, or even the community itself - can effectively address the objectives of the Commitments and support their sustainable implementation.

Best practices include innovative ways to ensure that women directly receive food aid through a gender sensitive ration card system. By according particular attention to female-headed and polygamous households, WFP has been contributing to strengthening the status of these women within the community. In some places food aid is repackaged to take account of women's physical capacity to transport it, and efforts are made to shorten the distance to food distribution points which can contribute to decreasing their vulnerability to physical violence in situations of armed conflict. Women's social reproduction related responsibilities are accommodated by child-care arrangements and by teaching them new food preparation methods that at the same time impart nutrition and health-related messages.

Another best practice is recruiting and increasing the number of female food aid monitors, and exploring innovative ways of supporting their mobility and where necessary their physical safety. This has contributed to more effectively reaching female target groups, and ensuring that they are aware of their entitlements. At the same time it has provided employment opportunities for women, including those in the targeted communities.

Overall the participation of women in food aid management committees has increased. Even though this is not necessarily translated into equal participation in decision-making within these bodies, this can be deemed a breakthrough in cultural contexts where women have traditionally been socially marginalized. Innovative ways of increasing women's participation includes enforcing the regulation that the headship

of the committee be held by a male and female member in rotation, and supporting leadership training for women.

A further best practice is exploring innovative ways, including work norms and hours, to ensure that Food-For-Work (FFW) related activities support women's practical gender needs and their participation in income-earning opportunities (though more attention needs to be accorded to market demand and possibilities). More attention has also been accorded to Food-for Training which may contribute to women's empowerment and, similar to FFW, has the potential of improving household food security. These practices have been further strengthened where efforts were invested in advocating for women's equal access to and benefit from assets created through WFP food aid assisted interventions, and by selecting assets which women traditionally manage. Increasing efforts to apply gender sensitive participatory techniques in the selection of project activities have further strengthened this type of best practice.

There is clear evidence of gender sensitizing school feeding programmes in which WFP has accumulated vast experience. This is not only in terms of targeting age groups where gender gaps are relatively wide, and providing valued food rations, but also by providing girls with sanitary and other facilities within these schools. Though the improvements in quality of education may in some cases and places lag behind, and more attention needs to be accorded to fluctuations in dropout rates, the fact remains that in general the targeted communities are increasingly accepting and even supporting girls' school enrolment.

116. complementary resources, but also to encourage implementing partners to support and apply a gender sensitive approach to project implementation. In turn, this requires collecting gender disaggregated data through which to monitor progress. Though data is not always used for planning purposes and is not always conducive to assessing outcomes, there is none the less the best practice trend of using such data not only for more effective targeting, but also for problem analysis. In turn, this has to varying extents been facilitated by increased investment in gender training of WFP staff.

7.   Effectiveness of the Commitments to Reduce Gender-Related Inequalities

Assessing the effectiveness of the Commitments to Women to reduce gender-related inequalities requires focusing on the various sub-Commitments that explicitly or implicitly include the objective of gender equality. In respect of *programming*, this clearly applies to Commitment I/A (women controlling the family entitlement), Commitment II/A (ensuring a lead role of women), Commitments III/A and III/B (access to resources) and Commitment III/C (control of assets).

The discussion and analysis presented in the previous section of the Report reflect that, overall, the Commitments have contributed in various ways and to varying extents to tackling manifestations of gender inequality. Reliable up-to-date data, in particular qualitative data, may not always be available. However, information based on sample studies and surveys, or derived from anecdotal evidence, and largely confirmed through the *Desk Review of Experiences of Implementing the Commitments to Women,* the *Gender Survey*, as well as the country case studies commissioned by SP and OEDE, suggests that overall WFP food assisted operations have generally contributed to addressing gender gaps, and by implication have to improving some manifestations of gender inequalities. However, this is variable and has tended to differ from one country context to another. Moreover, as the ensuing section on assessment of impact reveals, a differentiation needs to be made between EMOPs, PRROs and development operations. The extent of the effectiveness of the pertinent Commitments has also been constrained by the reality that they require structural changes to address women's strategic gender needs, inherent in terms such as, for example, 'control' and 'lead role', and WFP's capacity and capability to effect this.

In any case, as the previous discussion and analysis of the extent to which the Commitments have been achieved (depicting best practices but also poor practices) also indicate, they have at the very least raised awareness of women's hitherto unequal involvement in WFP food aid assisted operations, and have generally encouraged ways and means of supporting their active participation. However variable the

extent of accountability among WFP staff in respect of implementing the Commitments and supporting the process of gender mainstreaming - pertinent to the effectiveness of Commitment V on accountability - the country case studies reveal that Country Offices (COs) are generally aware of the need to address gender gaps and to ensure that this is reflected in programming and implementation. In other words, it is increasingly evident that during the period under review (1996-2001) gender has gradually ceased to be an issue dealt with more or less in the abstract at the level of WFP Headquarters (HQ), and, however variable this may be, has penetrated the working environment at the field level.

In respect of *human resource*s, assessing effectiveness pertains to Commitment II/B (gender balance particularly in higher management positions), clearly reflected in data on recruitment trends. As mentioned earlier, CW/II/B was in hindsight not very realistic, as even when the 50% recruitment target of female staff is strictly adhered to, statistically this would result in professional women forming no more than 40% of WFP's professional labour force by the end of the period under review.[142] Though there are conflicting opinions with regard to achievements in gender balance in reassignment and promotion, generally the application of Commitment II/B is deemed to have made some contribution in this respect, even though gender balance in strategic decision-making posts has not been achieved. CW/II/B is also deemed to have been effective in drawing attention to the need for an effective family policy.[143]

Assessing effectiveness also requires focusing attention on obstacles that have in various ways and to varying degrees constrained the implementation of the Commitments. The three *Desk Reviews* on experiences of implementing the Commitments, programming and human resources, the results of the *Gender Survey*, as well as the country case studies commissioned by SP and OEDE,[144] including the previous section on the extent to which the Commitments have been achieved, indicate that various obstacles have influenced the effectiveness of implementing the Commitments at the corporate/WFP HQ level as well as in the field.

To begin with, and as indicated in other sections of this Report, the ambiguity of language and terms used in phrasing the Commitments has been consistently pointed out as one constraint. WFP staff generally believe that there has been insufficient guidance to address such ambiguity and flexibly adapt the Commitments to the local socio-economic and cultural context where WFP operates. In effect, to varying extents, a 'trial and error' approach appears to have been followed, with positive outcomes to some extent dependent on the motivation and gender skills of WFP staff as well as on counterparts and IPs.

In respect of *programming*, a far-reaching obstacle has been the relatively unrealistic attitude towards the role and functions of the Gender Focal Point (GFP), with obvious implications for effectiveness. In turn, this would to some extent appear to be linked to insufficient clarity within WFP at the corporate as well as field levels regarding inputs required for ensuring the smooth mainstreaming of gender in programming and operations. In reviewing the available documentation one has the impression that the link between the Commitments and gender mainstreaming, i.e. that the latter is the *means* to implement the former, is not always clearly understood. Similarly, the opportunity has largely been missed to explicitly clarify the complex linkages between poverty - keeping in mind WFP's mandate to feed the hungry poor - and gender. It would seem that this has had implications for inadvertently perpetuating the attitude that gender is not necessarily the concern of all staff within WFP. Rather it is perceived to be mainly of interest to and the responsibility of female staff, an attitude largely reflected in the way accountability for implementing the Commitments has been addressed. However, as the *Colombia* case study reveals, where gender mainstreaming is perceived to be the equal responsibility of all pertinent staff, this will be reflected in the absence of a separate GFP post.

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142 WFP, 1999/a: 4.
143 See Annex 3.
144 See Annex 7.

Linked to the above is some apparent confusion over Gender Action Plans (GAPs). Undoubtedly GAPs have played an important role in supporting the gender sensitization of WFP programme planning and project implementation, supported by the Gender Task Force (GTF) and the HQ Senior Gender Adviser. However, insofar as supporting the implementation of GAPs was perceived to be one of the main tasks of the GFP, this inadvertently encouraged the attitude, particularly among male WFP staff, that gender is a separate topic of concern mainly - if not exclusively - to female colleagues, with obvious implications for effectiveness.

In any case there would appear to be a link with another obstacle, namely the fact mentioned earlier that the scope and quality of gender analysis is inadequate and inconsistent. Though the country case studies, as well as information available from the proceedings of the Programme Review Committee (PRC),[145] indicate that there has been a discernibly positive shift in more recent project documents, as well as in Country Strategy Outlines (CSOs) and Country Programmes (CPs), the fact remains that gender analysis is not always of the required standard. In some cases there continues to be a separate 'women's section' in the documents concerned, pointing to some confusion between the concept of gender, and the need to accord priority to women and girls as a *means* of addressing gender gaps.

There appears to be some link between the previously mentioned fact that gender is in some cases and places perceived to be a separate rather than a crosscutting issue, and the apparent lack of differentiation between categories of food insecure women. There is also the fact that at times the link with crucial variables such as age, marital status, life-cycle stage, type of coping mechanisms, as well as the implications of local customs and gendered aspects of economic opportunities and labour markets, is overlooked. This also applies to female-headed households (FFH), where the distinction has not always been drawn between the structural reasons for gender inequality and the causes of poverty and household food insecurity. Effectiveness has also been affected by the previously mentioned apparent lack of clarity in respect of terms such as 'lead role of women' and 'control of assets'. Linked to these observations is an apparent reluctance to address the reality that cultural boundaries are much more flexible than generally supposed; i.e, 'culture' and its presumed rigidity have in some cases tended to be used as justification for inaction or insufficient action with obvious implications for effectiveness.

A key word here is attitude of WFP staff, to some extent linked to the effectiveness of gender training. As the discussion of the various regional gender training workshops reveals,[146] in spite of investment in gender training (see Annex 5) there remain gaps in the knowledge and understanding of WFP staff that need to be addressed. The various country case studies commissioned by SP and OEDE also largely confirm this, including the fact that there is no systematic training of GFPs, or in the use of gender analysis, and that to some extent this tend to be dependent on the attitude of top management in the individual COs. Equally important there has been little apparent investment in follow-up training of WFP staff; nor has any study been carried out to investigate the impact of training and pinpoint gaps that need to be addressed.

Serious gender training requires adequate and timely funding, another key word which may be identified as an obstacle to the effectiveness of implementing the Commitments to Women. As far as could be ascertained from available documentation, as well as interviews with key staff in WFP HQ in April 2002, gender training has generally not been perceived as an integral part of programming and related budgeting, and therefore generally not integrated in annual work plan strategies. Rather, such training has usually implied the raising of required funding locally, or at the regional level, or through WFP HQ, including from the Gender Action Fund/Facility (GAF). As Annex 6 indicates, the financial resources made available to implement the Commitments during the period under review have to some extent depended on extra budgetary resources (amounting to 48% of the total GAF).

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145 See WFP, 2002/b.
146 See WFP, 2002/b.

Another obstacle with implications for effectiveness has been the inadequate functioning of the monitoring system, which as mentioned earlier is partly related to variability in respect of developing and applying appropriate gender sensitive indicators, including qualitative ones, to measure the outcome and impact of WFP food aid assisted interventions as well as weaknesses in the post-distribution monitoring. The Commitments have undoubtedly served to draw attention to the gendered aspects of reaching the beneficiaries of food aid assisted operations, on whom more information has become available during the period under review. None the less, the fact remains that in various areas and contexts, WFP does not have the required overview of the outcome of its interventions, and even less in respect of their impact. Equally important, the unsystematic investment in baseline surveys - largely due to inadequate funding and human resources skills, but also because they are generally not perceived to be a routine input - has been a serious obstacle with implications for effectiveness.

The question of effectiveness cannot be separated from another important factor, namely if and to what extent government counterparts abide by their own commitments to facilitate implementation of WFP food aid assisted operations. This pertains not only to timely provision of government cost sharing, as well as the required human resources. It also includes effective implementation of strategies aiming to improve the socio-economic status of women, in turn required to strengthen the effectiveness of WFP's own interventions in this respect.

Linked to the above is yet another obstacle affecting effectiveness, pertaining to WFP's coordination and cooperation with bilateral and multilateral agencies. Some partnerships are more or less a given, for example, with UNHCR and OCHA through the Consolidated Appeals Process (CAP). Though coordination with these agencies is not always unproblematic, specifically where there is a difference of opinion on targeting aims and mechanisms and/or gender objectives in EMOPs. But, as the country case studies also reveal, other potential partnerships with positive implications for value added, through complementarity between food aid and non-food interventions, may not always be systematically explored or consistently pursued. However, this observation cannot be disentangled from the previously mentioned reality that expectations that Gender Thematic Groups (GTGs) would be strengthened through implementation of the United Nations Development Assistance Framework (UNDAF) has in many cases not been fulfilled.

As discussed in a previous part of the Report, there is also the issue of *human resources* in WFP COs and sub-offices, both numerically as well as in respect of appropriate skill levels. Human resources capacity and capabilities are also a crucial issue in respect of WFP's counterparts and implementing partners (IPs). Having to rely on the latter requires ensuring that partners are adequately trained, motivated and reliable, and that this is appropriately reflected in contractual agreements, which as mentioned earlier has not always been the case. This is not an easy feat in contexts where the choice of partners may be limited, where reliability and timeliness of funding are problems, and where the life threatening needs of target groups require immediate response and action.

Moreover, as the discussion in section 3.2 reveals, and indicated in some of the country case studies, Commitment II/B, pertaining to gender balance in hiring, and applied to reassignment and promotion, has been at times the cause of some confusion, frustration and disappointment. This essentially underlines to what extent the subjective and objective aspects of the topic of gender are intertwined, with implications for effectiveness. But implementing CW/II/B may in some areas and contexts also be constrained by, for example, gendered labour market supply factors. Though WFP has made many efforts and attained some achievements in pro-actively locating and attracting female professionals with the required qualifications, this has not always been the case. A related obstacle is the nature of the majority of WFP operations, i.e. emergency situations where recruitment and reassignment need to be rapid. Specifically in conflict areas female staff may be perceived as being physically more vulnerable to violence. Linked to this is the pervasive attitude that women with dependents shoulder the main responsibility for parenting, and hence

are physically less mobile, an attitude not necessarily confined to developing areas and societies, as the interviews with key WFP staff aptly reflect.[147]

8. Assessment of Impact and Sustainability of the Commitments

8.1 Assessment of Impact on WFP Policies

Available information indicates that the Commitments to Women have had an important impact on the type and scope of policies formulated by WFP during the period under review (1996-2001). Without the framework provided by the Commitments, the required change in the corporate working climate, be it in programming through putting in place the necessary measures, or be it in human resources and pertinent regulations, would very probably have been a slower and perhaps more uneven process. The three Desk Reviews on experiences in implementing the Commitments, programming and human resources, the Gender Survey, the commissioned country case studies, as well as the interviews with key staff in WFP Headquarters (HQ) in April 2002, largely confirm this observation.

