

# Evaluation of WFP's 2009 Gender Policy This Time Around? Evaluation Report

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## **Executive Summary**

*We commit ourselves to providing strong leadership within our organizations to ensure that a gender perspective is reflected in all our organizational practices, policies and programmes.<sup>1</sup>*

*WFP's mission can only be achieved if women, men, girls and boys are equal in terms of opportunities, access to resources and services and participation in decisions.<sup>2</sup>*

### **Introduction**

1. The importance of gender issues in the reduction of food insecurity has been reiterated in many recent publications and policy statements. For WFP, gender equality lies at the heart of its mission. WFP's mandate to reduce hunger and support poverty reduction is shaped by the gendered needs of the men and women, boys and girls it serves.

### **Evaluation Features**

2. This evaluation of WFP's 2009 gender policy "Promoting Gender Equality and the Empowerment of Women in Addressing Food and Nutrition Challenges" is intended to support both accountability and learning, particularly as WFP's Executive Director recently reiterated the importance of gender considerations as an institutional priority within the wider organizational change process. The evaluation's questions were:

- What is the quality of the policy and to what extent was it geared towards attaining the best results from the outset?
- What results can plausibly be associated with the policy and mechanisms to implement it?
- Why and how has the policy produced the results observed?

3. The evaluation was conducted between May and October 2013. Data were collected from many sources and parts of WFP, including more than 60 country offices spanning emergency to development contexts. The evidence base was constructed from the building blocks summarized in Box 1.

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<sup>1</sup> United Nations System Chief Executives Board for Coordination, CEB/2006/2.

<sup>2</sup> "WFP Gender Policy" (WFP/EB.1/2009/5-A/Rev.1).

## Box 1. Evidence Base

- Review of institutional structures and processes for gender mainstreaming.
- Review of policy areas and business processes.
- Field study in five countries: Bangladesh, the Democratic Republic of the Congo (DRC) and Ethiopia; and Jordan and Lebanon, focussing on the Syrian regional emergency operation.
- Desk review of portfolios, and interviews, in four countries – Burkina Faso, El Salvador, Ghana and Malawi – and specific operations in 12 additional countries.<sup>3</sup>
- Telephone interviews with 16 additional country offices.<sup>4</sup>
- A survey of remaining country offices and regional bureaux; responses were received from 29 –74 percent – of the 39 country offices contacted, but only two regional bureaux.
- Benchmarking of WFP’s policy and institutional structures with comparator organizations selected for their similarity to WFP’s business model, significant field presence and engagement in humanitarian and development work: CARE-USA, the Food and Agriculture Organization of the United Nations (FAO), Oxfam-GB and the Office of the United Nations High Commissioner for Refugees.
- Interviews with partners, including donors, international non-governmental organizations (NGOs) and United Nations agencies.

4. Limitations included the lack of an intervention logic or theory of change underlying the policy; weak information on results; and limited historical memory resulting from the major institutional changes since the policy was developed.

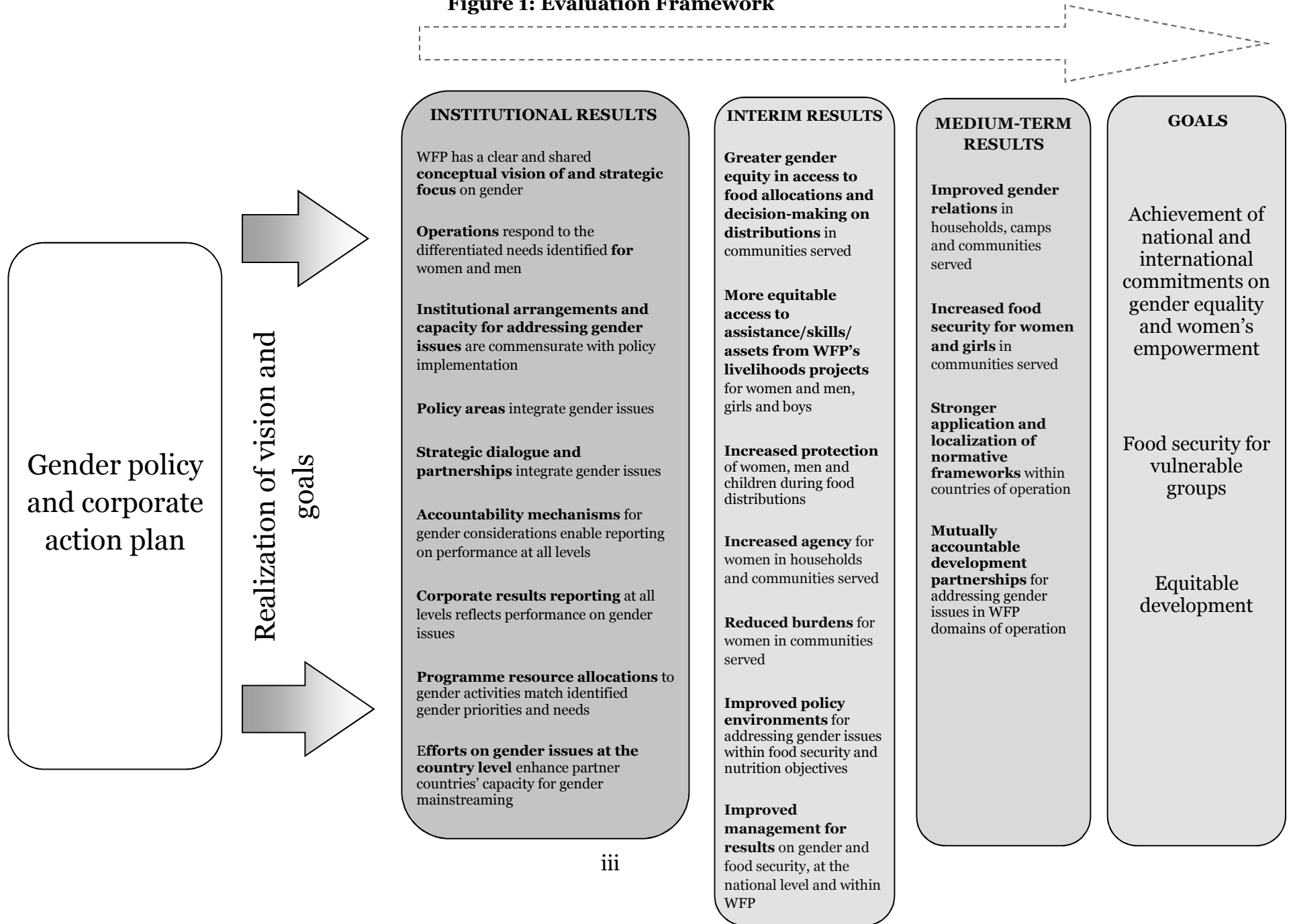
5. To guide the assessment, the evaluation team therefore developed a framework as summarized in Figure 1. It sets out the results at different levels to which WFP might reasonably be expected to contribute by implementing the policy’s reforms and commitments.

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<sup>3</sup> The Congo, Côte d’Ivoire, Haiti, Lao People’s Democratic Republic, Mauritania, Pakistan, Palestine, Somalia, South Sudan, Tunisia, Yemen and Zimbabwe.

<sup>4</sup> Cambodia, Democratic People’s Republic of Korea, Egypt, Kenya, Indonesia, Iraq, Islamic Republic of Iran, Liberia, Namibia, Nepal, Peru, Rwanda, Senegal, Sierra Leone, Togo and the United Republic of Tanzania.

**Figure 1: Evaluation Framework**



## **Context**

### **International Environment**

6. Within the United Nations system, attention to gender issues is growing. International standards, norms, agreements and goals position gender equality as a development objective in itself and a powerful lever for achieving other development outcomes.

7. The 2006 United Nations System-Wide Policy for Gender Equality and Women's Empowerment was followed by the 2012 United Nations System-Wide Action Plan (SWAP) for Gender Equality. WFP's first self-assessment of SWAP implementation (February 2013) reported significant room for improvement, meeting requirements on just four of the 15 indicators.

8. The post-2015 development agenda is expected to reinforce the primacy of gender equality as a global objective. A specific goal and targets for ensuring food security and good nutrition have been proposed, which would place WFP's efforts to address gender issues under increased scrutiny.

### **Internal Environment**

9. The 2009 gender policy followed two predecessors: the 2003–2007 Enhanced Commitments to Women, and the 1996–2002 Commitments to Women. Evaluations found that while both policies had raised the profile of gender issues within WFP – helping to develop the strong reputation WFP enjoyed during the period – shortcomings in institutional arrangements and capacities for addressing gender concerns persisted.

10. The 2009 policy and its associated corporate action plan were developed and implemented in a period of significant organizational change. The policy was one of the first produced under the 2008–2013 Strategic Plan, responding to the shift from food aid to food assistance.

11. Following the appointment of the current Executive Director in 2012, WFP's institutional structures and systems for addressing gender issues have changed. The former Gender Service is now the higher-profile and better-resourced Gender Office (OMG), located directly under the Deputy Executive Director/Chief Operating Officer.