As discussed in previous parts of the Report, in the area of *programming*, the Commitments led WFP to focus its attention on the policies required to put in place mechanisms to support the process of implementation, and to develop and refine various tools. It also implied adding to the tasks of the existing Programme Review Committee (PRC) the responsibility of checking the process of gender mainstreaming, in coordination with the Senior Gender Adviser in SP. In retrospect, the time lag between launching the Commitments and putting these mechanisms and tools in place was probably not unduly long.

However, as the interviews with key WFP staff as well as the country case studies generally confirm, though there appears to have been awareness that, for example, the GFP system was not functioning optimally, and that the monitoring system required strengthening through investment in human resources capacity and capabilities, the necessary policies or adjustments therein are either not evident or have taken a relatively long time to be put in place. Similarly, it is only in 2000, i.e. some four years after the launching of the Commitments to Women, that gender in emergencies began to be strategically addressed. It should also be noted that though women's control over assets is clearly spelt out in the Commitments, with obvious implications for addressing women's strategic gender needs, it is only in 2001 that an explicit directive was issued to draw attention to this point.[148]

In the area of *human resources*, policies have been formulated to achieve the objective of gender balance in recruitment, widened to include reassignment and promotion. Directives that take some account of the family situation of staff were perceived to be linked to the vision inherent in the Commitments. Here too some time lag is discernible between launching the Commitments and addressing the policies required for implementation. For example, WFP's policy on breastfeeding was only issued in 2001, as was the policy of gender balance in respect of recruitment of national staff.

However, in spite of the discernible investment in gender training, there is little evidence of a strategy to systematically integrate gender into all activities, rather than confining this to programming. Linked to this is the apparent absence of a policy to integrate gender training into annual work plans and budgets.

8.2 Assessment of Impact on Implementation of EMOP, PRRO and Development Operations

As mentioned previously, generally the monitoring system is judged to have been relatively weak during the period under review, and some exceptions apart, baseline studies were either carried out unsystematically, or have generally been inadequate benchmarks for measurement of impact. It should be

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147 See Annex 3.
148 WFP, 2001/e.

kept in mind that various programming related Commitments have differing timelines and gestation periods, and that there is also the reality that programmes and projects may differ in respect of their duration, extension and phasing out. There is also the fact that timeliness of food aid donations and pipeline problems have an impact in respect of type and quantity of food rations, and beneficiaries' access to the latter. Therefore, assessing the impact of the Commitments to Women on programming and project implementation, as well as on beneficiaries, can at best be tentative. In some cases, the type of accessible data and information implies that it is outcome rather than impact that can be assessed.

Emergency Operations

Available documentation as well as the various country case studies indicate that specifically Commitment I/A has had some impact where human conflict related emergency operations (EMOPs) have been of longer-term duration and subject to extension, and where the acute life-saving phase is more or less over. Time constraints are less pressing and therefore gender concerns can or should in principle be addressed in the formulation of project extension and in implementation. Though time constraints also affect EMOPs related to natural disasters, such as droughts, floods and earthquakes, the situation may differ in respect of the prolonged physical risks to the affected population, thus in principle rendering it less difficult to address gender issues. Much depends on frequency of staff turnover, on the gender sensitivity and training of WFP staff and their implementing partners (IPs), the content of the pertinent contractual agreements, and the extent to which accountability has been effectively enforced. The reality that EMOPs have generally lagged behind other types of WFP operations in respect of gender mainstreaming is reflected in the previously mentioned fact that it is only in 2000 that gender in emergencies began to be strategically tackled.

The Commitments, specifically CW/I/A, have to varying extents had the impact of improving the targeting of vulnerable women and children in EMOPs, and to raising awareness among implementers that general distribution does not ensure the appropriate allocation of food aid within the household. However, it should be noted that more successfully targeting women is linked to the reality that they may be the majority population in camps for refugees and internally displaced persons (IDPs). Whichever, targeting has been further facilitated through the hiring of female food monitors, though in some cases the process may be hampered by lack of agreement between WFP and its implementing partners regarding the definition of 'vulnerability' and its gender dimensions.

In general, a positive outcome in terms of contributing to the improvement of the socio-economic status and to a varying extent the physical security of refugee and internally displaced women has been achieved through various measures referred to earlier in the Report (see Part 6). But as some of the country case studies indicate, these positive measures and good practices cannot be generalized for all WFP EMOPs, with obvious implications for outcome, and impact where measurable, that do not conform to the objectives of the Commitments.

In any case, much also depends on the attitude and gender sensitivity of implementing staff, as well as the extent to which they are prepared to be innovative; for example, in the case of separation or divorce when the ration card is in the name of the male household head, or when custom dictates that only the name of male household member, be it husband or son, should be on the ration card. Moreover, in some emergency contexts, specifically those due to conflicts and war, requiring women to be the direct recipients of food aid has had some adverse impacts, such as exposing them to security risks where distribution centres are located some distance from the household.

Concern has also been voiced over the impact of adding to the physical burden of vulnerable women who are very likely malnourished, by insisting that they receive and physically carry away the food ration. The burden on women is increased where the distance to distribution centres requires transportation costs, and where women are unlikely - both for cultural and economic reasons - to own transportation means. Available evidence suggests that, apart from the fact that there is a variety of strategies ranging from those which are gender sensitive to those where gender aspects are ignored, being the direct

recipient of food aid does not guarantee the desired impact of women actually controlling the use and allocation of ration entitlements. In some cases, specifically where food aid is a valuable resource in situations of scarcity and socio-political powerlessness, or where male family members may perceive their traditional role as decision-makers and providers threatened and usurped, this has led to domestic violence. In turn this again raises the question of control over food aid and its impact. The previously mentioned scarcity of post-distribution monitoring particularly in EMOPs, and therefore limited, if any, knowledge of intra-household dynamics,[149] renders it difficult to assess the issue of 'control' over food aid, not to mention the observation earlier made that caution needs to be exercised to avoid the stereotyping of the 'altruistic female' versus the 'unreliable male'.

EMOPs may include a food-for-work (FFW) component when general distribution is believed to be unwarranted due to improved food scarcity; for example, rehabilitation of infrastructure and the environment, or promotion of subsistence agriculture and income generating activities. Generally the household is targeted and women's participation may be due to a complexity of factors, foremost among which is the absence of the male adult household head. Where women have a voice on relief committees, and implementing staff make an effort to ensure their involvement in project identification, then working conditions and timing are enforced which may have some positive impact on women's coping mechanisms. Specifically this serves to encourage the move away from stereotyping women as victims and food aid recipients, to promoting an image of women as active participants in interventions aiming to improve their survival chances and coping mechanisms.

Extended EMOPs also enable the implementation of school feeding programmes. Where the strategy is to specifically address low enrolment rates of girls, then some positive impact is generally discernible in terms of reducing female school dropout rates during times of economic stress. However, here again much depends on the effectiveness of targeting mechanisms, and awareness of implementing staff of the complexity of variables that may interact with gender, not least the poverty variable.

Protracted Relief and Recovery Operations

Although available documentation indicates that gender in protracted relief and recovery operations (PRROs) appear to be have been strategically addressed in 2001, revealing a time gap that, as previously mentioned, is also discernible in respect of EMOPs, the country case studies indicate that generally there has been a positive shift in respect of addressing gender in this type of WFP operation. In any case, it would appear that due to the longer time span, there are more discernible efforts to address aspects of Commitments II and III, specifically in respect of women's participation in committees, and targeting resources to women and girls. The fact that staff turnover is generally less frequent compared with EMOPs may well be a contributing factor, though much obviously depends on the extent to which WFP staff as well as IPs are gender sensitized and trained, and are held accountable for mainstreaming gender in the implementation process.

Generally PRROs aim to improve household food security and to contribute to its self-sufficiency through activities such as FFW and food-for-training (FFT), often with the objective of promoting resettlement or repatriation. In various cases, special programmes have been formulated to support women, including innovative ways of generating cash for projects specifically targeting them. PRROs may also include supplementary feeding of expectant and nursing mothers, as well as infants and primary school age children in recognition of the particular vulnerability of these population groups.

Various PRROs have aimed to accord priority to women, partly in recognition that they may be the majority among vulnerable refugees and IDPs. However, it should be noted that such recognition has

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[149] This term implies the impact of variables such as for example, age/life-cycle stage, gender,.literacy/ education, paid/unpaid economic activity, kinship relations, community status, health status etc. which are inter-linked in many complex ways.

tended not to be subjected to further analysis to verify how and to what extent women targeted by PRROs are actually more vulnerable than men. Specifically the assumption that FHHs are by definition more vulnerable due to the absence of a male adult in the household tends to be taken at face value, overlooking the reasons for being a FHH, intra-household dynamics and actual coping mechanisms. In any case, the extent to which targeting is gender sensitive tends to also depend on IPs and their focus of activities; for example, IPs who exclusively target women will tend in any case to limit their activities to female population groups, while IPs active in traditionally male dominated sectors will tend to primarily target male beneficiaries. Moreover, even when gender specific objectives are spelt out in project documents, implementation may lag behind, with obvious implications for anticipated outcome and impact.

Similar to EMOPs in general, the attitude and support of the host government towards PRROs targeting refugees can make an important difference with obvious implications for the anticipated impact from this type of food assisted operations. Where host governments constrain or prohibit access to wage employment opportunities or to land for housing and subsistence agriculture, this will have implications for all food aid beneficiaries. Women will tend to be more affected for gender specific reasons, including their social reproduction responsibilities that tend to hamper their physical mobility. It is thus no coincidence that the majority in refugee and IDP camps tend to be women with dependent children and elderly kin. However, even where host governments are supportive, thus enabling PRROs to support beneficiaries' coping mechanisms and means of attaining self-sufficiency, the gender variable reflected in gaps in education and health, and type of skills which generally are not market relevant, may be constraining factors unless constructively addressed during project implementation. Similarly, evidence suggests that women refugees without male support tend to be less attracted by incentives offered for repatriation, often because these do not take appropriate account of the gender specific constraints they will tend to face. Apart from the fact that the skill training they have participated in may not be relevant to economic opportunities and labour market demand factors in the place of origin/ repatriation.

A positive impact has been noted where women of different ethnic groups have been actively supported to participate jointly in food management and distribution committees. In contrast to the elders' committees dominated by men and which operate along ethnic divides, women in this case generally tend to work and cooperate with one another, thus contributing to overcoming the divides that are the cause of much civil strife and conflict. This also points to the possibly positive impact of supporting women-only groups when care is taken to ensure that they are not socially and economically marginalized. Though available documentation also reveals that such groups will tend to be more sustainable and therefore more likely to attain the anticipated impact where male support is actively sought and secured.

Development Operations

In respect of WFP food aid assisted development operations*,* the country case studies commissioned by SP and OEDE reveal that the impact of the Enabling Development Policy, and by implication the Commitments, in terms of a gradual but discernible shift in focus. This is specifically from economic sectors involving projects pertaining to infrastructure and agriculture, where men were usually targeted due to traditional perceptions of/attitudes towards their economic role (even where it was evident, though statistically invisible, that women played an important economic role, for example in agriculture), to the so-called social sectors where the objective of women's participation, as required by the Commitments, can generally be more easily attained. For example, projects involving construction have gradually been shifting towards addressing women's practical gender needs (such as water, sanitation, environment friendly fuel stoves, etc.) through FFW activities that aim to increase the involvement of women as participants and beneficiaries. This in turn has been facilitated by efforts to involve women in identifying their own needs and priorities, and thus promote ownership of the assets created.

However, the discussion in Part 6 of the Report reveals that this shift has also raised the issue of unanticipated and undesired impacts on women. This pertains specifically to the participation of poor and very likely malnourished women in physically arduous work generally required by FFW activities.

Linked to this is the general dependence of WFP on implementing partners (IPs), and the extent to which they are held accountable for implementing the objectives inherent in the Commitments. In effect, FFW activities creating community assets such as, for example, water reservoirs, generally have a positive impact in that women benefit in multiple ways; i.e. less time consuming access to potable water for the household's consumption and cooking needs, and for which women are traditionally held responsible, as well as improved family hygiene with positive implications for women's reproductive health. However, there remains the question of control over assets, and the expected impact inherent in the pertinent Commitments; i.e., how poor women, or for that matter their male peers, can manage these community assets and benefit from their use.

The requirements of the Commitments have also had an impact of increasing the focus on FFT activities targeting women which generally aim to address their practical gender needs, such as nutrition, hygiene, and time saving inputs, as well as some of their strategic gender needs such as literacy and skill training. However, available information as well as the country case studies point out that the impact of skill training has generally not been addressed or followed up, largely due to lack of investment in baseline studies and inadequate monitoring indicators, specifically those pertaining to qualitative changes. But available information (for example in the country case studies) also indicates that insofar as skill training is not based on market feasibility or linked to market demand and opportunities, generally the anticipated outcome and impact have been disappointing.

In some regions/countries, WFP food aid assisted development interventions include a focus on health and education, i.e. social sectors where women and girls have traditionally been targeted. Though there is no explicit mention of women's health or reproductive health in the Commitments, it would appear that the link is with CW/III/A pertaining to gender gaps, though part of CW/I/B regarding micronutrient deficiencies is also relevant. WFP supported health related interventions focus on mother and child health care, with food assistance functioning as an incentive in terms of income saving. Available information from the various country case studies indicate that attendance rates in the selected health centres, which fulfil the WHO criteria of availability of basic infrastructure and human resources, generally experience an upward trend when food aid is offered as an incentive, and specifically when it constitutes an important income saving. However, impact will tend to be relatively limited where quality and sustainability of services have not been accorded adequate attention and where WFP supported health projects are phased out. Where health education has been linked to addressing women's strategic gender needs, for example through functional literacy, the anticipated impact may well be easier to verify and sustain, though, as indicated earlier, there is in general a dearth of data constraining the pertinent analysis.

WFP has accumulated extensive experience in respect of school feeding programmes. Various CPs include activities either exclusively targeting girl-only schools fulfilling specified UNESCO criteria (school buildings of minimum standard and adequate human resources capacity) through take-home rations or wet feeding; or co-educational schools through wet feeding. Quantitative data on enrolment rates generally indicate upward trends. However, here too available evidence suggests that the anticipated impact tends to be curtailed by the quality of education, as well as an upsurge in dropout rates when food aid is phased out. Moreover, similar to health, the anticipated impact of food aid assisted education interventions in terms of a catalyst encouraging changes in behaviour and attitudes towards girls' education may be difficult to achieve unless complementary interventions are put in place; for example, addressing poverty related factors behind reversals in hitherto decreasing dropout rates through cooperation with other agencies, thus also ensuring value added to WFP food aid assistance.

Either way, relative to EMOPs and PRROs, there is more or less a consensus within WFP that addressing the Commitments in development activities is facilitated by the time factor. This is specifically in respect of, for example, project formulation and ensuring that gender has been mainstreamed; gender training of staff; and putting in place cooperation mechanisms with other agencies, counterparts and IPs. These factors are expected to have positive impacts on programme and project implementation, and there is evidence of this in carious CSOs and CPs.

However, it should be noted that implementing the shift in focus of WFP food aid assisted development operations as required by the Commitments has been in many cases hampered by resource and funding constraints. As indicated earlier, and as the country case studies as well as the interviews with key WFP staff also reveal, donor funded EMOPs and PRROs subsidize heavily under-resourced development operations. Moreover, the ceiling on direct support cost (DSC) imposed on COs in respect of development can also have implications for the extent to which WFP development programmes can address the objectives of some of the Commitments - in particular those requiring structural changes - and thus for anticipated impacts.

8.3 Longer-Term Sustainability of Actions Undertaken 1996-2001

In assessing the longer-term sustainability of actions undertaken to implement the Commitments to Women during the period 1996-2001, three specific inter-linked indicators are focused upon: corporate working culture; institutional capacity and capability; and stakeholder motivation.[150]

The underlying assumption is that top and senior management in WFP will continue to be committed to operationalizing the mandate of feeding the hungry poor through the priority focus on the needs of food insecure women - justified by existing gender gaps - with implications for the sustainability of food aid assisted interventions. The other underlying assumption is WFP's ability to develop and implement an effective resource mobilization strategy to support the implementation of its mandate effectively and sustainably.

Corporate Working Culture: In spite of some of the obstacles that have constrained effectiveness, there is an evident transformation in WFP's corporate working culture. WFP's mandate of feeding the hungry poor, operationalized through the priority focus on the needs of poor food insecure women, in turn justified by existing gender gaps, has more or less become an integral part of this working culture. As the discussion and analysis in the *Desk Review: Programming* reveals, though there may in some cases be a time lag, and in respect of various publications/sphere of operations, an apparent inconsistency in the way WFP has strategically addressed gender and the process of mainstreaming it in programmes and projects, few WFP staff (at least in development operations, and to a some extent in PRROs, though maybe less the case in EMOPs) would claim not to be aware that the topic of gender is an integral part of the organization's agenda. However, while the Commitments have generally served to raise awareness of the links between poverty, household food insecurity and the inter-generational implications of hunger, attaining longer-term sustainability requires more efforts to ensure an in-depth understanding - through systematic gender analysis - of the gender dimensions of these links, and their relevance to the sustainability of WFP food aid assisted operations.

WFP's corporate working culture has also been influenced by the aim to achieve gender balance in WFP's pool of human resources, and this too has become an explicit part of the organization's agenda. The *Desk Review: Human Resources*, the country case studies commissioned by SP and OEDE, as well as the interviews with key staff in WFP Headquarters (HQ) (see Annex 3) reveal the type and scope of human resources related changes which have taken place during the period under review. However, these sources of information also indicate that sustainability of human resources related actions requires more effort. This is particularly in respect of gender balance in strategic decision-making posts, the sphere of policies pertaining to the personal situation of WFP staff, as well as directives conducive to retaining female staff and ensuring gender balance in the field, specifically in hardship areas. Longer-term sustainability also requires constructively countering the image of 'female winner' and 'male loser' associated with the implementation of Commitment II/B pertaining to gender balance in WFP's organizational structure.

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[150] The term 'stakeholder' refers to all parties who are directly/indirectly involved in and/or affected by an activity or intervention.

Institutional capacity and capability: As discussed in section 3.2 of the Report, various programme related measures were put in place to support the process of gender mainstreaming as a means of operationalizing the Commitments to Women 1996-2001. Apart from the Gender Task Force (GTF), this has included the system of Gender Focal Points (GFP) in WFP HQ and in the field, the development of Gender Action Plans (GAPs), gender sensitizing programme planning and project formulation, as well as the process of data collection for monitoring and reporting. Generally speaking, WFP's institutional *capacity* to carry out these actions has been strengthened during the period under review, as reflected in the increased number of staff. However for a complexity of reasons this has tended to vary from one Country Office (CO) to the other, as well as in respect of sub-offices.

Equally crucial for sustainability is the question of *capability* of WFP staff to effectively operationalize the objectives of the Commitments and implement the process of gender mainstreaming. Available information suggests that gender training, specifically in analytical skills required to address the complex linkages between poverty/food insecurity and gender, has not been systematic or results oriented, with obvious implications for longer-term sustainability, in particular when taking into account staff turnover. As indicated earlier, turnover among female staff has generally tended to be higher than among male staff during the period under review. If anecdotal and other evidence suggesting that female staff in programming tend to be more involved in gender mainstreaming is accurate - generally because of the expectation that this is part of their job responsibilities - then the general absence of gender training strategies targeting all staff irrespective of gender, and that are an integral part of annual work plans, as well as the apparent higher turnover rates among female staff, can be assumed to have some adverse implications for longer-term sustainability.

Linked to the above is the question of funding the actions undertaken to implement the Commitments. Longer-term sustainability cannot be effectively achieved unless the costs of gender related measures are budgeted for in the same way as other organizational and institutional requirements. While reliance on external funding resources may have been more or less unavoidable during the initial stages of implementing the Commitments, longer-term sustainability requires ensuring that the costs of implementation are integrated into the regular budget. This pertains specifically to gender related training thereby promoting the view within WFP that gender is the concern of all staff (while the costs of, for example, special studies could justifiably be lobbied for among pertinent donors).

The longer-term sustainability of actions undertaken by WFP to implement the Commitments to Women depends to some extent also on the institutional capacity and capability of counterparts and implementing partners (IPs). This pertains specifically to mobilizing their interest and commitment, and ensuring they have the appropriate skills to support implementation of the objectives inherent in the Commitments. Available information indicates that sustainability has in some cases and places been adversely affected by the previously mentioned unsystematic formulation and/or enforcement of contractual agreements with counterparts and IPs, including the apparent reluctance of including conditionalities to enforce compliance. The link with the sustainability of WFP food aid assisted operations is self-evident, specifically in respect of effectively targeting those who are most in need of food aid, and which requires an in-depth understanding of the gender dimensions of targeting mechanisms and related interventions.

Stakeholder Motivation: Motivating counterparts and IPs to perceive themselves as stakeholders in the outcome of WFP food aid assisted interventions, and by implication in the process of effectively mainstreaming gender in project implementation, is an important aspect of longer-term sustainability. As the country case studies indicate, the experience in this respect has been variable, revealing that the opportunity appears to have been missed to constructively link the promotion of such motivation, its link with leverage as a means to an end, and with enforcement of compliance as per the contractual agreements.

But the concept also applies to WFP staff as stakeholders in the process of implementing the Commitments, with important implications for the longer-term sustainability of actions undertaken.

Motivating staff to perceive themselves as stakeholders implies not only ensuring that they are equipped with the appropriate gender analytical skills, in turn linked to strengthening institutional capability through effective gender training as mentioned above. It also requires consistent and transparent enforcement of accountability measures, which as the analysis of the sample of Phase I - Management and Appraisal of Performance (MAP) reveals, has not always been the case. Specifically, achieving such enforcement would be facilitated by staff who are motivated to perceive themselves as equal stakeholders in this process. But sustainability is also affected by the ability to constructively address the reality that gender has subjective and objective dimensions that are inter-linked, with implications for both programming and human resources policies.

8.4   Longer-Term Sustainability of the Focus of the Commitments

The focus of the Commitments to Women 1996-2001 are based on the premise that the sustainability of interventions aiming to fulfil WFP's mandate to feed the hungry poor cannot be achieved without explicit recognition of women's role in household food security, and addressing existing gender gaps as a means of achieving these objectives. This is not only an issue of efficiency and effectiveness, but also one of gender equality underlying the vision and principles of the 1995 Beijing Platform for Action (BPFA), reiterated during activities marking Beijing Plus Five in 2000, as well as during the World Food Summit Plan of Action, to which WFP as a UN agency abides.

As such the focus of the Commitments informed by WFP's mandate, specifically in respect of women's access to basic services and resources, and their equal participation in decision-making to enable them to benefit from such access, as well as from assets created through WFP food aid assisted interventions, can be deemed to be more or less sustainable given prevailing gender related conditions in the regions and countries where WFP operates. In addition, they are also deemed to be generally sustainable given their relevance to county strategies that aim to promote the socio-economic status of women and support their participation in the development process (though obviously keeping in mind the gap between formulation and actual implementation).

However, achieving longer-term sustainability of the focus of the Commitments can be compromised by the neglect of additional supportive measures such as:

- Effective guidance for field staff on how to interpret and implement the Commitments, taking into account the different cultural and socio-economic contexts within which WFP operates. This includes taking into account type of food aid assisted operations, and the implications of factors such as urgency of action, time constraint and staff capacity and capabilities, which are particularly pertinent to emergency operations.

- Systematic gender analysis - informed by quality baseline studies and up-to-date gender disaggregated data - of the root causes of gender inequalities and related gender gaps, and the complex links with poverty and household food insecurity, without which appropriate strategies to fulfil WFP's mandate cannot be effectively developed.

- This analysis also requires addressing the context specific meaning of, and requirements for, the empowerment of food insecure women. Innovatively exploring possibilities of influencing intra-household dynamics in ways that support the aim of attaining household food security and the equal access of family members to food aid irrespective of gender and age, as well as contributing to women's and girls' physical security, must be an integral part of this analysis.

- Linked to this is the need to effectively mobilize male support, particularly at the grassroots level where WFP interventions are implemented. This in turn implies developing and implementing effective measures to ensure a better understanding of the reasons for according priority focus to poor food insecure women, namely due to their pivotal role in household food security. This necessitates effectively addressing existing gender gaps the perpetuation of which has serious implications for the longer-term sustainability of actions undertaken to fulfil WFP's mandate, and thus implementation of the Commitments to Women.

- A corporate working culture that motivates WFP staff to perceive themselves as stakeholders, and which holds them equally accountable for supporting the implementation of the focus of all the Commitments, and the process of gender mainstreaming as a means to the latter. This implies reviewing the rational and maybe even the format of Management and Appraisal of Performance (MAP) as an accountability tool for the implementation of the Commitments, and ensuring that the latter are explicitly mentioned in job descriptions. Linked to this is effective gender training which ensures that staff accountability is motivated by the conviction that this is the most efficient, effective and sustainable way to implement WFP's mandate to feed the hungry poor, which in turn facilitates enforcement of compliance.

- Gender and poverty sensitive advocacy strategies that effectively strengthen the outcome of WFP food aid assisted interventions and, through value added by way of complementarity with non-food interventions, contribute to more sustainable impacts of these interventions.

9.   Moving Forward: Lessons and Challenges

The discussion and analysis in previous sections of the Report point to a number of lessons and by implication challenges to be taken into account in moving forward towards formulating and implementing the *Enhanced Commitments to Women 2003-2007.*

An important lesson, and also a challenge for moving forward, is that *WFP needs to effectively link the requirements of the objectives to be achieved through the Commitments with the reality of its mandate*, the focus of its operations, its organizational structure, as well as institutional capacity and human resources capabilities. There is obviously also a link with WFP's resource mobilization strategy that aims to secure adequate and timely food aid as well as non-food aid resources. The evident trend of donors being generally more receptive to supporting emergency operations requires WFP to balance the challenges of identifying development interventions that meet the criteria of identified needs of the target population, donors' own development agenda and priorities, as well as WFP's own identified activities for enabling development.[151]

The need for a *more efficient monitoring system*, including investment in the development of qualitative indicators, without which WFP cannot easily ascertain the effectiveness and impact of its food aid assisted interventions, is another important lesson. This is, for example, an important requirement for improving the measurement of benefits by gender from Food-for-Training (FFT) and from assets created through Food-for-Work (FFW), which - as lessons so far indicate - have generally been difficult to ascertain. The challenge is for WFP to ensure that the results-based indicators (planned to be in place by 2003) effectively address such gaps,[152] and that baseline studies become a routine part of WFP planning and implementation procedures. Linked with this is the importance of further investment in gender sensitizing Vulnerability Analysis and Mapping (VAM).

There is also the challenge how to *promote a corporate culture* where all staff, regardless of position, perceive themselves to be stakeholders in the process of implementing the Commitments. In turn this is linked to another lesson, namely the need to clarify the issue of accountability, transparency and enforcement of pertinent regulations, and ensure this is facilitated through fostering a corporate working culture that encourages a stakeholder mentality within WFP. But there is also a need for reviewing pertinent institutional measures (such as job descriptions and the Management and Appraisal of Performance/MAP). There is also the need to take effective account of the reality that the subjective and objective aspects of gender are linked in many complex ways with far-reaching implications for corporate working culture and operations, in turn a challenge with implications for effectively motivating WFP staff to be stakeholders in the process of implementing the Commitments.

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[151] WFP, no date/j.
[152] WFP, 2001/y.

The need to *address the shortcomings of the Gender Focal Point (GFP) system*, as well as the apparent lack of clarity in respect of *Gender Action Plans (GAPs)* is self-evident. Linked to this is the reality that the process of decentralization, i.e. the establishment of Regional Bureaux (RBs) can be expected to have far-reaching implications for programming and project implementation at the field level, as well as for the effectiveness of gender mainstreaming. The decision whether to have Regional Gender Advisers (RGAs) or Regional Programme Advisers who also provide technical backstopping on gender does not yet appear to have been taken at the time of writing the Report. Whichever, the lesson is that reliance on RGAs, as well as the fact that this post has so far been dependent on securing external funding and filled exclusively by female staff, may end up replicating the problematic of the GFP system referred to earlier. It can inadvertently encourage Regional Programme Advisers (RPAs) to leave gender concerns to the RGAs, with obvious implications for effective gender mainstreaming.