12. While the evaluation was being conducted, the 2014–2017 Strategic Plan was approved and a related Strategic Results Framework (SRF) and Management Results Framework (MRF) were under preparation. A business process review was also under way.



## Findings

### Policy Quality

13. The evaluation of the 2003–2007 gender policy recommended systemic change to enable WFP to meet its commitments on gender, including by enhancing resources and skills for gender mainstreaming and providing technical, human and financial support to country offices. The 2009 gender policy and 2010 corporate action plan were expected to provide the strategic vision, and the operational and practical tools for implementation.

14. Three critical dimensions underlay the policy:

- a pragmatic approach, recognizing that some of the building blocks for a comprehensive approach to gender mainstreaming were not yet in place;
- a strategic shift from the “women-centred” approach of its predecessor to a gender approach that recognized the differences in lives of women and men and emphasized men’s roles in change, and the importance of gender relations; and
- a combination of targeted actions for women, geared to continuing the strong legacy of the Enhanced Commitments to Women, and a mainstreaming approach, in line with international thinking at the time.

15. While some substantive analysis underpinned policy development, this analysis was not comprehensive. The policy did not set out a clear rationale, grounded in evidence, for its approach. The conceptual shift towards a gender- rather than a women-focused model was not accompanied by associated analysis.

16. The policy vision<sup>5</sup> focused on the institutional dimension of developing an enabling environment for WFP as a step towards the achievement of gender equality results. It lacked a clear statement of “why gender”, related to WFP’s mandate, and of how to gear institutional reform to intended humanitarian and development results – changes in the conditions and lives of the people whose interests, needs and priorities WFP serves – and intended contributions to broader United Nations goals.

17. The policy’s objectives were broad, and the absence of a theory of change limited common understanding of what results were intended, why and how they would be achieved, and what assumptions were embedded in the policy’s logic. Targets were unambitious and separate from regular planning, monitoring and accountability arrangements.

18. The policy’s strategies for supporting implementation and the achievement of results (see Figure 2) reflected a dual approach of institutional support measures and programming priorities. They included targeted actions for women and embedding a gender “lens” into programme areas.

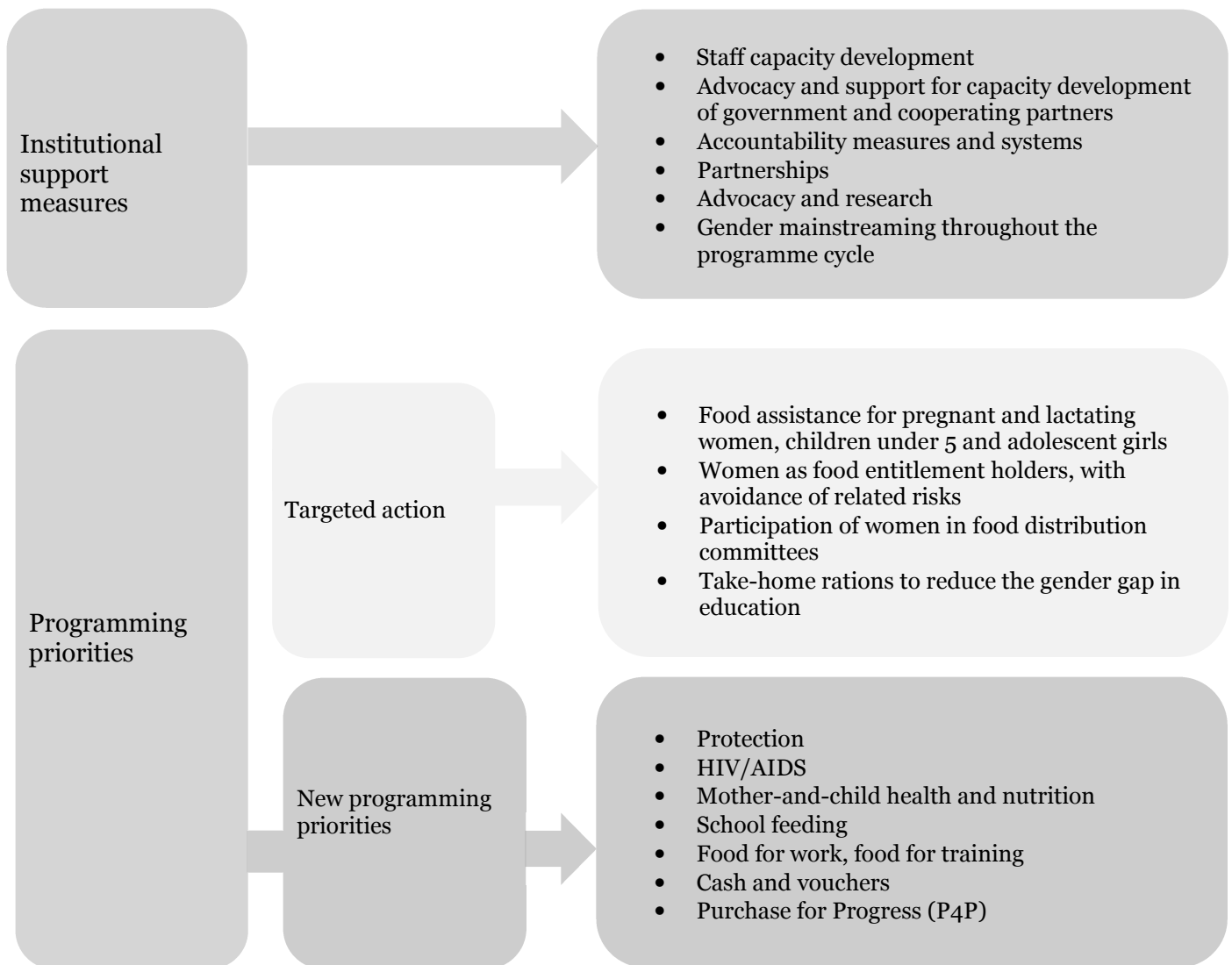
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<sup>5</sup> “To create an enabling environment in WFP for promoting gender equality and the empowerment of women reflected in policies, programmes and actions that support partner countries in addressing food and nutrition challenges.”

19. The policy’s connections to gender strategies were limited, and it is unclear how the strategies were intended to achieve the policy’s objectives. Critically, strategies for addressing gender issues in emergency response and disaster preparedness – WFP’s core business areas – were lacking.

20. In its quest to be realistic, the policy adopted a series of project-based initiatives to generate change: a Gender Innovations Fund (GIF), to support programming; conversion of the Gender Focal Point Network into a Gender Advocate Network; and “gender-friendly” country offices. However, these did not constitute the set of systemic reforms recommended by the 2008 evaluation.

**Figure 2: Policy Strategies**



21. While responsibilities and accountabilities were intended to be WFP-wide, no guidance for implementation, or support in interpreting the policy within programming, policy or business areas were available. Staff were unaware of responsibilities, and had no incentives or accountability for individual or unit targets.

22. The policy thus lacked several critical foundations, limiting its relevance and capacity to drive change from the start.

### **Box 2. Benchmark Comparison**

Comparison reveals that WFP’s policy coheres with those of the four comparator institutions in:

- adopting a gender-focused rather than a women-focused approach and promoting gender mainstreaming;
- having a separate action plan, or equivalent, for implementation – although FAO’s more recent (2012) policy sets minimum standards and actions to be taken within wider programme and country strategies and plans; and
- lacking a theory of change – although all the comparator policies are more explicit on their gender equality goal and objectives

WFP does not cohere with other policies/institutions in:

- integrating gender considerations into Strategic Plans and SRFs, which all other policies do more clearly, even compared with WFP’s new Strategic Plan; and
- setting out a clear accountability framework and minimum standards for programming, and the institutional mechanisms and processes for applying them.

### **Policy Results**

23. The evaluation assessed the results that the policy either set out or could reasonably be expected to deliver, as shown in the logic model in Figure 1. It divided these into institutional results and humanitarian or development (interim and medium-term) results.

#### **Institutional results**

24. The policy did not generate a clear and shared understanding of what gender means for WFP, nor of why gender issues matter for the realization of WFP’s mandate. Such an understanding is essential for the policy to gain traction. Gender was most commonly understood to mean “targeting women”, communication and dissemination efforts had relatively little impact, and staff did not perceive the policy as an institutional “signature” document. The policy was not translated into operational guidance to support practical action on the ground.

25. However, country offices are developing their own interpretations and models. There is evidence of gender considerations being embedded in country strategies or programmes, to varying degrees, in six of the eight country portfolios reviewed, with indication of a progressive, empowerment-focused approach in, for example, Bangladesh, Burkina Faso and Ghana.