Another lesson is ensuring *investment in an effective gender training system* that takes account of staff turnover and the need for follow-up training, and is an integral part of the Country Office (CO) programme strategy and annual work plan and therefore part of regular budgets. Alternatively, where this is not feasible, fund-raising to support annual gender training strategies needs to be carried out in a timely manner. Either way, an effective training strategy is essential to tackling the problematic of loss of institutional memory. Another challenge is to effectively integrate gender analysis into all training activities, including management, rather than limiting training to gender sensitization for non-programme staff, and only targeting staff involved in programme implementation for training in gender analysis (which has generally not been adequate). The lesson here is that selective gender training will generally not be conducive to encouraging and promoting the stakeholder motivation referred to earlier. Linked to this is the challenge of ensuring that operational guidelines are up-to-date and used as part of gender training.

Following on from above, there is obviously a link with *accountability and its effective reflection in job descriptions and MAPs*. The challenge is to promote human resources policies that are flexible enough to address the complexities of the modern day personal situations and intra-household dynamics of WFP staff - keeping regional and cultural variations in mind - while at the same ensuring that they are informed by the principles of fairness and equity. While to some extent 'biology may be destiny', i.e. women staff who are parents with dependents may require a different support structure during specific life cycle stages, the challenge remains how to ensure that this 'biological' reality is not at the expense of female and male staff without dependents. Not to mention the challenge of retaining qualified and experienced female staff, while at the same time ensuring that WFP's mandate and effectiveness as a humanitarian agency are not constrained. Given the future trend in WFP operations, i.e. increasing focus on emergency operations, the challenge is how to gender sensitize the Emergency, Preparedness and Response Capability (EPRC) in ways that support female staff with dependents without compromising the principle of fairness.[153]

A related reality, supported by human resources data, is that *gender balance in respect of top management and equal presentation in strategic decision-making posts* has not yet been achieved in WFP, in spite of undoubted efforts and various achievements to promote this during the period under review. The lesson as well as challenge is how to avoid the image of 'male loser' versus 'female winner' when it comes to recruitment, reassignment and promotion, a perception fed by the previously mentioned inter-linkages between subjective and objective aspects of gender. So far this does not appear to have been constructively addressed within WFP.

Another lesson is that persistent efforts are required by WFP to *positively influence the attitude of government counterparts* through effective advocacy strategies, specifically with regard to policies and implementation strategies conducive to promoting women's socio-economic status. This also includes counterparts' commitment to fulfil their share of programme and project costs. Linked to this is the need

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[153] See WFP, 2001/x.

for WFP to develop timely strategies for phasing out activities in ways that encourage government counterparts to ensure continuity and sustainability of WFP food aid assisted interventions, in particular gender related outcomes.

There is also the question of *choice of implementing partners*, concerning which WFP may not always have the desired flexibility. It is therefore crucial that WFP take up the challenge of making more efficient use of contractual agreements, ensuring that their contents explicitly support the objectives of the Commitments, and are conducive to achieving the anticipated outcomes and impact. This also has important implications for effectiveness of targeting mechanisms, thus ensuring that the requirements of the Commitments are met.

Clearly, *supporting women's access to food* as an effective means of addressing household food insecurity is directly linked to the prevalent gender division of labour, where women worldwide are mainly and in some cases exclusively responsible for social reproduction. Obviously access may also be affected in situations where women's and girls' physical security is at risk. In any case, the challenge in this context is supporting women's primary responsibility for social reproduction, but also promoting structural changes that ensure that their strategic gender needs are addressed with the same vigour as their practical ones. Linked to this is the challenge of avoiding the inadvertent stereotyping of the 'altruistic' female versus the 'unreliable' male food recipient respectively.

Another lesson learnt is that *targeting women for participation in FFW activities* needs to be context specific. In communities where women's physical mobility is curtailed, involving them in FFW may well contribute to improving their economic status, to exposing them to relevant experiences beyond the confines of the household, and to supporting their acquisition of marketable skills. In other contexts, where poor women with limited if any marketable skills alone shoulder social reproduction responsibilities, and need to be economically active to ensure the survival of their families, involving them in physically arduous FFW activities may not necessarily be the best way of tackling household food insecurity and addressing gender gaps. In some cases, FFT may well be a more appropriate alternative, and also more conducive to addressing women's strategic gender needs. The challenge remains how to ensure that FFW and FFT, both of which may involve either a household or an individual ration, effectively contribute to the objective of improving household food security while also contributing to women's empowerment.

At the same time, like many multilateral organizations, WFP needs to keep in mind that its actions and interventions may *contribute to the process of empowering the poor* in general, and poor food insecure women in particular, rather than articulating this in absolute terms. WFP needs to more effectively take into account that food aid alone is an insufficient incentive for instigating the type of structural changes required to implement the objectives underlying the Commitments. While increasing the presence of women in food distribution and asset management committees is a first important step, the lesson is that this cannot alone contribute to their empowerment unless supported through training in assertiveness and leadership.

Moreover, attitudinal change cannot be one sided. The challenge here is to *strengthen the process of promoting women's involvement in decision-making* through advocacy campaigns conducive to securing the support of men in the community. Linked to this is the further challenge of imparting the clear message to counterparts, IPs, other stakeholders as well as food aid beneficiaries that the priority focus on women is justified by existing gender gaps, and does not imply improving the socio-economic conditions of women at the expense of men.

Last but not least is the challenge *of identifying more effective ways of cooperation and coordination with other multilateral and bilateral agencies, as well as local NGOs*, as a means of ensuring value added to WFP interventions. In effect, in view of WFP's reliance on donors to provide adequate and timely food aid and non-food resources, reaching and supporting target groups in ways that are cost effective, equitable and sustainable remains a challenge. Equally ensuring the timely availability of financial means

and qualified human resources, as well as obtaining reliable up-to-date information on the outcome and impact of food aid assisted operations, remain one of the biggest challenges facing the organization in moving forward towards operationalizing the *Enhanced Commitments to Women 2003-2007*.

10. Recommendations for WFP's Enhanced Commitments to Women 2003-2007

Recommendations for operationalizing the *Enhanced Commitments to Women 2003-2007* essentially build on past achievements, but also aim to address weaknesses and gaps where deemed necessary. The formulation of the following proposed recommendations is furthermore informed by the following premises:

- Fulfilling WFP's mandate requires an in-depth understanding of the complex linkages between poverty and gender, specifically the links between WFP's mandate to feed the hungry poor, the gendered aspects of household food insecurity and the priority focus on women and girls to address gender gaps. The Commitments to Women 1996-2001 have contributed to increasing the awareness of these linkages, but more efforts are required to disseminate this further within the organization.

- Underlying these linkages is the reality that women in the cultural areas where WFP operates generally shoulder the main, and in some cases exclusive, responsibility for social reproduction. However, care needs to be exercised to avoid perpetuating the stereotype of the 'altruistic female' versus the 'unreliable male', to effectively support ways and means for achieving both women's practical and strategic gender needs, and not to neglect the importance of securing male support in the communities where WFP operates.

- Gender equality - as a means of achieving the requirements underlying the *Commitments to Women 1996-2001*, and reiterated in the *Enhanced Commitments to Women 2003-2007* - is a concept with complex subjective and objective dimensions. It requires innovative ways and means to ensure that all WFP staff without exception are motivated to perceive themselves as active stakeholders in support of this concept, and the related process of gender mainstreaming and achieving gender balance in human resources.

- Due to a complexity of geopolitical factors and funding/resource constraints, the future thrust of WFP's food aid assisted operations appears to increasingly be in the field of emergencies and humanitarian assistance, and less in the area of development. This has implications for resource mobilization, as well as for programming strategies and human resources policies.

Given the range of areas covered in this Final Evaluation Report, and to facilitate an easier overview, recommendations have been divided into pertinent spheres, starting with those deemed more general. It is suggested that some recommendations require attention in the short-term, while others may be addressed in the more medium-term. To this end, within each sphere, the attempt has been made to list recommendations in order of priority, starting with those deemed to require more immediate attention, though obviously some may be perceived to be of equal priority. *Equally obvious, the choice and decision ultimately rests with WFP management.*

General Recommendations:
- Ensure that the language of the ECW and the Gender Strategy facilitating implementation are coherent and unambiguous, in particular terms such as 'empowerment' and 'control'. Provide clear guidance on meaning and application of terms that may be subject to differing interpretations in the various regions and cultural settings in which WFP operates. This includes ensuring that the ECW are translated in the local language and disseminated to government counterparts and implementing partners (IPs).

- Review global percentage targets to ensure that they adequately reflect the regional and national contexts. Provide guidance on reasons for these benchmarks and criteria for justifying non-compliance, which must be based on reliable data.

- Provide clear guidance on division of labour between WFP Headquarters (HQ) and the Regional Bureaux (RBs) in respect of normative and technical support to the process of implementing the

ECW. This includes clarifying the role and responsibilities of the Gender Task Force (GTF), the Programme Review Committee (PRC), the Gender Working Group (GWG), and the Gender Adviser (GA) and Policy Analyst/Gender (PA/G) in WFP HQ given the on-going decentralization process.

- Develop effective phasing-out strategies, and involve IPs, stakeholders and beneficiaries in their formulation and implementation, as a means of longer-term sustainability of WFP food aid assisted interventions.

Recommendations for Strengthening Institutional Measures:

- Gender Focal Team
  a) Support the appointment of Gender Focal Teams (GFT) in RBs and Country Offices (COs) as an <u>interim</u> means of effectively implementing the process of gender mainstreaming and involving male staff, as well as tackling the problematic of institutional memory. Provide clear guidance on the staff level and mixed gender composition of the GFT, as well as frequency of membership rotation.
  b) Ensure that the GFT reports directly to the Regional or Country Director (RD and CD), and hold top and senior management directly accountable for the efficient functioning of the GFT system.
  c) Ensure that the GFT is enabled to carry out its tasks in a timely and effective manner, and has the appropriate funding and human resources support; renegotiate job responsibilities where necessary.
  d) Provide clear guidelines on the phasing-out of the GFT system, specifying criteria and indicators for achieving the process of gender mainstreaming.

- Gender Action Plan:
  a) Review the rationale for and framework of the Gender Action Plan (GAP), and provide clear guidelines on its integration in the annual work plans and operations of the RB and CO, ensuring that all programme staff are involved under the guidance of the GFT, and the overall responsibility of the RD and CD.
  b) Where the process of gender mainstreaming lags behind, provide guidance on how to use the GAP as a management tool and checklist.

- Targeting Mechanisms:
  a) Further develop VAM as a targeting mechanism that includes the community and household level, and provide guidelines for its effective gender sensitization.
  b) Ensure that gender sensitive baseline studies are routinely carried out and provide the necessary data and information for VAM, and that gender sensitive participatory rapid appraisal (PRA) is a routine part of the process of targeting.
  c) Explore innovative possibilities of cost sharing with other agencies in collection of information that is of mutual interest and benefit.

- Monitoring & Evaluation:
  a) Provide clear guidelines for gender sensitizing monitoring forms for all WFP food aid assisted operations, and for developing qualitative indicators without which outcome and impact cannot be effectively measured. This includes ensuring that monitoring indicators are based on the SMART approach, i.e. are specific, measurable, achievable, realistic and time bound, and are results oriented.
  b) Provide appropriate funding and human resources support to develop and implement an effective post-distribution monitoring system for all WFP food aid assisted operations, and integrate outputs into gender analysis.
  c) Ensure that monitoring outputs are effectively used for evaluation and programme planning, and support the regular dissemination of monitoring outputs to counterparts and IPs.

- Operational Guidelines:
  a) Review all existing and newly developed operational guidelines to ensure that they are gender sensitized, are couched in gender sensitive language, and include explicit reference to the ECW and their objectives.
  b) Expedite the review to ensure minimizing the time gap between formulation and dissemination of the guidelines in the field.

- Training:
  a) Provide clear guidance on developing a gender training strategy and its integration in the annual work plan, ensuring that the strategy takes effective and timely account of staff turnover and requirements for follow-up training. Use training sessions to familiarize participants with the ECW and pertinent operational guidelines.
  b) Ensure the availability of adequate funding for the appropriate duration of training and follow-up training, and where feasible include counterparts and IPs.
  c) Mainstream gender training in all corporate and operations related training. Ensure gender training is nor perceived as optional.
  d) Carry out a study of the impact of gender training to ensure the strengthening of gender training strategies.

- Advocacy:
  a) Provide generic guidelines for formulating gender sensitive advocacy strategies that use monitoring data to support the messages of advocacy campaigns, and for identification of advocacy networks and partners, and ensure that this is integrated in the RB and CO annual work plan.
  b) Target all pertinent UNDAF related Thematic Groups (and not only the Gender Thematic Group) as potential partners in the advocacy network.

- Cooperation with Government Counterparts, Implementing Partners and UN Agencies:
  a) Provide clear guidelines for the content of contractual agreements signed with government counterparts and IPs, as well as with UN partner and bilateral agencies and non-governmental organizations (NGOs), including those with whom WFP may share the same/similar gender vision.
  b) Include clear but realistic conditionalities for non-compliance in contractual agreements, and advocate with other agencies to apply such conditionalities in their own agreements. Link expectations of compliance with measures motivating a stakeholder mentality among partners.

Recommendations for EMOPs and PRROs:

- Clarify the relevance of components of the Gender Strategy developed to implement the ECW to emergency operations (EMOPs) and protracted relief and recovery operations (PRROs). Provide guidelines for gender specific criteria that must be minimally addressed.

- Specify the responsibility of IPs for ensuring the physical security of women recipients of food aid. Link this with:
  a) concerted efforts to ensure transparency of the food distribution system;
  b) ensuring that women recipients have accurate knowledge of their entitlements and of channels they can turn to to redress shortcomings in this respect;
  c) innovative ways of shortening the distance to distribution points, of providing affordable transportation means, and of generalizing the good practice of appropriate packaging of food rations and distribution times which take appropriate account of women's gender related responsibilities.

- Support innovative approaches to increasing the effective and equal participation of women in food aid management and distribution committees in EMOPs and PRROs. Ensure that regulations are supported by context specific training for women committee members in assertiveness, as well as in leadership and management skills. Link this with advocacy campaigns to solicit the support of male decision-makers and elders in the community.

- Support innovative approaches to gender sensitizing the food ration card. This should include the use of neutral rather than status related terminology (for example avoid using 'household head') that stresses women's responsibility for the use and allocation of food rations. Ensure that this is included in contractual agreements.

- Provide clear guidelines for the type of gender sensitive monitoring indicators required for EMOPs and PRROs. Ensure that extended EMOPs and PRROs have adequate funding and human resources to carry out effective and timely post distribution monitoring.

- Provide clear guidelines for carrying out routine baseline studies of micronutrient deficiencies in all EMOPs and PRROs. Link the outcome of these studies with WFP's resource mobilization strategy.

Recommendations for Effective Development Programming:

- Support development activities that are the most cost effective way of achieving the objectives of the ECW, and where WFP enjoys a comparative advantage based on its staff experience, human resources capacity and resource mobilization.

- Ensure that identification of development projects and activities are routinely based on gender sensitive PRA and situation analysis.

- Ensure that women's needs and preferences are effectively addressed in the choice of Food-for-Work (FFW) activities, including work norms and time/labour input.[154] Keep in mind the distinction between community and individual assets created through FFW, and provide clear guidelines for operationalizing the link with the contribution to women's empowerment through access to and benefit from assets created. Also keep in mind that in some contexts Food-for-Training (FFT) activities may be the more appropriate and sustainable support of poor and malnourished women shouldering the physical burden of supporting their families.

- Ensure that FFT focuses on imparting market relevant skills, based on reliable market feasibility studies, and that this is included as conditionality in contractual agreements with IPs.

- Ensure the routine implementation of post distribution monitoring of all food aid assisted development that provides reliable insight into qualitative rather than just quantitative achievements.

- Promote innovative approaches to cooperating with other development agencies and NGOs as a means of supporting value added to WFP food aid assisted interventions, and in recognition of the reality that food aid alone may be an insufficient incentive to achieve the desired/anticipated outcomes.

Recommendation for Effective Human Resources Policies:

- Review WFP's recruitment policy, taking into account the reality that if the current measures and pace of moving towards gender balance in human resources continues to be adhered to, then gender balance is not likely to be achieved during the implementation period of the ECW 2003-2007 either quantitatively or strategically, i.e. more women in decision-making posts.

- A proactive recruitment policy implies:
  a) Effective measures to speed up the process of achieving gender balance at P4 levels and above, as well as in respect of national staff.

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[154] This also applies to FFW activities in extended EMOPs and PRROs where applicable.

b) Linking percentage targets to measures for recruiting women at preferential rates for positions where they are clearly under-represented, thus encouraging more women to enter traditionally male jobs.

c) Ensuring that Rosters give priority on merit to competent qualified women for all WFP operations. The RBs have an important role to play in this respect.

d) Ensuring flexibility to take account of regional and country labour market demand and supply factors. This is particularly pertinent to percentage hiring targets for recruiting national staff.

- Link the recruitment policy to the review of:
  a) job descriptions to ensure that they include specific mention of basic gender knowledge applicable to all support staff, and gender analytical skills applicable to all programme staff; given current labour market trends where female professionals are more likely to have gender knowledge and experience, this would strengthen the implementation of a proactive recruitment policy.
  b) the separation policy, modifying it to enable staff to take extended personal or family leave without incurring the penalty of having to reapply like new entrants to the organization, and according special attention to competent female staff in this process as a means of attaining the goal of gender balance in staffing.

- Review current directives pertinent to the personal situation of WFP staff, and to the balance between their working and their private lives, to ensure that they:
  a) are gender equitable; i.e. take appropriate account of the gender specific needs of both male and female staff;
  b) take appropriate account of variables other than gender affecting recruitment and retention of female staff (for example age, life-cycle stage, marital status);
  c) are supported by an effective career development strategy;
  d) are conducive to taking flexible account of the heterogeneity of the personal situation of WFP staff, including, for example, that of single parents and of practical measures to support spouse employment and equity in parental leave.

- Review the reassignment policy to ensure that it:
  a) supports the retention of women in hardship posts;
  b) is supported by the development of emergency related skills of women staff, and that this is reflected in the gender balance of the Emergency Response Roster.

- Support a career development strategy that:
  a) ensures a pool of competent women staff who have received management and leadership training enabling them to move into key management positions;
  b) is supported by transparency of the promotion and reassignment system.

- Review the Management of Appraisal of Performance (MAP) to ascertain if and to what extent:
  a) it is functioning as an effective management and accountability tool in respect of its potential for implementing the ECW;
  b) there is a link with the accountability of senior staff to function as role models, and with motivating a stakeholder mentality within WFP.

- Secure funding for a quantitative and qualitative study of factors which are affecting the retention of national and international staff to enable WFP to review policies related to recruitment, reassignment, career development and family.

Annexes

Annex 1: WFP's Commitments to Women 1996-2001

WFP commits itself to use its resources in interventions that seek to reduce gender-related inequalities through:

Commitment I: Provide direct access to appropriate and adequate food.

A.   Target relief food distributions to households, ensuring that women control the family entitlement in 80 percent of WFP handled and subcontracted operations.
B.   Address micronutrient deficiencies of certain vulnerable groups of women, children and adolescents; and consider local eating and cooking habits in all operations.

Commitment II: Take measures to ensure women's equal access to and full participation in power structures and decision-making.

A.   Ensure a lead role of women within all local decision-making committees on food management and in the management of the assets created by food-for-work projects.
B.   Contribute to the UN goal of reaching gender equity by the year 2001, particularly in higher management positions.

Commitment III: Take positive action to facilitate women's equal access to resources, employment, markets and trade.

A.   Target 60% of country programme resources to women and girls in those countries where gender statistics demonstrate a 25 percentage point disadvantage (gender gap) for women compared with men.
B.   Target 50 % of education resources within a country programme to girls.
C.   At least 25 % of project outputs/ assets created with FFW are to be of direct benefit to and controlled by women; and at least 25 % of generated funds are to be invested in activities aimed at the advancement of women.
D.   Use food aid as a leverage to obtain complementary national and international resources to improve the condition of women.

Commitment IV: Generate and disseminate gender-disaggregated data and information for planning and evaluation.

All WFP Monitoring and Reporting will specify:
*   percentage share of resources received from food distribution by men/women;
*   percentage share of benefits by category of activities by men/women; and
*   percentage of positions held by women in the management of food distribution.

Commitment V: Improve accountability on actions taken. Define the implementation and monitoring requirements of the Commitments in the performance of WFP managers and contractual agreements with partners.

**Annex 2: Terms of Reference for the Evaluation
of WFP's Commitments to Women 1996-2001**

I. **Background**

The Commitments to Women emerged from the Fourth World Conference on Women at Beijing in September 1995. The Commitments concretized WFP's efforts over the previous decade to improve the quality of WFP assistance by promoting gender equality in programming. The five commitments that constitute WFP's policy in the area of gender are as follows:

a. Provide direct access to appropriate and adequate food;
b. Take measures to ensure women's equal access to and full participation in power structures and decision-making;
c. Take positive action to facilitate women's equal access to resources, employment, markets and trade;
d. Generate and disseminate gender-disaggregated data and information for planning and evaluation;
e. Improve accountability on actions taken.

The operationalization of the Commitments to Women started at the end of 1995 and is currently still ongoing – soon to be replaced by a new gender strategy that will be built on the experiences made during the implementation of the Commitments to Women. A number of institutional mechanisms such as a Gender Task Force, central and regional gender advisors, gender focal points in all offices and tools like the gender action plans (GAPs) at regional and country level were put in place to assist the implementation of the Commitments. Regular budget funds as well as special donations from bilateral donors were made available. These were mostly spent for gender training and special studies.

The 1998 mid-term review (MTR) of the implementation of the "Commitments" was tasked to determine whether the mechanisms put into place in 1995-96 to implement the Commitments to Women were sound. Emphasis was placed on determining how staff members' attitudes towards gender issues affect the implementation of the Commitments. While at the time of the Mid-Term Review it was too early to measure the impact of the Commitments on beneficiaries, the review set out to determine whether projects incorporate the requirements outlined in the Commitments; how well they are being implemented; how implementation compares to the activities outlined in the Gender Actions Plans; and whether gender programming is improving the situation of women in the wide context of WFP's operations.

The Mid-Term Review (WFP/EB.A/99/4-B) confirmed that some advances had been made towards meeting the Commitments, notably in staff attitudes, established mechanisms and structures and in staffing. However, it was found that it was unlikely that the goals of the Commitments to Women would be met by 2001 unless changes were made in the way they were implemented, or, alternatively, unless the Commitments were reformulated, with more achievable goals. In response to the Review, the WFP Gender Task Force who had closely followed the Review, decided to opt for changing the way the Commitments were implemented rather than a reformulation.

In addition to the MTR WFP has undertaken several assessments to document its experiences with the implementation of the Commitments[155].

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[155] Progress Report on the Implementation of WFP's Commitments to Women,
WFP/EB.2/97/3-D; Gender Mainstreaming in WFP; An integrated Assessment
WFP/EB.2/98/9; WFP's Commitments to Women: Mid-term Review of Implementation
WFP/EB.A/99/4-B Mid-term Review and ten case study reports as well as documentation prepared for the WFP
Delegation attending the 2000 Beijing + 5 International Conference.
Gender Survey Report – Achievement of WFP's Commitments to Women 1996-2001, 9/2001

When WFP presented its achievements at the 2000 Beijing + 5 Conference in New York, it became evident that quantitative data on the degree of reaching the Commitments was needed. Since then, a country office survey seeking quantitative information was conducted in late 2000, with qualitative aspects also measured. This electronic survey that received a 100 percent response rate has claimed a number of achievements – some more modest but others quite unexpected. The survey also showed the limitations of electronic surveys as the data obtained needs to be complemented with other sources of information in order to explain a number of achievements as well as gaps.

II. Objectives of the Evaluation

WFP has an institutional obligation to evaluate the outcome of the Commitments to Women. OEDE with its experience of the 1998 Mid-Term Review is well-positioned to undertake this evaluation and provide an element of accountability to the Executive Board and other stakeholders. At the same time, such an evaluation would provide the opportunity to learn from what has happened and improve on future programming and policy setting. The evaluation would therefore have both an accountability and a learning thrust.

The objectives of this evaluation are therefore four-fold:
1. Assess the extent to which the Commitments to Women have been achieved;
2. Assess the effectiveness, impact and sustainability of the Commitments to Women;
3. Produce recommendations which will help to shape WFP's new Gender Strategy 2003-2007; and
4. Provide accountability to the Executive Board.

III. Evaluation Scope

The overall scope of the evaluation will be all policies, activities, mechanisms and project operations undertaken by WFP in the period of 1996-2001. This being said, the evaluation will take a closer look at how the implementation of the Commitments to Women has affected WFP's operations, staff and beneficiaries in five countries, proposed during an evaluation stakeholder workshop in December 2001 (provisionally these are Colombia, Mali, Pakistan, Sri Lanka and Sudan). The evaluation will take into account these cases studies as well as the results from the 5 SP case studies undertaken in October/November 2001 (China, DRCongo, Sierra Leone, Kenya, and Nicaragua). The evaluation will review all relevant in-country project documents, reports, agreements and studies as well as consult with key stakeholders at the country level (individually as well as during a stakeholder workshop) on the implications, challenges and achievements of the Commitments to Women.

In addition, the evaluation will review corporate materials, guidelines, staffing and mechanism in order to assess the effectiveness, cohesion and complementarity of these with WFP's Commitments to Women.

IV. Key Issues

The evaluation will address the following key issues and any other issues identified as relevant by the evaluation team:

- *Are the Commitments to Women relevant?*
- ➢ Were the Commitments relevant and realistic when they were introduced in 1996 in terms of:
  - WFP's operating environment; and
  - the overall framework of the UN's gender commitments?
- ➢ To what degree are they compatible with national plans/policies resulting from Beijing+5?
- ➢ To what degree does the implementation of the Commitments facilitate the pursual of WFP's mandate (feeding the hungry poor)?
- ➢ To what degree is WFP's interpretation of the Commitments internally compatible and consistent?

- • *To what extent have the Commitments to Women been achieved?*
- ➤ What has hindered/promoted the implementation/obtainment of the Commitments? (address institutional, capacity, political, and socio-cultural factors.)
- ➤ How effective have corporate guidance and guidelines been in facilitating the implementation of the CWs? Have additional resources been made available? Have these made a difference?
- ➤ What has been the effectiveness of institutional support mechanisms for implementing the CW: e.g. the gender focal point system; the regional and corporate gender advisors? MAPs?
- ➤ To what extent have the Gender Action Plans (GAP) been an effective tool for implementing the CWs? To what extent are the GAPs integrated/linked to other documentation prepared by the CO? (e.g. project-specific guidelines, training, performance plans – MAPs)?
- ➤ What has been the role of gender advocacy when addressing the Commitments?
- ➤ If a Commitment is not being achieved, why not?

- • *What has been the impact on beneficiaries and WFP staff, both intended and unintended, as a result of implementing the Commitments?*
- ➤ How effective have the Commitments been in terms of sustainable outcomes and contributing to people's empowerment in the area of gender?

- • *To what degree has WFP mainstreamed measures for achieving the Commitments into the relevant policies, operational guidelines, and the mechanisms for implementing these?*
- ➤ To what extent has gender been included effectively in institutional programming mechanisms such as assessment and targeting, vulnerability analysis, project appraisal and formulation, project dcouments, CSOs, CPs? Plans of Operations? Agreements with implementing partners (IPs)? Memoranda of Understanding with other UN agencies (UNHCR, UNICEF).
- ➤ What type of training on gender has been provided to staff and how effective has it been? To what extent has gender been incorporated into standard corporate training events (e.g. Enabling Development, Management Training, Nutrition Training etc.)
- ➤ Where relevant/appropriate, are the CWs refected in the MAPs of WFP staff?

V.   Method

The evaluation will insert itself into the process led by WFP's Strategy and Policy Division (SP) for the preparation of WFP's new Gender Strategy 2003 – 2007. In order not to duplicate SP activities and evaluation activities, it is intended that both policy and evaluation processes will feed into each other and seek, where possible, complementarity. The five country case studies by SP – undertaken between October and November 2001 will add evaluation questions to their TORs and inform the evaluation. The evaluation plans to build on these five country case studies and undertake an additional five evaluation case studies.