26. The institutional reforms carried out for policy implementation reflect the partial corporate commitment. Leadership and senior management support for the policy launch was limited, when organizational buy-in was most needed:

- The Gender Service's human resourcing was inadequate, relying heavily on consultants rather than core staff, and suffering lack of continuity and high turnover. The service faced excessive demands for its available resources, and financial resourcing was insufficient; of the USD 7 million requested, only USD 5.1 million (71 percent) was received, in a piecemeal and unpredictable fashion.
- The Gender Advocate Network now has more than 130 members from country offices, regional bureaux and Headquarters. Appointments were largely based on interest rather than experience or capability. Training, work plans, budgets and time allocations were lacking, and the gender advocate role focused on information-sharing rather than directive action. Information flows were mainly from the centre.
- There was very little staff training or capacity development – only 29 percent of the relevant corporate action plan funding requirements had been received by the end of 2012. WFP has not yet conducted the entity-wide assessment of staff capacity for addressing gender issues required by the SWAP. An ongoing initiative for rolling out the Inter-Agency Standing Committee (IASC) Gender Marker has trained more than 150 staff members, but the evaluation found a need for stronger Gender Marker validation, benchmarking and training in application.
- Although not covered by the policy, the gender balance in WFP staffing mirrors WFP's commitment to gender equality. Gender parity statistics have moved little, despite corporate commitment. Inadequate action has been taken to diagnose and address particular blockages.

**Comparator example.** *FAO has invested in strengthening its gender focal point system with most focal points at P4 level and above; responsibilities specified in job descriptions; and at least 20 percent of focal points' working time committed to gender issues. There are gender specialists at FAO Headquarters, and five are being hired regionally.*

27. Accountability for and corporate reporting on gender issues were limited until 2012, but are now being enhanced. A draft Gender Mainstreaming Accountability Framework (GMAF) geared to the SWAP has been developed, and WFP has adopted the IASC Gender Marker to assess all project documents for gender sensitivity, although more training and systematic benchmarking and analysis are required (see paragraph 26, third bullet).

28. Gender considerations are integrated into the 2014–2017 Strategic Plan and SRF, but there are technical limitations to the intended results and indicators in their current form; for example, use of the same two indicators and targets to measure

changes in all four Strategic Objectives risks limiting accountability for and reporting of gender results. Until recently, gender issues did not feature in management and staff Performance and Competency Enhancement (PACE) processes.

29. The limited embedding of gender considerations in accountability mechanisms until recently resulted in weak corporate reporting on gender issues. Annual performance reports reflect little attention to gender beyond data disaggregation. At the country level, the continued application in standard project reports of only the three quantitative indicators from the Enhanced Commitments to Women until 2012 constrained reporting on gender concerns and perpetuated the understanding that gender equates to targeting women.

30. Financial budgeting and tracking systems do not require or allow the tracking of budget allocations to addressing gender issues. Gender concerns are not embedded in audit systems and are therefore not perceived as a risk at the country level. Gender issues are not systematically integrated into evaluations, although there is evidence of improvement.

31. *Gender in policies and programmes.* The evaluation found gender considerations reflected in all WFP's thematic policy documents, although the depth and approach varied. The 2011 disaster risk reduction and management policy and the 2012 humanitarian protection policy emphasize gender issues more consistently and prominently.<sup>6</sup>

32. WFP's project cycle management process has integrated gender considerations only shallowly. The use of gender analysis has been patchy; showing in only 5 of the 20 portfolios/operations analysed, although strong examples exist, including in Malawi.

33. Regarding gender-sensitive programming, there is:

- strong evidence of increased inclusion of women and girls, but resulting mainly from a vulnerability rather than a gender lens;
- some evidence of progress on identifying gender-based needs and priorities in certain programme areas, including school feeding, nutrition, protection and livelihoods, although these cases are commonly not linked to the policy; and
- very strong evidence of a gender – rather than a women-focused – approach in food for training/work/assets, protection and P4P initiatives.

*The P4P initiative has a global gender strategy with a clear vision, objectives and intended results; requires a country gender assessment, for which guidance is provided; and embeds gender issues in its results and reporting frameworks. These features have resulted in gender analysis, gender-sensitive designs and reports on gender issues at the country level.*

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<sup>6</sup> "WFP Policy on Disaster Risk Reduction and Management" (WFP/EB.2/2011/4-A) and "WFP Humanitarian Protection Policy" (WFP/EB.1/2012/5-B/Rev.1).

34. The evaluation encountered gaps in the treatment of gender issues, arising from the lack of an integrated approach in country offices. These gaps sometimes risked compromising the principles of the “Do No Harm” approach. In Za’atri Camp, Jordan, protection of women was interpreted as a proxy for addressing gender concerns, although boys were missing school to attend food distributions and risked attack for doing so. In Ethiopia, women incurred health risks by working long into pregnancy on food-for-work initiatives in the Productive Safety Net Programme, because officials and the women themselves had insufficient understanding of procedures.

35. As one of the policy’s key mainstreaming instruments, the GIF had approved 42 projects by August 2013, totalling USD 2.9 million, but faced considerable unmet funding demand. While the GIF provided some valuable individual initiatives, projects were mostly small in scale and output-focused; incurred significant transaction costs; were implemented separately from WFP’s core country operations; and lacked sound sustainability strategies.

36. In partnerships and capacity development, WFP’s approach was mainly passive, although its responses were positive when it was encouraged to take action. At the national level, WFP made only limited efforts to raise gender concerns with partners or to conduct training on gender mainstreaming; however, in Bangladesh and Lesotho, for example, such training was stimulated by GIF initiatives. In-country resources such as GenCap advisers were not fully utilized.

37. WFP was not proactive in raising gender issues centrally with its donors or international NGO partners. Gender considerations were embedded in some field-level agreements but were not tracked.

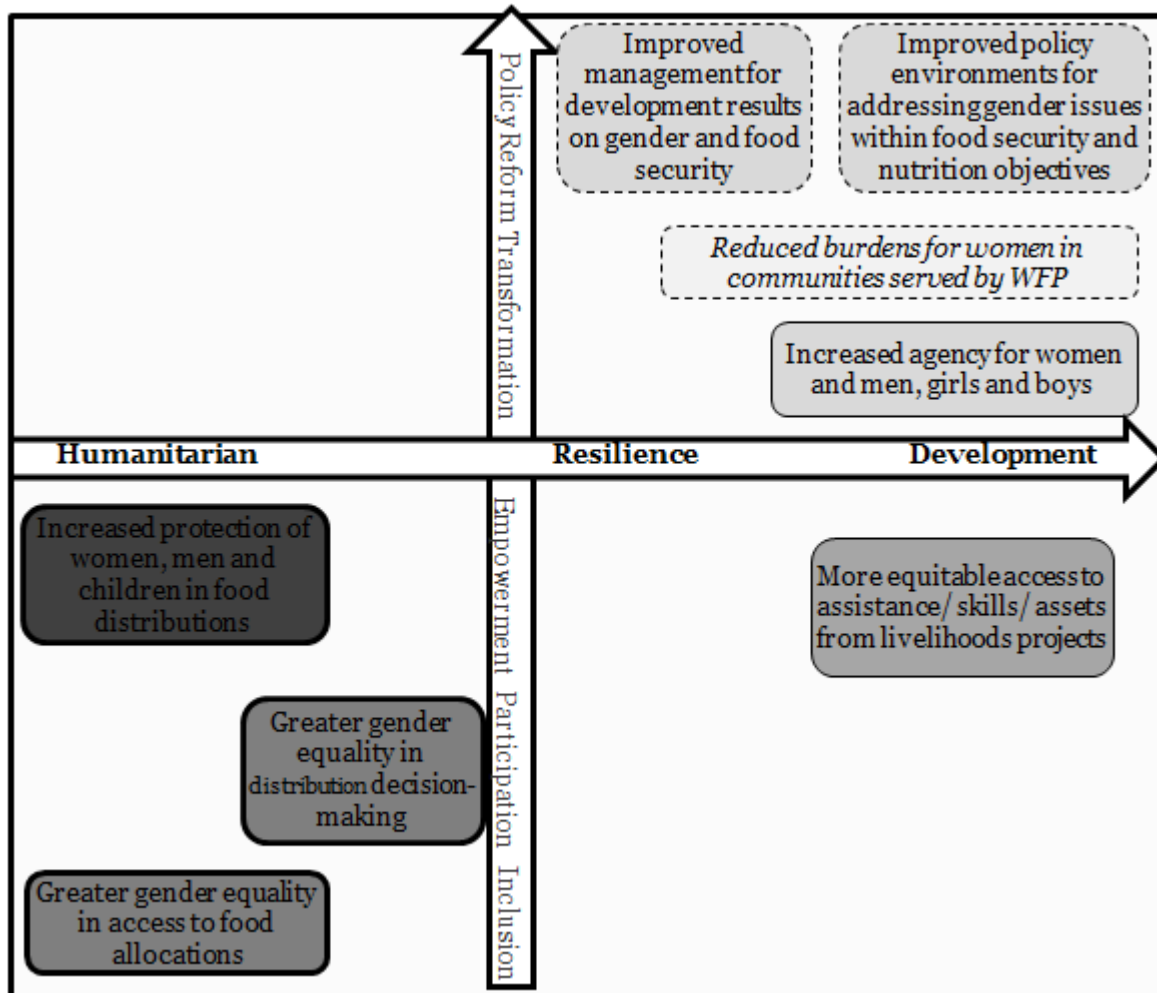
38. Collaboration with the other Rome-based agencies was relatively strong at Headquarters, particularly in peer reviewing the SWAP. WFP participated in the development of a joint United Nations programme on Accelerating Progress towards the Economic Empowerment of Rural Women, with the International Fund for Agricultural Development, FAO and the United Nations Entity for Gender Equality and the Empowerment of Women, but this programme remains unfunded. A three-year research programme with the Institute of Development Studies on innovations from the field seeks to identify lessons learned from gender-equitable food security programmes and is generating considerable interest.