The evaluation will be conducted according to the following underlying principles:
- • Bringing women and men beneficiaries to the center of the evaluation;
- • Involving stakeholders – at global and country levels;
- • Conducting the evaluation in partnership with governments, donors, and NGO partners: through technical working groups with mixed composition;
- • Using open and transparent consultation on method; and
- • Using multiple approaches (document reviews, participatory assessments, surveys, focus groups, workshops).

A detailed draft method is to be established by the team leader during the desk review. The method will then be finalized prior to the visits to the case study countries.

It is envisaged that the entire 4-5 person team will travel to the first country (Pakistan) and jointly undertake the first in-country evaluation. Following this, the team will split up and undertake one additional country case study each.

A workshop will be held towards the end of each in-country visit. Participants will include a cross section of stakeholders: beneficiaries, Government, implementing partners, UN agencies. The purpose of this workshop is to consult with key stakeholders on the key findings and conclusions on the country case study and to discuss lessons and recommendations for a future policy on gender.

Basic Documents to be reviewed during the desk review phase:

- Progress Report on the Implementation of WFP's Commitments to Women,
- WFP/EB.2/97/3-D; Gender Mainstreaming in WFP; An integrated Assessment
- WFP/EB.2/98/9; WFP's Commitments to Women: Mid-term Review of Implementation
- WFP/EB.A/99/4-B Mid-term Review and ten case study reports as well as documentation prepared for the WFP Delegation attending the 2000 Beijing + 5 International Conference.
- Country Gender Action Plans
- Gender Survey Report – From Beijing to Beijing +5 – Achievement of WFP's Commitments to Women 1996-2001
- Individual responses by case study countries to the Gender Survey Report
- Women's Right to Food: Implications for Programming – (1998)*
- Women and Gender - (1995)*
- OEDE evaluation reports 1996 – 2001
- Project Activity summaries, PLANOPS, MOUs for all evaluation case study countries
- Enabling Development Policy (1999)*
- Time for Change: Food Aid and Development (1998)*
- Emerging Issues Relevant to WFP (2000) (1998)*
- WFP PRRO policy document: "From Crisis to Recovery" (WFP/EB.A/98/4-A)*
- Emergency Needs Assessment Guidelines (1999)*
- Supplementary Feeding Operational Guidelines (1998)*
- Food aid in Emergencies (red book) Operational Procedures (1993)
- Food and Nutrition Handbook (2000)
- Gender Guidelines (2000)
- Gender Checklist (1999)
- Country or operational case studies (SP country reviews)
- WFP/OEDE thematic evaluation "Recurring Challenges in the Provision of Food Assistance in Complex Emergencies"*
- "Food Security and Food Assistance among long-standing Refugees", (WFP/Ron Ockwell, Nov. 1999 – for refugee operations)*
- Participatory Approaches - (2000)*
- Working with NGOs - A Framework for Partnership - (2001)*
- Reaching mothers and children at critical times of their lives - (1997)*
- Emergency Issues Relevant to WFP (1998)*
- Situation of Displacement: Issues and Experiences (2000)*
- The Hunger Trap - (1998)*
- Report of the Global Workshop on Gender Perspectives of Human Resource Management, Kenya, Feb 27-March 1, 2001 (Lassila and Miruka)

* available on external wfp.org website

VI.   Schedule

Pre-evaluation Period

(August – December 2001)	SP Desk Review and lessons exercise
November-December 2001	5 country case studies (led by SP): Kenya, Nicaragua, China, Sierra Leone, DRCongo
December 10-13, 2001	Workshop: 48 participants (CDs, DCDs, RPAs, GFPs, and other national and international staff) supported by Norwegian funding: 1) The main objective was consultation on the preparation of WFP's Gender Strategy 2003-2007 and the ECW, including required positive measures for women and for gender mainstreaming in the areas of programming, advocacy and human resources**.** 2) Another objective was to review country case studies and lessons, and progress made against the mid-term CW evaluation recommendations, and 3) Refine the OEDE draft TORS for the end-of term evaluation, and selection of additional countries for the evaluation (number of countries depending on funding).
End December, 2001	Evaluation TOR finalized**.**

Evaluation Period

January - 2002	Desk Review.
31 January 2002	Evaluation Methodology, Desk Reviews on Programming and Human Resources (findings of desk study, finalization of evaluation methods, including for case studies).
1 February – 30 March	Field visits and report writing. Schedule as follows: • *Feb. 3-17* Pakistan • *Feb 24- 16 Mar* Sri Lanka • *Mar 3-23* Mali, Sudan • *Mar 6-27* Colombia
April 2002	Interviews with key informants in WFP headquarters and regional offices (via telephone). Write-up and finalization of evaluation conclusions and recommendations. Present draft full evaluation report.
May 2002	Write-up of Executive Board Summary. Internal reports review process (no involvement of the team required)
June 2002	Finalization of the reports (teamleader)
July 2002	Submission of report to RECC
October 2002	Presentation of the Evaluation Summary and Gender Strategy 2003-2007 to WFP's Executive Board

VII.   Team Composition

Four international gender specialists (including 1 team leader) and 1 national consultant in each country (socio-economist, anthropologist with gender expertise). The teams may also be accompanied by a staff member of the respective WFP Regional Bureau.

Expertise on the team should include development and emergency food aid experience; language skills (Arabic, French, Spanish); prior experience with WFP programmes; policy-level gender expertise; project-level gender expertise; good grasp of rapid rural appraisal.

If possible and in addition to WFP staff, the team at country level will be accompanied by a representative of the Government Agency responsible for following up on the Beijing Women's Conference.

VIII.   <u>Organization of the Mission</u>

<u>Role of the Team Leader</u> : Will finalize the method and key issues for the evaluation following the December 2001 workshop in Rome. This will be done in consultation with the OEDE Evaluation Officer. She will also clarify the role and input of each team member, including individual requirements for the inception report, final report and the evaluation summary. With assistance from the WFP Evaluation Officer, the team leader will define any preparatory work required by WFP and the relevant COs and/or local consultants prior to the mission (at least 2 weeks notice should be given to the Country Office). The team leader will assume overall responsibility for the mission, and will synthesize the inputs from all sources in order to produce the necessary outputs.

The Team leader is responsible for producing the following outputs :
- The **Evaluation Methodology** for the overall evaluation and the individual case studies (e.g. possible surveys, key informant interview questions etc.).
- The **Desk Review: Programming**
- **Two country case study reports** (one following the joint mission in Pakistan involving all team members; the second following the individual case study in Sudan).
- a **Full Evaluation Report**; and
- an **Evaluation Summary Report** for presentation to the Executive Board.

The team leader will present the team's findings at all HQ debriefings and will ensure as far as feasible that all deadlines are met for the above outputs.

<u>Role of the other team members</u> : To provide technical expertise according to individual skill sets, and to provide written inputs to the Inception Report, Final Report, and Evaluation Summary under the guidance of the Team Leader.

Country Case Studies are the responsibility of each team member who is assigned a case study country. The country case study reports (no more than 25 pages) should be submitted directly to the OEDE Evaluation Officer and to the team leader.

A Team Member is to be recruited to prepare the **Desk Review: Human Resources**, focusing on Commitment II/B and Commitment V.

<u>Role of the WFP Evaluation Officer</u> : Will provide support to the overall evaluation exercise as necessary, which includes liaising between team members, relevant areas of WFP headquarters, and the country office. She will also monitor compliance with the intended thrust of the evaluation, and that the necessary logistical support is provided by WFP HQ and the CO, including the choice of national consultants in the selected case country studies.

<u>Role of the Country Office selected for case studies</u> : To advise on the timing of the evaluation. To ensure that all necessary documents required to plan the evaluation and undertake the desk review are provided in a timely manner. To assist with the identification and hiring of the local consultant as required. To ensure that any necessary preparatory work is undertaken in-country prior to the arrival of the evaluation team, and to facilitate the work of the team while in-country. Prepare and organize the mission in-country itinerary, and organize the evaluation workshop/briefing/debriefing.

Products of the Evaluation
- **Evaluation Methodology**
- **Desk Review: Programming** (maximum 25 pages)
- **Desk Review: Human Resources** (maximum 25 pages)
- **Final Evaluation Report** d*eadline : 30 April 2002*
- **Evaluation Summary Report** (maximum 5000 words) *deadline : 15 May 2002*

All reports will be prepared in English. Draft versions of the Evaluation Summary Report and Final Report will be reviewed and approved by the OEDE Evaluation Officer prior to being finalized. The outlines for the Desk Reviews will be finalized following discussions between the Evaluation Officer and the team leader.

The Evaluation Summary Report, technical reports and Final Evaluation Report must be submitted in hardcopy accompanied by an electronic version. If applicable, annexes should also be made available in WFP standard software (ie. Microsoft package). For ease of processing, the Summary Report should be submitted as plain, unformatted text only (no paragraph numbering, limited bold, underline, etc.).

The mission is fully responsible for its independent full report, which may not necessarily reflect the views of WFP.

The evaluation shall be conducted in conformity with these terms of reference and under the overall guidance of OEDE.

Annex 3: Summary of Responses during Interviews with Key WFP Staff April 2002[156]

<u>**Questions & Answers[157]**</u>

General

1. Given that the Commitments to Women (CW) were introduced 5 years ago, what kind of change has this brought about in WFP, both positive and negative?
- The CW have enabled WFP to focus more on the need for food, specially of vulnerable women and children. Not enough was known at the time in respect of what was happening to WFP's food aid.
- The CW have provided some data to indicate whom WFP is reaching; but more effort is needed in respect of data collection/dissemination.
- Cultural sensitivity continues to remain a problem, constraining efforts to achieve the objectives of the CW.
- The CW have helped WFP to focus on women's role in food security, on nutrition and health, thus also addressing WFP's Enabling Development policies. But there is a need to keep in mind that food aid alone is insufficient to achieve objectives.
- A positive change is that the CW are now explicitly reflected in Country Programmes (CPs).
- The changes that have been happening need to be also linked to decentralization and the increasing role of Regional Bureaux (RBs) as technical back stoppers.
- Even without Beijing 1995 which gave the impetus to formulating the CW, WFP would have accorded more attention to women and children because crucial questions regarding food aid were beginning to be asked.
- The CW have helped clarify for WFP the 'logical line' between managing, distributing and controlling food, and women's role therein.
- Changes did not come quickly. There was at the beginning a phase when lip service was paid to gender and the CW, in order not to be considered 'backward' on gender issues. Since then gradually more substance has become evident. Implementation is apparent in deeds and less in the mechanical adherence to the CW.
- Though there have been positive changes, more could be achieved through face-to-face discussions of the CW, rather than through the impersonal e-mail system.
- Too often 'cultural sensitivity' has been used to explain inaction; more could have been done in some areas.
- In retrospect WFP should have taken more time to formulate and discuss the Commitments within WFP; probably it should have started the process before Beijing, i.e. early as 1994.

2. Do you think that WFP, in practice, has given an appropriate amount of importance to implementing the CW?
- WFP has invested much effort in implementing the CW, both in financial terms as well as in respect of focusing on gender.
- In spite of the efforts to implement the CW, not enough attention has been accorded to gender training. This is to some extent linked to funding.
- Gender should not be a separate issue, but understood and applied by all WFP staff. This requires training.

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[156] See Annex 3a for list of WFP staff interviewed.

[157] Respondents' answers are listed under the relevant questions, and as a way of preserving the respondents' anonymity. Given the number of key persons interviewed, and the variety of functions they carry out in WFP, answers tend in some cases to appear contradictory, while others may not quite fit under the pertinent question. The duration of the interviews averaged one hour.

- There is a link with fundraising. The problem remains that certain issues/situations (for example EMOPS) attract more press attention and donor funding, while funding support for WFP development interventions is dwindling.
- In retrospect, though has been achieved in respect of training and monitoring, more investment was required to be more effective. Specifically there was a need to invest more in gender analysis.
- Positive changes include more effort expended in project design, in focusing on results-based outcomes, in using the Logical Framework analysis and in attempting to measure what WFP is aiming to achieve.
- But more could be achieved with such tools as Strength/Weakness/Opportunity/Threat (SWOT) analysis.
- In retrospect, probably not enough resources were allocated to implement the CW; though this differs by area of WFP operations.
- Not enough has been invested in the monitoring system.
- The reality is that at the beginning, implementing the CW had to rely on discretionary funding. Now gender should automatically be part of the budget.
- Though gender is also a budget issue, this has largely been neglected in WFP. The reality is that gender has been looked at as an issue requiring separate funding, rather than seeing it as part of budgets.
- In general, Country Directors (CDs) in the Country Offices (COs) have not received sufficient guidance on how to implement the CW.
- Implementation of the CW is not just a gender issue. There is a need to convince donors of the relevance and cost effectiveness of a project, apart from the fact that it addresses gender issues.
- Yes, WFP has given due importance to implementing the CW, and the roots now go deep enough that the process cannot be easily reversed. However, the process could be held up without strong support from top and senior management.
- The issue is not the attention given to the CW. Rather, the fact that too much time is expended on discussing the CW and less on the actions required to achieve the objectives.
- The issue is not so much gender training, but the fact that insufficient time is allocated to training and inadequate attention is accorded to tackling people's entrenched attitudes towards gender.
- Gender training as it stands is not conducive to supporting a holistic approach, i.e. linking project design/formulation to implementation.
- There has not been sufficient investment to include gender issues in all types of training.
- Generally there has not been sufficient investment to ensure that CW can work. More effort was required to support gender mainstreaming.

Evaluation Issue: **Are the Commitments to Women relevant?**

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3. Were the Commitments relevant and realistic when they were introduced in 1996 in terms of WFP's operating environment? And now?

- The CW were relevant and realistic, since they helped raise important issues that WFP needed to address. They are still relevant.
- The percentage targets helped WFP to focus on objectives to be achieved but were not always realistic or relevant to the local country context.
- Had lower percentage targets been set, then much less would have been achieved over the past five years. Therefore it is better to set high targets, even if in some contexts they may be unrealistic and too ambitious.
- The CW remain relevant as they are. They therefore should not be 'rewritten' but continue to be implemented. What needs to be done better is to follow through on implementation.
- Linked to this question is the language of the CW; terms such as 'empowerment' which tend to be used in meetings are big words which WFP staff need to think about more carefully and realistically, rather than just in the abstract..

- What has so far not been neglected within WFP is discussing the issue of human rights and the link with the CW and therefore with food aid.

4. To what degree does the implementation of the Commitments facilitate the pursual of WFP's mandate (feeding the hungry poor)?
- The CW have served to strengthen WFP's mandate to 'feed the hungry poor'; though more effort is needed to ensure that the targeted groups are being effectively reached.
- WFP has through the CW been able to address its mandate since evidence shows that it is women and children who are the most vulnerable among the hungry poor.
- But this pursual cannot be separated from the reality of WFP's dependence on resource mobilization to achieve its objectives.
- The role of the Programme Review Committee (PRC) is crucial since there is a need to balance project objective and resource mobilization/costs. This is why it is so important to have the right expertise on the PRC. The problem remains how to convince donors to support projects, specifically development ones.

Evaluation Issue: **To what extent have the Commitments to Women been achieved?**

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5. What has been the effectiveness of institutional support mechanisms for implementing the CW: e.g. the gender focal point (GFP) system; the regional and corporate gender advisors? MAPs?
- The GFP system has not been as effective as desired, due to the fact that the GFP have generally been junior female staff.
- The GFP system is essentially a management issue. Therefore maybe it is the Country Director (CD) who should be the GFP.
- The question that needs to be asked is: do we need the GFP system to implement gender mainstreaming? Is there a better way to mainstream gender?
- Rather than the GFP system, what may be more effective is staff with the necessary socio-economic analytical skills.
- Some regions do not have a regional gender adviser (RGA) and this remains a problem for implementation of the CW.
- The role of RGA is crucial for future implementation of the CW and needs to be strengthened.
- There is a need to ask how effective Gender Advisers have been. Is there a more effective way of mainstreaming gender?
- What is required is a Gender Network in which everyone, i.e., all staff, are involved to ensure gender mainstreaming.
- Linked to the above is the need for more in-house discussions on the CW. The opportunity to discuss the CW during staff retreats has not been seized.
- Gender Action Plans (GAPs) are important and the Project Review Committee (PRC) should look at them carefully.
- GAPs may need to be used as an internal management tool in Country Offices (COs) where the process of gender mainstreaming needs strengthening.
- The Management and Appraisal of Performance (MAP) forms of all hiring managers include hiring targets as specified in the CW.
- Not all MAPs of hiring managers include hiring targets. It is the ED directive on this issue that is crucial here. The proof is in the result, and the result is reflected in promotions and reassignments.
- MAPs are compulsory for all staff but have limited effectiveness without clear directives from top management and a clear link with being held accountable.
- The MAP system is defective since it does not by itself ensure accountability. More important is managers' attitudes and requirement for accountability from top management. The reality is that people ignore rules unless they are forced to take account of them.

- MAPs cannot be taken as the proof for accountability for hiring. Latter affected by availability of women for hiring and reassignment, and whether they are ready to be relocated.
- Equally if not more important than MAPs is induction/orientation training for new staff to ensure that corporate values (including the CW) are taken on board.
- Gender should be mentioned in all MAPs where relevant to the function and responsibilities of staff. This is not done systematically or consistently.
- It is not so relevant that MAPs are inconsistent; it is the end result that counts. This includes investigating why hiring targets are not achieved

6. Through the numbers, we can see that progress has been made toward achieving the gender hiring targets within WFP. What kind of difference has this made to the organization and to the staff (both positive and negative)?
- Hiring targets have largely been achieved; however the weakness is due to the conditions under which WFP operates, and which are not always appropriate for women from a gender perspective.
- Hiring, promotion and reassignment have focused on both gender balance and qualifications. Understandably this may cause some resentment on the part f male staff though the fallout is relatively limited.
- The issue of hiring needs to be linked to the area of WFP operations. Generally, development is perceived to be the 'soft sector' and it is no coincidence that relatively more women staff are located in this operations area.
- Interestingly there is also a preponderance of women staff in the area of resource mobilization.
- The Commitment on gender balance in hiring (CW/II/B) cannot be looked at in isolation. It needs to be linked with promotion and reassignment trends. This is where gender balance still needs to be achieved.
- Spouse recruitment is fine in principle, but difficult to implement in practice. One cannot overlook WFP's capacity to implement this regulation, and that there are limitations beyond WFP's control.
- When it comes to human resources (HR) policies, one needs to keep in mind that WFP is not a charity organization. When people accept to work for WFP, they must know that it is a humanitarian agency that involves posting staff in hardship areas.
- The CW provided the required push to look at gender gaps in recruitment, but have narrowly focused on international professional staff. The inclusion of national professional staff is very recent. To date General Service (GS) staff are excluded, and this needs to remedied.
- Though gender balance in hiring has improved, the fact remains that support by senior management has tended to be erratic. Much depends on the individual manager's attitudes and conviction. Without the push 'from the top', i.e. on the part of the Executive Director (ED), less would have been achieved.
- A positive change apart from gender balance is the diversity in skills and nationalities.
- There continues to be a mindset in WFP that male staff go to hardship areas, while women are less inclined to do so 'because of gender'. This is an issue that needs to be addressed.
- Family policy needs to look at unmarried staff with dependents and apply the same eligibility criteria.
- There has tended to be a focus on numbers, i.e. achieving the targeted percentage through hiring and reassigning women staff, which has led to competition between divisions to 'get women'. There has been much less focus on where women staff are located in the system.
- There has been change among WFP staff because of the CW, specifically with regard to how things are done. But the crucial issue is staff attitude towards gender issues and towards women in management positions and women's promotion. There needs to be more focus on attitudes, for example when recruiting and hiring staff.
- Entrenched attitudes towards women are still evident in traditionally male dominated sectors, even though women staff who have been hired and reassigned have proven their capabilities, including in management.

- A neglected area in HR recruitment policies is gender and disability.
- The problem in respect of gender balance in hiring arises when each division needs to report on achieving the hiring target. This overlooks crucial factors other than gender such as labour market supply/available skills and national representation. Gender balance in HR cannot be at the expense of fulfilling WFP's mandate quickly and efficiently, and as demanded by the pressure of humanitarian relief.
- There has been too much focus on numbers in hiring, rather than on women's position within the organization.
- A price had to be paid to enable WFP to seriously implement its commitment to achieve gender balance in hiring; even then the target of 50% has not been achieved, especially not in decision-making posts.

7. (Numbers also tell us that female WFP staff - compared with their male colleagues - are more restricted in terms of mobility, more likely to resign at a younger age (P-3 and below) and less likely to have dependents, especially if they work in the field.) Given the specific context in which WFP operates (relocation, hardship, etc.), what do you think could be done to improve the present situation in terms of gender balance?

- WFP needs to define and develop a family policy that serves to retain more women staff in the organization.
- WFP needs to put in place a more transparent system in respect of implementation of human resources (HR) regulations, including promotions.
- Family policy needs to equally include the needs of male staff (for example, paternity leave). So far there is more stress on the family circumstances of women staff when it comes to reassignment and their inclusion in temporary duty (TD) lists.
- Family policy needs to look more carefully at the issue of single parents with dependents.
- Gender balance in hiring is not only a gender issue. There is a need to also look at labour market supply factors, as well as lifecycle stage of female staff.
- Gender balance in hiring and reassignment also needs to keep in mind that when in comes to EMOPS, quick decisions and placements are required. Women staff with dependents may be less mobile, and this applies specifically to single parents.
- Spouse employment is a supportive family policy regulation but needs to be looked at more carefully. More coordination with other UN agencies is required. But there is need to keep in mind factors that remain beyond WFP's control, i.e. qualifications/experience of spouses of staff, availability of suitable post etc.
- Spouse employment can inadvertently lead to unfairness, when WFP staff have to be relocated to make a position available. The relocated staff may have his/her own family constraints that tend to be overlooked.
- There is a need to carefully look at the link between achieving gender balance in hiring and the recruitment of women from under-represented nationalities. The reality is that in certain contexts the pool of eligible women may not be large.
- There are possibly more qualified women out there. What is needed is a pro-active policy to recruit them.
- There is a need to keep in mind that addressing family policy issues cannot be separated from the fact of WFP's staff personal expectations. Nowadays, younger women staff tend to have high expectations, whereas older women staff have had to make choices and sacrifices.
- There is a need to look at the group of Junior Professional Officers (JPOs). This is the potential 'feeder group' which has so far been overlooked in respect of various HR policies.
- Women staff need better career development advice and support. This needs to be linked to the reality that all jobs require hard choices, but in particular a humanitarian agency like WFP.
- There is a need to ask if insisting on gender balance in hiring and reassignment is always feasible and practical. There are contexts where WFP women staff of certain nationalities may be particularly at risk due to political reasons beyond WFP's control (e.g., Western women in Afghanistan)

- There is also a need to look at the nationality factor in terms of affecting women staff's flexibility to make choices (e.g. women staff from developing countries where cultural factors may constrain their choice/availability to be reassigned to another location with implications for their families and marriages).

- There is a need to focus more on the strategic areas/positions where women staff are or are not located. Implementing hiring targets is not sufficient. A policy is required to ensure that qualified women are equally placed in decision-making and senior management posts.

- Family policy is important. However, but the challenge is to have a 'cost-neutral' policy. Paternity leave is costly, and is in any case subsumed under family leave.

- Creches are another cost-neutral family policy issue. The reason there is no crèche in WFP Headquarters (HQ) is linked to low demand and to strict regulations enforced by the Italian Government.

- It is disquieting for an organization when HR data reveal that 80% of female staff do not have dependents. This is an urgent area requiring investigation, specifically since some concessions are made for women staff with dependents when reassigning to hardship areas. The other side of the coin is the need to investigate the reasons why women remain in the organization in spite of hardship posts.

- The reality is that areas such as logistics and transport tend to attract fewer women candidates due to labour market supply factors, as well as the time demand on staff beyond regular working hours. Nevertheless more can and should be done to locate and attract potential women staff in these areas, and to counter the evident staff turnover when the family circumstances of women staff change (It is no coincidence that women staff in logistics and transport tend to be from a younger age group and unmarried, without dependents).

- Trying to attract more national female staff is fine in principle but needs to be linked to the local cultural context; e.g. cultural constraints which impede shift work and night duty (drivers, security guards etc.).

- With the ongoing decentralization process, the role of the Regional Bureaux (RB) and specifically the Regional Managers (RM) is going to be even more crucial to ensure that gender balance in HR is achieved.

- More effort is required to ensure that qualified and competent women are included in the WFP Roster, covering all areas of WFP operations, including logistics. This is an important means of supporting transparency.

- Given the reality that the focus of WFP operations is going to be increasingly on EMOPS, it is crucial to address the issue of family policy and gender and the implications this trend will have in the future.

- Review the hiring targets to take account of the fact that women are more likely to leave WFP than male staff; clearly linked to WFP operations in hardship areas.

- Review the current separation policy and introduce some flexibility, allowing for extended family leave and rejoining WFP without going through the same recruitment process as new entrants to the organization.

Evaluation Issue: **What has been the impact on beneficiaries and WFP staff, both intended and unintended, as a result of implementing the Commitments?**

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8. Over the past five years, what kind of difference do you think the implementation of the CW has made for the way we programme in:1) development 2) emergencies
- Are the changes introduced contributing to better programming? In what ways?
- What are the main constraints to the programming process brought about by these changes?

- The CW have made a positive difference in respect of emergency operations (EMOPS) by giving food directly to women and therefore avoiding leakages.

- More effort has been expended in formulating the CPs. This has led to a better programming process and clearer objectives. But the process still requires improvement.

- A main constraint remains the relatively weak monitoring system, and inadequate human resources to implement it.
- WFP has achieved better results in some programme areas that others; e.g. Food-for-Work (FFW) has generally done less for women that Food-for-Training (FFT). With the increasing focus on social sectors (i.e. move away from public works which generally benefit men) this is expected to be remedid.
- FFT is important for women, as part of the 'people-focus' of WFP. But there is a need to invest more in this direction. It is not enough that women manage and distribute food aid.
- While there has been improvement in the programming process, there is also the risk of getting stuck in focusing on the abstract (academic exercise of gender) and less attention being given to discussing better ways of doings things. Linked to this has been the tendency of making statements and focusing less on concrete actions.

9. *What kind of difference do you think it has made for our beneficiaries?*

- Comparing the design and formulation of project documents over the years indicates the shift in focus from the abstract mention of 'gender' to more concrete ways of implementing project objectives.
- It is not enough to have women represented in food management and distribution committees and ignore the reality that they are not in decision-making positions. This area needs more attention.
- Too little attention has been paid to the effect of women directly receiving food aid, e.g. on the family and the link with domestic violence due to the fact that in some contexts food is a very valuable resource.

Evaluation Issue: **To what degree has WFP mainstreamed measures for achieving the Commitments into the relevant policies, operational guidelines, and the mechanisms for implementing these?**

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10. *To what extent has gender been included effectively in institutional programming mechanism such as assessment and targeting, vulnerability analysis, project appraisal and formulation, project documents, CSOs, CPs? Plans of Operations? Agreements with implementing partners (IPs)? Memoranda of Understanding with other UN agencies (UNHCR, UNICEF).*

- Gender is being more explicitly addressed in the various programme mechanisms, but this may vary from one CO and region to the other. More needs to be done to strengthen the process.
- In spite of improvements, and mainstreaming efforts, gender largely continues to be treated in isolation.
- More needs to be done to ensure that implementing partners (IPs) understand and abide by the objectives of the CW.
- The problem is how can WFP impose the objectives of the CW on IPs who have a different mandate?
- Though donors generally do not impose gender as a conditionality, WFP can use this as leverage to negotiate with government counterparts and IPs.
- Memoranda of Understanding (MOUs) with donors do not include gender as a conditionality; rather they focus on type and region of food assistance. This is more an issue in respect of MOUs with counterparts. But it is recognized that these are inconsistent.
- Letters of Understanding (LOUs) should in principle include reference to gender and the CW; in reality this is not consistent and needs to be reviewed.

11. *In your view, how have WFP staff been held accountable for implementing the CW on the 1) programming side; and 2) HR side? Can this be improved and how?*

- Accountability on the programming side has not been so effective, though there has been much improvement in respect of project design.