## **Humanitarian and Development Results**

39. Overall, the evidence base for these results was limited, and under-reporting is possible. Where cited, numbers are of the 20 portfolios or operations reviewed across WFP’s diverse operating contexts. These contexts range from humanitarian- to development-oriented, which are more conducive to transformative changes in gender relations.

40. *Interim results.* The evaluation mapped interim gender results along a horizontal programming continuum from food aid to food assistance, and a vertical ladder progressing from inclusion of women, through women’s participation and empowerment and/or the transformation of gender relationships, to changes in the national policy context.

**Figure 3: Interim Humanitarian and Development Results**



**KEY**

	= Very strong evidence of positive results		= Limited evidence of positive results
	= Strong evidence of positive results		= Little evidence of positive results
	= Some evidence of positive results		= One instance of a positive result

41. The evidence shows that WFP generated some potentially valuable results for gender. The greatest concentrations of results observed relate to the increased protection of women, men and children in WFP food distributions, greater gender equity in access to food allocations in communities served by WFP, and greater equity in decision-making on food distributions. These are also core indicators in

standard project reports and are systematically reported. However, they reflect mostly the inclusion of women rather than a truly gender-sensitive approach.

42. Examples of the ways in which such results were achieved include:

- putting women's names on distribution cards, as in DRC and Ethiopia;
- ensuring protection measures were in place at delivery points, as in DRC and the Syrian regional emergency operation (EMOP); and
- ensuring that women were represented/had leadership roles in food distribution committees.

43. There is evidence that WFP activities supported women's participation and empowerment, mainly through food for work/assets. Strong results were achieved in the gaining of skills and the resultant reductions in vulnerability.

44. There is much less evidence of WFP contributing to transformative changes in gender relations. Where such changes occurred, they commonly arose from WFP's participation in social safety net programmes, some of which were large-scale.

45. In half of relevant cases, there is evidence of an improved policy environment and improved management for development results in addressing gender issues in food security and nutrition objectives, achieved for example through participation in national policy dialogue.

46. *Medium-term results.* The evaluation found limited evidence of contributions to medium-term changes affecting gender issues:

- There is some evidence in four countries of increased food security and empowerment for women and girls in communities served by WFP, mainly where WFP participated in food security or social safety net programmes with a resilience and/or livelihoods dimension.
- There is little evidence of improved gender relations in households, camps and communities served by WFP, or of mutually accountable development partnership for addressing gender issues in WFP countries of operation. Where these improvements occurred, as in Bangladesh and Ethiopia, WFP's contribution was part of wider efforts by the development community, such as multi-partner social safety net initiatives.
- While all the analysed portfolios and programmes indirectly supported the application of normative commitments – such as the Beijing Platform for Action and the Convention on the Elimination of All Forms of Discrimination Against Women – very few initiatives were explicitly designed for and geared towards these commitments; exceptions included Bangladesh, El Salvador and Malawi.

### **Explanatory Factors**

47. Both internal and external factors influenced policy effectiveness (see Box 3). Rather than the policy itself, external factors such as the SWAP reporting system and



conducive national environments were the primary drivers of WFP’s efforts to address gender issues. Constraining factors were mainly internal and related to limitations in the policy’s quality and implementation arrangements.

### Box 3. Factors Influencing Results

Constraining factors	
<b>Internal</b>	<ul style="list-style-type: none"> <li>• Shortcomings in the policy’s vision, clarity and coherence</li> <li>• Limited communication and dissemination efforts</li> <li>• Inadequate rigour in technical scrutiny and approval of the policy document</li> <li>• Absence of an agreed supportive corporate-level accountability framework</li> <li>• Insufficient commitment from WFP leadership and management</li> <li>• Insufficient communication with staff on responsibilities</li> <li>• Lack of human and financial resourcing, leading to shortages in technical capacity and skills for gender mainstreaming</li> <li>• Lack of comprehensive operational and business procedures to support gender mainstreaming</li> <li>• Little change in gender parity statistics in staffing</li> <li>• Lack of full ownership of the shift from food aid to food assistance.</li> </ul>
<b>External</b>	<ul style="list-style-type: none"> <li>• Limited overall WFP financing</li> <li>• Limited encouragement from donors, partners and governments</li> <li>• No significant investment in establishing and nurturing partnerships for work on gender issues, particularly at the country level</li> </ul>
Supporting factors	
<b>Internal</b>	<ul style="list-style-type: none"> <li>• Consultation efforts during policy development</li> <li>• Commitment of some staff in country offices and at Headquarters</li> </ul>
<b>External</b>	<ul style="list-style-type: none"> <li>• Contextual demands: gender barriers affecting food security and nutrition; access to education; access to livelihoods, etc.</li> <li>• Some supportive national government policy frameworks and United Nations Development Assistance Frameworks</li> <li>• Peer pressure for accountability from SWAP since 2012</li> <li>• Donor-funded programmes with inbuilt gender requirements</li> </ul>

## Conclusions and Recommendations

### Overall Assessment

48. The evaluation assessed progress against the policy's vision and objectives as shown in Table 1.

**Table 1: Progress Against Policy Commitments**

<b>Policy commitment</b>	<b>Status (October 2013)</b>
<b>Vision:</b> To create an internal enabling environment for promoting gender equality and the empowerment of women	<b>Limited progress.</b> The policy has had only limited influence on the institutional environment, although there is evidence of growing momentum and commitment
Improve the effectiveness and sustainability of WFP programmes addressing hunger in partner countries	<b>Partially achieved.</b> There is evidence of gender-sensitive programming at the country level, but this is not guided by the policy
Strengthen and maintain an institutional environment that supports and encourages gender mainstreaming	<b>Partially achieved.</b> The policy has not significantly influenced the institutional capacity for or commitment to mainstreaming gender. The building blocks of an accountability framework are in place but have not yet brought results
Promote the integration of a gender perspective into the food and nutrition policies, programmes and projects of partner countries and cooperating partners	<b>Partially achieved.</b> There is little evidence of WFP raising gender issues in dialogue and policy discussions at the country level, but there is evidence of effective responses to encouragement from the surrounding environment

49. The evaluation concludes that the policy suffered from quality limitations stemming from its efforts to be realistic and its lack of an institutional central vision. Technical scrutiny and oversight for its approval lacked rigour, and its implementation was challenged by limited corporate recognition, commitment and leadership.

50. WFP's institutional arrangements and incentives for addressing the policy's commitments systematically were inadequate, resulting in a fragmented institutional response and failure to generate the comprehensive gender-focused activity required.

51. There is evidence of a growing body of gender-focused work at the country level producing potentially valuable results in increasing equitable access to food allocations and decision-making on food distributions. New food assistance modalities are also supporting women's participation and empowerment gains. However, these shifts are driven from the bottom up and are not guided by a common central vision, framework or learning from the policy.

52. These findings – together with WFP’s recent Fit for Purpose initiative, the increasing emphasis on gender equality and women’s empowerment within the United Nations system, and the lead-up to the post-2015 development agenda – necessitate a clearer position and a more comprehensive approach to addressing gender issues in WFP’s policies, strategies and operations.

53. *Looking to the future.* Despite the challenges and shortcomings, the evaluation report ends with a note of optimism. Although policy design and implementation encountered challenges, there is evidence of a significant increase in momentum at the corporate level since 2012, including:

- invigorated institutionalization of the policy;
- the Executive Director’s championship of gender issues;
- additional staff and finance and a higher profile for OMG;
- the incorporation of gender issues – albeit to a limited degree – in the Strategic Plan (2014–2017), SRF and MRF;
- a draft GMAF geared to the SWAP indicators; and
- annual reporting on corporate action plan progress to the Board.

54. However, WFP should not be complacent. A shift in gear is essential for it to meet its global and institutional commitments to addressing gender issues, and implement its mandate fully and equitably. Commitments must be honoured, resources provided, and the momentum for change accompanied by systemic and comprehensive reform.

## **Recommendations**

55. The recommendations present the minimum requirements considered feasible through a phased approach by 2017, to align to the SWAP timeline. The evaluation cautions strongly against selecting the easy options; success requires change to ways of working in all dimensions.