- Part of the problem is inadequate monitoring, including post-distribution monitoring and limited baseline surveys and studies. In effect it is the continuing problem of acquiring relevant data on the household, and which also hampers effective resource mobilization.
- WINGS is expected to contribute to more effective monitoring through key data, but the system still needs to be tested.
- Gender is now mainstreamed in the CP, which is a big improvement relative to former years of WFP operations.
- Improving the process of implementing the CW cannot be separated from the reality of dwindling resources, specifically for WFP food aid assisted development operations.
- Accountability on the programming side needs to be linked to the attitude of government counterparts towards gender and the CW. More advocacy efforts are needed here.
- Accountability on the programming side also needs to be linked to improved situation analysis prior to project formulation. Not enough is done in this respect, with implications for project implementation.
- Improving accountability needs to be linked to effective gender training for all staff, including senior management.
- Accountability on the HR side is supposedly through the MAPs. But this has not been so effective (see answers under question 5).
- Accountability needs to be linked to an effective recruitment policy where staff attitudes towards gender are taken into consideration.

Annex 3a: List of Key WFP Staff Interviewed - April 2002

Name	Position
H. Arthur	Regional Director, ODY (conference call)
M. Crostwaithe	Transition Manager
J. R. Degala-Mabutas	Assistant Executive Director for Administration (AED/AD)
T. Due	Chief, ODP
N. Gallagher	Senior Liaison Communications Officer
J. J. Graisse	Deputy Executive Director
T. Keusters	Acting Chief, Office of Transport and Logistics (OTL)
I. Lacy	Chief, MSP
R. Michiels	Ex-Chief, Recruitment, HR Division
P. Nelson	Chief, Office of Development Activities (ODA)
N. Ngongi	Ex-DED, ex-Chair of the GTF
T. Rowe	Chief, REP
A. Piscina	Deputy Director, Human Resources (HR)
P. Scott Bowden	Senior Emergency Officer, Office of Transport and Logistics (OTL)
D. Spearman	Director, Strategy & Policy Division (SP)
F. Strippoli	Director, Office of Humanitarian Aid (OHA)
J. Wickens	Deputy Director, Operations Department (ODO)

Annex 4: Chronology of Corporate Measures in Support of the Commitments: Timeline of Key Events

Year	Corporate Measure
1987	• WFP Committee of Food Aid Policies and Programmes (CFA – 23rd Session). 'WFP Food Aid Strategies for Women in Development'.
1989	• WFP Committee of Food Aid Policies and Programmes (CFA – 27th Session). 'WFP Sectoral Guidelines on Women and Development: Gender Variables in Food-Assisted Projects'.
1992	• Executive Director's arrival at WFP (Catherine Bertini)
1995	• Fourth World Conference on Women, Beijing • Continuation of the Consultative Process for Beijing Conference • Commitments to Women launched, based on Beijing Platform for Action (BPFA) • Video 'Women Eat Last' • Dutch Quality Improvement Grant for activities to be implemented 196-1997 • Gender Task Force (GTF) established
1996	Institutional mechanisms established: • GTF activated (chaired by Deputy Executive Director; responsible for advocacy, guidance and fund-raising • Gender Focal Points (GFP) • Gender Working Group (GWG) • Gender Action Plan (GAP) on Commitments to Women (outlining guidelines for GAPs at regional and country levels) • Regional Gender Advisor for the Southern/Eastern Africa Task Force hired (based in Malawi/ Marijke Mooj). • Recruitment of new gender experts at national, regional and Headquarter levels • Contribution from the Canadian Government to the gender and nutrition units (Women's Health and Micronutrient Facility
1997	• Gender Action Fund (GAF) created • Received grant from Norway • Second post created for Senior Gender Adviser (recruitment undertaken, candidates identified, funding frozen; Fatiha Serour hired; Gretchen Bloom deferred) • Human Resources (HR) Measures (Management and Appraisal of Performance/MAP; Sexual Harassment Policy) • Executive Board Report.' Progress Report on the Implementation of WFP's Commitments to Women' (WFP/EB.2/97/3-D)
1998	• Mid-Term Review (Azerbaijan, Bangladesh, Bolivia, Burkina Faso, Ethiopia, Guatemala, Liberia, Uganda, Vietnam, Yemen) • Received grant from Finland • Gender Action Facility Replenished • Second Senior Gender Adviser post created (Gretchen Bloom) • Regional Gender Adviser hired in Islamabad Cluster Office (covering Afghanistan, Iran, Pakistan, Tajikistan/Vera Kremb) • Regional Gender Adviser for South Asia (based in New Delhi/Anette Haller) • Gender Task Force reorganized, reflecting WFP's decentralization policy • Executive Board Report 'Gender Mainstreaming in WFP: An Integrated Assessment' (WFP/EB.2/98/9) • Accountability: Memorandum of Understanding (MOU) between WFP and UNHCR, incorporating Commitments to Women of both agencies concerning women's position in the management of food

1999	• Regional Gender Workshops (Cairo, Cambodia, Cuba, Gambia, Hungary, Kenya, South Africa • Gender Advisers recruited/hired: Elina Sana in HQ; Satu Lassila in HOA • Gender News published (four languages)
2000	• Beijing+5 meeting in New York (publications, panels with women UN heads) • Gender Survey; Follow-up to Beijing+5 • Regional Gender Advisers hired: Mahawa Kaba, JPO in ODK; Khadijah Bah in ODD
2001	• Development of Gender Strategy 2003-2007 (Christa Raeder, Policy Analyst/Gender) (Case Studies, Desk Review, GAP Survey, Advocacy Survey, HR Review, Gender Consultation) • HR policies (guidelines for national officers; breastfeeding policy) • ED policy: Asset Creation Circular
2002	• End-of-Term Evaluation of the Commitments to Women • Gender Seminar 'WFP's Gender Strategy (2003-2007) and Organizational Change (March)

HQ Gender Advisers:
- Els Kocken (1992-1997)
- Fatiha Serour (1997-1998)
- Gretchen Bloom (1998-present)
- Elina Sana (1999-2000)

HQ Policy Analyst/Gender
- Christa Raeder (2001-present)

Annex 5: Corporate and Gender Specific Training

Year	Title
1995	- Report on the South Asia Regional Workshop on Mainstreaming Gender in Project Planning, Bangladesh. - WFP Programme Gender Workshop, Vietnam - In-house Gender Workshop, Malawi
1996	- Joint WFP/UNHCR Workshop on Gender Issues and Women's Participation in Food Distribution in the Refugee Camps and Settlements for Sudanese, Zairian and Rwandan Refugees, Uganda. - Report on the OMC Regional and Sub-Regional Gender Training Workshops, Tunisia - Interdepartmental Gender Awareness Workshop for WFP Staff, Rome - Regional and Sub-Regional Gender Training Workshop, Jordan - Gender Tam Workshop for Desk Officers (3 meetings), Rome - OMM Regional Workshop on Mainstreaming Gender in Project Planning and Implementation, Rome - Gender in WFP Development Projects, Guatemala - Inter-Departmental Gender Awareness Workshop for WFP Staff, Kenya - How to Integrate Gender Issues in WFP/Rwanda Programme Activities, Rwanda - Workshop on Gender Planning Methodology, Tanzania - Gender Workshop, Syria
1997	- Training Needs Assessment Consultancy Report. Gender and Participation in Emergency Food Aid - National Gender Training Workshops with Counterparts (Bolivia, Guatemala, Malawi, Mozambique, Nepal, Nicaragua, Tanzania, Uganda) - Gender Awareness Workshop for Kenyan and Somali WFP Staff - Needs Assessment Workshop for WFP Staff and Partners on Gender and Participation in Emergencies, Ethiopia - Gender Sensitization Workshop for WFP Staff, Kenya - Workshop on Gender-Sensitive Qualitative Monitoring and Evaluation, Guatemala. - Workshop to Support Gender Focal Points and Gender Action Plans, Rome - Gender and Commitments to Women, WFP Briefing Workshop, Rome - Gender and Participation Training Needs Assessment, De-Briefing Workshop, Rome - Gender Team Workshop for Desk Officers, Rome - Inter-Departmental Gender Awareness Workshop, OAC - Pilot Workshop, Qualitative Monitoring of Benefits and Beneficiary Profiles, Bangladesh - Training of Trainers on Gender in Agriculture and Environment, Cambodia - WFP/IFAD/MOA Gender Focal Points Training Workshop, China - Gender Action Plan for Sub-Saharan Africa, Cote D'Ivoire - Gender Sensitization Workshop for Refugee Operations, Kenya - Second Gender Workshop for WFP, Kenya - Gender Sensitization Workshop for Drivers, Kenya - Joint UNHCR/WFP Gender Study, Kenya - Gender Workshop for WFP Heads of Units and Programme Unit Staff, Rwanda

1997 (continued)	• Gender Workshop for for Field Staff and Counterparts, Rwanda • Gender Issues in WFP and Project Implementation Criteria, Rwanda • Gender Training Workshop, Sudan • Gender Awareness Training, Ethipia • Introduction of the WFP Commitment to Women and the Ethiopia Gender Action Plan, Ethiopia • Gender Perspective Workshop, Columbia
1998	• Inter-UN Agency Workshop on Mainstreaming Gender Into Project Planning, Rome • Workshop on Gender-Sensitive Qualitative Monitoring and Evaluation, Cuba • Workshop on Gender-Sensitive Qualitative Monitoring and Evaluation, Honduras • Workshop on Gender-Sensitive Qualitative Monitoring and Evaluation, Columbia • Workshop on Time for Change: Women in Food Aid Interventions, Rome • Gender Awareness Workshop, Cambodia • Workshop on Gender and Development, Cambodia • Training of Trainers in Community Development, Cambodia • Training of Trainers on Developing and Managing Gender-Responsive Programmes/Projects in Credit and Livelihood, Cambodia • Mainstreaming Gender into Project Planning, Bangladesh • Gender Relations and Rural Development, Ecuador • Gender Sensitive Qualitative Monitoring Using Participatory Appraisal Tools, Egypt • WFP - Egypt Gender and Development Workshop, Egypt • Training Workshop on Gender Monitoring and Evaluation in Income Generating Activities in Rural Areas, Jordan • Securite' alimentaire et nutritionelle pour la sante`et le developpement, Benin • Gender Analysis for Disaster Response Planning Workshop, Kenya • Gender Sensitization Workshop for Refugee Leaders and Agency Staff, (4 meetings) Kenya • Gender Workshop, Mauritania • Sahel Cluster Gender Analysis Workshop, Dakar • Gender Awareness Training, Ethiopia • Participatory Gender Analysis for Community Level Disaster Response Planning, Ethiopia • Facilitator's Guide for Gender-Sensitive Qualitative Monitoring & Evaluation Workshop Using Participatory Rural Appraisal Methods (by F. Praline Coupal) • Mission Report to Strengthen WFP's Process Monitoring and Impact Evaluation in the Great Lakes Region (P. Buffard, M. Mooij) • Training of Trainerson Gender Sensitization, Monitoring and Evaluation for WFP, Nepal • Gender and Socio-Economic Development Workshops with District Core Teams, Southern Tanzania • Training of Trainers Pilot Workshop, Haiti • Training of Trainers Pilot Workshop, Bangladesh
1999	• Technical Process Report on WFP Gender Sensitive Monitoring Workshops in Yemen • Report on Gender Training Workshop for Programme Officers and Counterparts, Uganda • Management Training Workshop for Women Office Bearers of WFP Assisted Projects, Sri Lanka

1999 (Continued)	• WFP Staff Gender Awareness Workshop • Regional Workshop on Gender Sensitive Monitoring and Evaluation, India • Training of Trainers Workshop on Gender Sensitization, Monitoring & Evaluation for WFP Staff, Partners and Counterparts, Nepal • Report on the Regional Workshop on the Fulfilment of WFP's Commitments to Women 1996-2001, Cuba • Workshop on Gender Perspectives in WFP Food Aid Programmes and Operations, Nairobi • Rapport de l'Atelier: Strategies pour le development du genre dans les actions du PAM au Sahel et en Afrique de l'Ouest, Banjul • Gender Training Workshop on Food for Work, Georgia • Participatory Planning and Gender, Bolivia • Application of Gender Focus in Food for Work Projects, Santo Domingo • WFP Regional Gender Strategy Workshop for Horn of Africa, Great Lakes and Stand-alone Countries of Sudan, Ethiopia and Angola GFP, Kenya • Management Training Programme, Rome
2000	• Regional Workshop: Gender Mainstreaming Meeting Southern Africa Cluster, Johannesburg • Regional Workshop: Gender Mainstreaming in WFP Activities and Qualitative Monitoring, Cairo • Regional Gender Workshop, Budapest • Regional Workshop: Mainstreaming Gender in WFP Activities, Phnom Penh • TOT Gender Workshop, Kenya • Gender Sensitive Food Aid Programming: Training Manual for WFP Gender Trainers • Gender Sensitive Project Design, Monitoring and Evaluation Workshop, Uganda • Gender Sensitization Workshop, East Timor • SEAGA Sub-regional Training of Trainers Workshop, Managua (WFP/FAO) • Gender Mainstreaming OAE Retreat • Targeting Women: Implications for Food Security, India • Gender Training in Somalia
2001	• Report of the Global Workshop on Gender Perspectives of Human Resources Management, Nairobi • Security Awareness Training, WFP HQ Rome and COs • WFP Enabling Development Training of Leaders Workshop - Gender and FAAD (30 Jan.), Rome • Consultation Workshop on the Operationalization of WFP's Commitments to Women and the Development of the WFP Gender Strategy 2003-2007, Rome • FAAD - ODM Workshop, Managua • Theory and Practice Workshops for Gender Mainstreaming, held in Nicaragua, Honduras, Guatemala and El Salvador • Gender Workshops, Eritrea • SEAGA Manual for Gender in Emergencies - FAO/WFP, Kenya

Source: WFP, 1999/a; 1999/b; 1999/j; 1999/k; 1999/l; 2000/i; 2000/j; 2000/k; 2001/aa.

Annex 6: Financial Resources Made Available for the Implementation of the Commitments to Women

Year	Amount	Source
1995	US$ 300,000	Netherlands, extra budgetary
1996	**-**	-
1997	US$ 700,000 US$ 374,721 US$ 205,656	Regular PSA fund Finland, extra budgetary Norway, extra budgetary
1998	US$ 1,000,000 US$ 588,339	Regular PSA fund Finland, extra budgetary
1999	US$ 177,000 US$ 127,353	USA, extra budgetary Finland, extra budgetary
2000	**-**	**-**
2001	US$ 23,507	UK DFID, ISP, extra-budgetary
Total Amount	US$ 3,496,576	
Total extra budgetary	US$ 1,796,574	
% total extra budgetary out of total amount	51.38%	

Source: WFP, 2001/o; 2001/p; WFP SP.

Annex 7: List of Documents

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