56. The recommendations were informed by a workshop in October 2013 attended by stakeholders from a range of WFP business areas, including country offices and regional bureaux. The following core principles guided their development:

- *“When will we ever learn?”* Both the previous gender policy evaluations noted similar shortcomings. If things are to change, WFP’s commitment to addressing gender issues must be sincere and sustained.
- There is need to establish a clear corporate understanding that gender mainstreaming will facilitate WFP’s effective delivery on its mandate, rather than competing with it or with other priorities.
- A shift in mindset is needed. Gender should be considered everybody’s business, whatever their institutional roles and wherever they work. Responsibility does not fall on OMG alone.

- Failure to address gender issues creates risks, not just to meeting WFP's international and United Nations commitments, but also to WFP's effectiveness, efficiency and credibility.
- Leadership is essential and must be sustained. Partners – including United Nations agencies, donors, partner governments and civil society – must combine their demands for reform with supportive action.

57. Resources are necessary to initiate and sustain policy development and embedding

## 58. **Recommendation 1: Policy development, strategizing and planning**

### **1 a) *Renew the gender policy over a year***

The current policy is no longer fit for purpose in a changing institutional and global environment of accountability for gender-related results. It should be renewed. The new policy must be clearly connected to the 2014–2017 SRF and MRF and should provide a:

- clear vision on the gender-related results to which WFP will contribute, and a statement of “what gender means for WFP”;
- strong evidence-based narrative linking gender issues to WFP's mandate, and stating WFP's comparative advantage in addressing gender issues;
- a theory of change with expected results for beneficiaries, including under each Strategic Objective; and
- a credible framework for action.

Policy development will require:

- adequate time for a rigorous process; broad and deep consultation, particularly at the field level; a review of partnerships; and dissemination;
- resourcing – seed funding for the first two years, to which both donors and WFP should contribute; the volume of resourcing should be clearly stated in advance, to facilitate planning and prioritization;
- guidance from a WFP-wide, high-level steering group that can draw on the resources of a technical advisory group comprising internal and external expertise; and
- intensive scrutiny, including by the Board during the approval process.

### **1 b) *Embed gender issues in country strategies and operational plans***

While the policy is being revised, all country offices should articulate in their country strategies or operational plans “what gender means” to WFP in its operating environments – including in analysis such as vulnerability analysis and mapping; what strategies will be applied; what results linked

to the new Strategic Plan and SRF are sought; and how these results will be achieved.

## **59. Recommendation 2: Programming and operations**

### **2 a) *Integrate gender issues into WFP's programme cycle***

It is through programmes and operations that WFP generates results for the people it serves. Gender issues must be embedded in operational instruments and procedures to become an integrated part of WFP's business by:

- embedding gender into the Programme Guidance Manual and the Programme Review Committee Terms of Reference to ensure that new programme designs are explicit on their intentions for addressing gender issues, including in objectives, strategies, anticipated risks and reporting; and
- integrating gender issues into all levels of programme logical frameworks, results frameworks and monitoring and reporting processes as a requirement for approval.

### **2 b) *Apply the IASC Gender Marker as an instrument for supporting gender-sensitive programme/project design***

The Gender Marker has considerable potential to support greater gender sensitivity in design and enable corporate-wide analysis of gender sensitivity in WFP operations.

- Build on current application of the Gender Marker by ensuring that ranking is conducted by internal country resources such as GenCap advisers, regional bureaux, or OMG. Country offices will require further training.
- Establish transparent assessment procedures, and conduct annual analysis, validation and quality checking of ratings (OMG) to support corporate reporting and more robust application of the Gender Marker.
- Review the scope of the Gender Marker for use beyond design, in implementation and as a monitoring and evaluation tool.

### **2 c) *Review partnerships for addressing gender issues***

WFP cannot and should not attempt to do everything alone. While developing its own capabilities to address gender issues, it is even more important that WFP seek partners to maximize results.

At the country level:

- clarify the national government's expectations from WFP in terms of gender issues and food security/nutrition, and identify relevant plans and partnerships;
- in work with other United Nations agencies and on Delivering as One, the Transformative Agenda and the cluster approach align with

agencies that promote devoting attention to gender dimensions, seek opportunities for joint programmes that incorporate gender and food security/nutrition dimensions, and connect with related training opportunities where feasible;

- seek strategic rather than purely delivery relationships with partners that have gender expertise in food security/nutrition/livelihoods activities; and
- assess current partnerships for addressing gender issues to clarify the scope for improvement and enhanced mutual accountability; embed gender considerations systematically into field-level agreements with cooperating partners, including minimum standards, and ensure that compliance is tracked and reported.

## **60. Recommendation 3: Capacity development and knowledge management**

### ***3 a) Develop technical gender expertise at all organizational levels***

- Undertake the gender capacity assessment required by the SWAP and use it to inform future recruitment and staff development planning and strategies.
- Develop and implement a clear strategy to expand the pool of gender-competent policy and programme staff.
- Make a strong case and communicate the demand for gender expertise – technical and mainstreaming – at Headquarters and regional bureaux.
- Expand the roll-out of Gender Marker training to all staff, tailored to their respective functions.
- Develop a proactive and systematic approach to knowledge management/sharing/learning on gender (OMG).
- Include specific strategies, targets and actions in the new Human Resource Strategy to increase the pace towards gender parity in staffing.

### ***3 b) Expand and sharpen the Gender Advocate Network***

The network should adopt a team approach and become a sharpened resource for WFP as follows:

- Each division, regional bureau, country office and sub-office should have a mixed team of gender advocates – at the international and national levels, etc. – following corporately developed terms of reference.

- The network requires review and a clear rationale for selection, including seniority, dedicated time, at least modest resources, and clear, measurable and deliverable results in staff performance compacts.
- The network also requires time to meet, at least annually, to review progress and set objectives and deliverables for the year ahead.

**61. Recommendation 4: Accountability and reporting roles and responsibilities**

***4 a) Ensure that gender issues are consistently tracked and reported on corporately***

The period 2014–2017 provides an opportunity to ensure prominence for gender issues in corporate reporting and oversight mechanisms. Opportunities for broadening and deepening the work commenced by OMG include:

- revisiting the SRF and MRF indicators to ensure that gender considerations feature strongly, including in differentiated and appropriate gender-sensitive indicators for each Strategic Objective;
- revising corporate reporting tools, including standard project reports, to reflect more appropriate indicators of gender results, geared to those of the SRF and accompanied by clear guidance;
- compiling additional annual reports integrating existing SWAP reporting (OMG) and using them to inform the annual Board updates; quarterly interim Board updates would also enhance the profile of gender issues and facilitate the raising of resources for addressing them; and
- embedding gender considerations into guidance and quality criteria for all evaluations, and ensuring that they are reported through the Annual Evaluation Report and SWAP mechanism.

***4 b) Clarify the Roles and Responsibilities for Addressing Gender Concerns across WFP***

Adopt the ethos that gender issues are “everybody’s business” and clarify the responsibilities of units, functions and individuals, from oversight bodies to field staff, possibly in the form of a gender mainstreaming accountability organigram. Examples include:

- building gender expertise into directors’ competencies, as part of their requirement to practice in their posts, and embedding gender issues into all senior management performance compacts;
- focusing OMG’s role on technical advice, coordination, knowledge management and advocacy; a clear vision, objectives and work plan are needed, commensurate with this role and OMG’s current resourcing; and

- integrating gender considerations into WFP's internal risk management process, with awareness-raising and training for auditors.



## 1. Introduction

*'We state our intention and commitment to continue to pursue the goals of gender equality and the empowerment of women, both collectively within the United Nations system and individually within our specific organizations ... We commit ourselves to providing strong leadership within our organizations to ensure that a gender perspective is reflected in all our organizational practices, policies and programmes.'*<sup>7</sup>

*'WFP's mission can only be achieved if women, men, girls and boys are equal in terms of opportunities, access to resources and services and participation in decisions'*<sup>8</sup>

*'An essential part of human development is equity....No one should be doomed to a short life or a miserable one because he or she happens to be from the "wrong" class or country, the "wrong" ethnic group or race or the "wrong" sex.'*<sup>9</sup>

1. As this Evaluation Report for WFP's 2009 Gender Policy is being written, food security and nutrition globally are improving. If actions are taken to reverse the slowdown since 2007, the Millennium Development Goal target of halving the proportion of hungry people in the world by 2015 now appears within reach.<sup>10</sup>
2. Yet inequalities –including gender – are only unevenly reducing. Women in particular continue to face discrimination in access to food, livelihoods, education and health. *'A broader social and poverty reduction agenda is needed, in which... inequalities, institutional failures, social barriers and personal vulnerabilities are as central as promoting economic growth'*.<sup>11</sup>
3. Gender's importance as a theme in the reduction of food insecurity has been reiterated in many recent publications and policy statements.<sup>12</sup> For WFP, gender lies at the heart of its mission and mandate.<sup>13</sup> The organisation's very *raison d'être*, of reducing hunger and supporting poverty reduction, is shaped by the gendered needs of the men and women, boys and girls, who stand at the end of its delivery chain.
4. WFP's Executive Director, appointed in 2012, has recently reiterated gender's importance as a major priority for WFP amid a process of wider organisational change. This evaluation of WFP's 2009 Gender Policy – the incumbent framework for WFP's gender work - is therefore timely.

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<sup>7</sup> CEB 2006/2 p1

<sup>8</sup> WFP Gender Policy 2009

<sup>9</sup> UNDP (2013) Human Development Report 2013 – The Rise of the Global South p29 =

<sup>10</sup> <http://www.wfp.org/stories/millennium-hunger-target-within-reach> See also FAO, WFP and IFAD. 2012. *The State of Food Insecurity in the World 2012*. Rome, FAO

<sup>11</sup> UNDP (2013) op.cit. p29

<sup>12</sup> Such as the 2012 State of Food Security in the World (Rome: FAO, WFP and IFAD). Also signalled in e.g. FAO. 2011. *The State of Food and Agriculture 2010–11. Women in agriculture: closing the gender gap for development*. Rome.

<sup>13</sup> 'WFP will ensure that its assistance programmes are designed and implemented on the basis of broad-based participation. Women in particular are key to change; providing food to women puts it in the hands of those who use it for the benefit of the entire household, especially the children. WFP assistance will aim to strengthen their coping ability and resilience.' See <http://www.wfp.org/about/mission-statement>

## 2. The Evaluation

### 2.1 Background and scope

5. This report evaluates the quality, implementation and results of WFP's 2009 Policy for "*Promoting Gender Equality and the Empowerment of Women in Addressing Food and Nutrition Challenges.*" The evaluation's full Terms of Reference can be found at Annex 1. Its objectives comprise both accountability and learning:

- **Accountability** – To assess and report on the quality and results of WFP's 2009 Gender Policy, its associated Corporate Action Plan and activities to implement it;
- **Learning** – To determine the reasons why certain changes occurred or not, to draw lessons, derive good practices and pointers for learning, both internally and externally.

6. The evaluation's key questions are as follows:

- **Question 1: Quality.** What is the quality of the Policy and to what extent was it geared towards attaining the best results from the outset?
- **Question 2: Results.** What results (expected and unexpected) can plausibly be associated with the Policy and mechanisms to implement it?
- **Question 3: Factors.** Why and how has the Policy produced the results that have been observed?

7. The evaluation's scope includes WFP's 2009 Gender Policy and its associated 2010-2013 Corporate Action Plan (CAP) and related activities. It covers the period 2008-March 2013. The evaluation is explicitly *not* an evaluation of WFP's Gender Office and its work, but rather of broader Policy implementation. Human resource issues, being held separate from the Policy, are included as an explanatory factor in this evaluation.

8. Given the current international dialogue around the post-2015 development agenda, a wide range of stakeholders and partners may have an interest in this evaluation. They include:

- WFP's Executive Board and Executive Management
- WFP staff at headquarters and country level
- WFP partners at country, regional and headquarters level, including national governments, donors, UN agencies, International Non-Governmental Organisations (INGOs) and Non-Governmental Organisations (NGOs)/Civil Society Organisations (CSOs) and Co-operating partners
- Women and men who are beneficiaries of WFP assistance.

### 2.2 Methodology and principles

9. The evaluation took place between May and October 2013. The full methodology is provided in Annex 2, and the Evaluation Matrix at Annex 3. Definitions applied are at Annex 4.<sup>14</sup>

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<sup>14</sup> The Corporate Action Plan includes an Annex explaining six key terms, including gender, gender equality, gender analysis, mainstreaming a gender perspective, the empowerment of women, and targeted actions. These draw on UN, mainly inter-agency, sources. They are consistent with international usage; as such, they have been applied in this evaluation.

10. The evaluation team were fully independent, comprising four gender and evaluation specialists, supported by two research assistants and supervised by WFP's Office of Evaluation (OEV). The international evaluation standards embedded in OE's Evaluation Quality Assurance System (EQAS) were applied. An external reviewer also helped provide additional quality assurance.

11. **Evidence base:** This evaluation has touched many parts of WFP, gathering input from more than 60 countries worldwide. Its evidence base was built from the components below:

**Box 1: Evidence base for the evaluation**

- Institutional appraisal including internal structures and processes for gender mainstreaming
- Benchmarking of WFP's Policy and institutional structures for gender against comparator organisations and international norms (FAO, UNHCR, Care-USA and Oxfam-GB) – selected based on a) having a somewhat similar business model to WFP with significant field presence and b) engaged in both humanitarian and development work
- Review of Nutrition; HIV and AIDS; School feeding; Purchase for Progress (P4P), Vulnerability Analysis and Mapping (VAM) and Protection policy and programme areas
- Review of a sample of WFP business processes - Project design and approval processes; corporate results reporting and accountability; evaluation; audit; budgeting and financial reporting; and human resourcing
- Field study of WFP operations in four locations: Ethiopia, Bangladesh, the Democratic Republic of Congo and the Syria Regional Emergency Programme, with visits to Lebanon and Jordan, of 8-10 days in each location<sup>1516</sup>
- Desk review and interview of four WFP country operations – Ghana, El Salvador, Burkina Faso and Malawi<sup>17</sup>
- Desk review and interview of specific WFP operations in 12 countries – Haiti, Cote d'Ivoire, Somalia, Mauritania, Congo (Brazzaville), Pakistan, South Sudan, Zimbabwe, Yemen, Palestine, Tunisia and Laos
- Telephone interviews with 16 WFP Country Offices<sup>18</sup>
- Interviews with a range of partners including donors, INGOs and sister UN agencies
- A global survey of all remaining Country and all Regional Offices (responses from 29 Country Offices out of the 39 contacted (74%).<sup>19</sup>

12. Combining these multiple 'blocks' of evidence allowed for comparison across sources and perspectives, including the 'view from HQ' and from the country or region. Particular emphasis was placed on including the different types of WFP operating environments.

13. Main limitations include: the paucity of data available on results; and the weak historical memory caused by the major institutional changes in WFP since the Policy was developed. The report is careful to calibrate its findings to the strength of its evidence base.

<sup>15</sup> See Annex 5 for fieldwork coverage and schedule. Locations were selected through a robust sampling process (see Annex 2) which sought diversity of contexts and a degree of typicality of WFP operating environments.

<sup>16</sup> See Annex 6, Interview Schedule for Field Study

<sup>17</sup> See Annex 7, Interview Schedule for Desk Study

<sup>18</sup> WFP officers in Kenya, Indonesia, Sierra Leone, Peru, Liberia, Cambodia, Rwanda, DPR Korea, Nepal, Namibia, Senegal, Iraq, Egypt, Togo, Tanzania, Iran

<sup>19</sup> Survey responses were only received from 2 Regional Bureaux. See Annex 8, Survey Results

14. As Section 3.1 explains below, the Policy lacked a clear underlying intervention logic, or theory of change, against which performance could be assessed. The evaluation consequently developed a Logic Model which builds on the implicit intervention logic of the Policy (see Figure 1 overleaf).<sup>20</sup> This sets out the sort of results to which WFP might *reasonably be expected to contribute*, at three different levels, from implementing the reforms and commitments set out in the Policy. Its analysis has generated the findings of this evaluation.

15. In the spirit of a participatory approach, a workshop was held October 22-23<sup>rd</sup> 2013 to present the preliminary findings of the report to a group of stakeholders from across WFP. These included field offices at regional and country level, and a range of business areas at headquarters. The workshop helped to test and refine the report's content, and to shape the recommendations presented. Teleconference debriefings were also held on the four Aide Memoires developed for field study.

16. Finally, this report is underscored by three key principles, as follows:

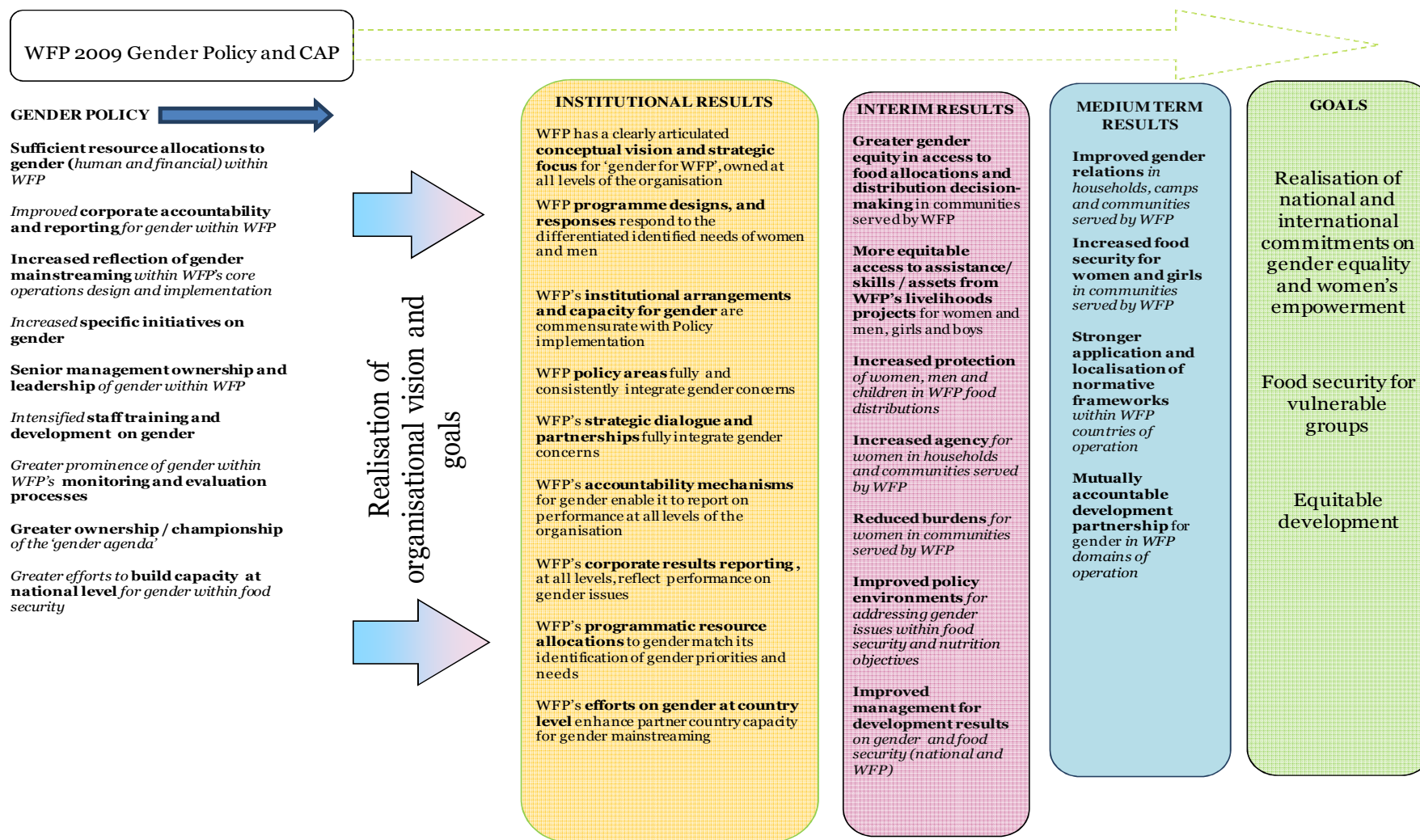
- Firstly, the *primacy of context*. Whilst the principles and values of gender and other forms of equality are universal and inalienable, the specific norms and models of gender relationships are highly culturally specific. There is no *'one size fits all'* approach to gender appropriate for all WFP's programmes or operations.
- Secondly, whilst this evaluation covers the period 2008- March 2013, its lens remains *focused on the future*. Much has changed in WFP since 2009; and a major process of institutional reform is currently ongoing. The lessons of the past recorded here are considered in the light of future potential.
- Finally, the *differentiated needs and priorities* of the men and women, boys and girls who are beneficiaries of WFP's interventions; and which all its policy instruments, including the 2009 Gender Policy, seek to serve. Despite its focus on a high level Policy document, this evaluation holds their viewpoint firmly at its heart.

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<sup>20</sup> This drew on initial documentation review and analysis, as well as wider literature and experience from other studies such as AfDB (2012); ECG (2012) and Comparator agencies gender policy evaluations e.g. UNHCR (2010); FAO (2011) and other reviews/audits) and was tested and validated through the evaluative process. It was validated by institutional stakeholders in advance of its testing through the evaluation

**Figure 1: WFP Gender Policy Logic Model**

**WFP GENDER POLICY - LOGIC MODEL**



### 3. Policy Context: International and internal environments

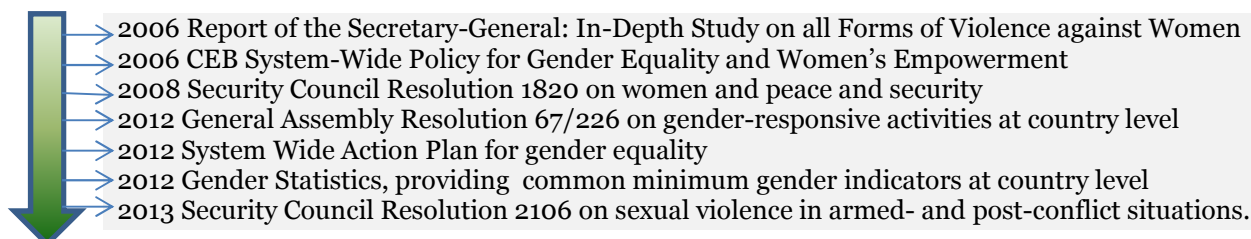
17. WFP's 2009 Gender Policy and Corporate Action Plan were developed, and have been implemented, in a period of significant change. This section of the report sets out the main features of the external and internal environment.

#### 3.1 The external environment

18. Momentum is growing on building *accountability for gender* internationally. Prior to the 2009 Policy's development, the 1979 Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the 1995 Beijing Declaration, and the 2000 UN Security Council Resolution 1325 on Women, Peace and Security all set the stage for international policy commitments on gender.<sup>21</sup> Millennium Development Goal 3 positioned gender equality as a development objective in its own right, as well as a powerful lever for achieving other Goals, including Goal 1 on the reduction of hunger.

19. The November 2011 Outcome Agreement of the Busan High Level Forum on Aid Effectiveness progressed this trajectory, making strong commitments on gender<sup>22</sup> and particularly to improvements in insecure, fragile and conflict-affected states. This obliges governments, donors and partners to increase their gender equality resourcing and accountability for results. The 2012 World Development Report brought gender further into the spotlight, proposing a global agenda for action.<sup>23</sup>

20. Within the UN system, efforts on gender have gradually intensified:



21. WFP's self-assessment on the System Wide Action Plan for Gender in February 2013 reported *significant room for improvement*, with the organisation rating itself as 'meeting requirements' (the minimum standard) on just four performance indicators, and 'approaching requirements' on eleven remaining.<sup>24</sup>

22. Momentum continues, with the post-2015 development agenda expected to reinforce the primacy of gender equality as a global objective. A transformative goal on gender has been proposed which, if adopted, will place WFP's gender efforts under increased scrutiny, including its performance on equalising opportunities for girls and women.<sup>25</sup>

<sup>21</sup> The preferred terminology of 'Gender Equality and the Empowerment of Women' (UN Women 2013) is referred to as 'gender' in this report for brevity.

<sup>22</sup> See Paragraph 20 of agreement <http://www.oecd.org/dac/effectiveness/49650173.pdf>

<sup>23</sup> World Bank (2012) Gender Equality and Development: World Development Report 2012

<sup>24</sup> WFP (2013) UN SWAP Report

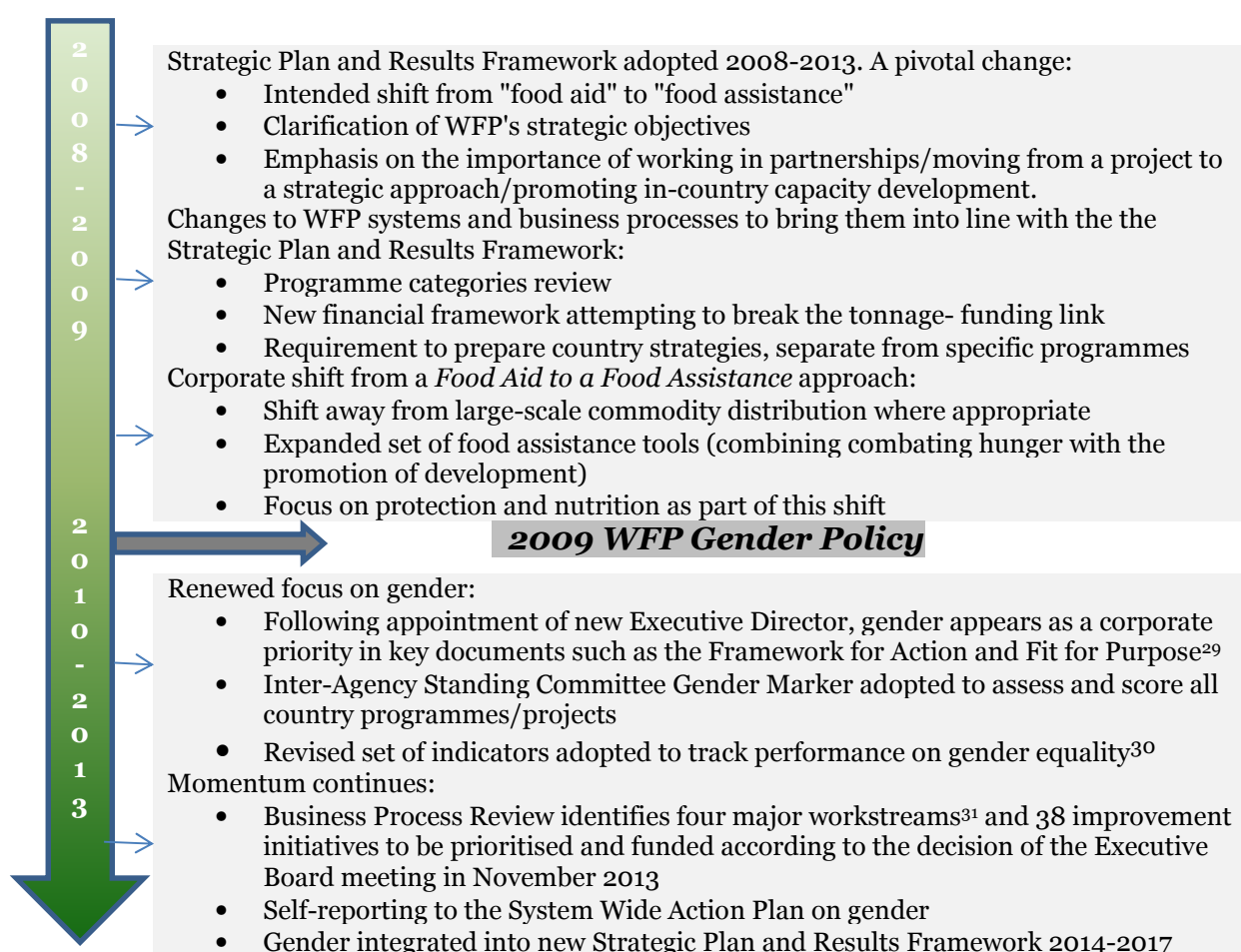
<sup>25</sup> UN (May 2013) A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development: Report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda.

### 3.2 The internal environment

23. The 2009 Gender Policy followed two predecessor Gender Policies, the 1996-2001 Commitments to Women and the 2003-2007 Enhanced Commitments to Women. Both previous Policies had been evaluated; and both evaluations had pointed to shortcomings in WFP's institutional arrangements and capacities for gender.<sup>26</sup> Nonetheless, these prior Policies had done much to raise the profile of gender within WFP, and helped develop the strong reputation WFP enjoyed for the period for its gender work.<sup>27</sup>

24. Since the 2009 Gender Policy was adopted, much has changed in the WFP 'house'. The timeline below provides some of the key events:<sup>28</sup>

**Table 1: Timeline of internal events**



<sup>26</sup> WFP (2002) Full Report of the Thematic Evaluation of the WFP Commitments to Women – 1996-2001 and WFP (2008) Full Report of the End-of-Term Evaluation of WFP's Gender Policy (2003-2007): Enhanced Commitments to Women to Ensure Food Security

<sup>27</sup> A fact noted in a 2011 CIDA gender assessment of WFP

<sup>28</sup> See Annex 9 for a full chronology

<sup>29</sup> WFP (2012) Strengthening WFP—A Framework for Action, WFP: Rome WFP (2012) Fit for Purpose — WFP's New Organizational Design. Rome: WFP. Unpublished.

<sup>30</sup> WFP Reporting Achievements on Gender: Indicator Changes for 2012.

<sup>31</sup> Project Cycle Management, Resource Management Allocation and Utilisation, Supply Chain Management and Monitoring, Reporting and Evaluation

25. WFP's institutional structures and systems for gender have also undergone significant change in 2012-13. The former Gender Service<sup>32</sup> is now the Gender Office (OMG), and has been placed under the leadership of the Deputy Executive Director/Chief Operating Officer.<sup>33</sup> The Office has been provided with additional resources to carry out its remit.

26. WFP has developed a new version of its *Strategic Plan (2014-17)* and, at the time of writing, was finalising its associated *Results Frameworks*. A Business Process Review was also underway. The evaluation was not therefore able to influence Strategic Plan revision, but does hope to contribute to some of the parallel institutional reform efforts currently in train.

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<sup>32</sup> In official documents, Gender Unit was used before 2008; Service up to and including 2012; and Office since 2013 changes. This report applies the appropriate term according to time period.

<sup>33</sup> Previously, the Gender Unit had reported to the director of Policy Planning and Strategy Division



## 4. Evaluation Findings

*‘There is no chance of making poverty history without significant and rapid improvements to the lives of women and girls in all countries.’<sup>34</sup>*

### 4.1 What was the quality of the Policy?

#### SUMMARY NARRATIVE: POLICY QUALITY

The evaluation finds the 2009 Gender Policy to be of *limited quality overall*. The Policy was broadly aligned with prevailing international norms for gender equality and women’s empowerment (although not with development effectiveness commitments). It was founded on a conscious effort to respond to the recommendations of the 2008 evaluation of its predecessor; and sought a realistic approach, focusing on institutional change as a building-block towards later humanitarian and development results. It also took a major conceptual step forward for WFP in its shift from ‘*women*’ to ‘*gender*’.

However, as an instrument charged with driving institutional reform, it lacked several critical foundations:

- A clear vision statement for ‘*gender in WFP*’ which geared institutional reform to intended humanitarian and development results
- A sound rationale – ‘*why gender*’ – related to WFP’s mandate, including an analysis of WFP’s comparative advantage on gender, or how working on gender could help WFP deliver on its mandate (including disaster preparedness and emergency response)
- An explicit theory of change, including a clear statement of *what* results were intended, *how* they would be achieved, and *what assumptions* were embedded in its logic
- Clear strategies, geared to operationalizing the overarching objectives
- A clear statement of responsibilities and accountabilities

The Policy was also not accompanied by the sorts of systemic changes envisaged by the 2008 Evaluation, diluting these – in part due to resource constraints – to projectised initiatives.

In short, the Policy was not fit for purpose from the start, comprising more an *institutional mainstreaming strategy* than a Policy instrument in the classic sense.<sup>35</sup>

### **Components of a quality Policy**

27. The critical ingredients of a quality Policy instrument include: *clarity of vision*; a *solid basis in evidence / analysis* (to locate the Policy in current thinking and establish its rationale); a clear *intervention logic or theory of change* (including gearing to intended results, whether humanitarian, development or both; the

<sup>34</sup> OECD DAC (2013) Unfinished business - Women and girls front and centre beyond 2015

<sup>35</sup> Patrizi and Quinn Patton (2010) set out the difference between a policy and a strategy in evaluation terms, with a Policy focusing on content/guidance, and a strategy articulating a process (such as gender mainstreaming). Patrizi, P and Quinn Patton, M (Eds) (2010) Evaluating Strategy. New Directions for Evaluation No. 128

intended pathways to change; the assumptions underlying the Policy; and clear targets); *strategies* which are geared to operationalizing the vision/objectives; and clear *responsibilities and accountabilities*. The evaluation has assessed the presence of these components within the Gender Policy.

### ***Background and approach***

28. The current Policy was approved by the Executive Board in 2009 and the associated Corporate Action Plan (CAP) in 2010. Unlike its predecessors, the 2009 Policy is not timebound. Combined, the Policy and CAP were expected to provide both the strategic and conceptual vision of the Policy, plus the operational and practical ‘*how to’s*’ for implementation, including resourcing.

29. In particular, the findings, lessons and recommendations<sup>36</sup> from the 2008 evaluation of the predecessor 2003-2007 Policy were a key reference point for the 2009 Gender Policy.<sup>37</sup> This recommended *systemic change*, via resourcing and upskilling the institutional ‘chain’ for gender mainstreaming and the provision of technical, human and financial support to Country Offices.<sup>38</sup>

30. Three critical dimensions underlay the design of the 2009 Policy:

- A *pragmatic approach*, recognising that some of the essential building blocks for a comprehensive approach to gender mainstreaming were not yet in place;
- A forward shift from the ‘women-centric’ approach of the predecessor 2003-2007 Policy, to *gender*, which involves recognising the differences in lives of women and men, emphasising men’s roles in change, and the importance of gender relations.<sup>39</sup> This marked a ‘*change in the conceptual game*’ for WFP;
- A combination of *targeted actions for women*, geared at continuing the legacy – which had gained much traction in WFP – of the Enhanced Commitments to Women within the 2003-2007 Policy; and a *mainstreaming approach*, geared at integrating a ‘gender lens’ into WFP’s new programming modalities. This was in line with international thinking at the time.<sup>40</sup>

### ***The Policy Vision***

31. A *clear and manifest vision* is the bedrock of a successful Policy. It constitutes the beacon towards which change is geared. Grounded in a clear statement of the humanitarian or development issues it confronts, and an understanding of the institutional and surrounding environments in which it will operate, the vision is the

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<sup>36</sup> See Annex 12, Integration of Recommendations

<sup>37</sup> Interview with former members of the Gender Unit; analysis of the Policy and supporting documentation

<sup>38</sup> Specific points were: a strong effort to combine policy and operational levels but confusion between ‘women’ and gender; a lack of clarity around objectives; stronger corporate than operational-level implementation; diminished commitment and momentum among senior staff; and a lack of capacity at field level.

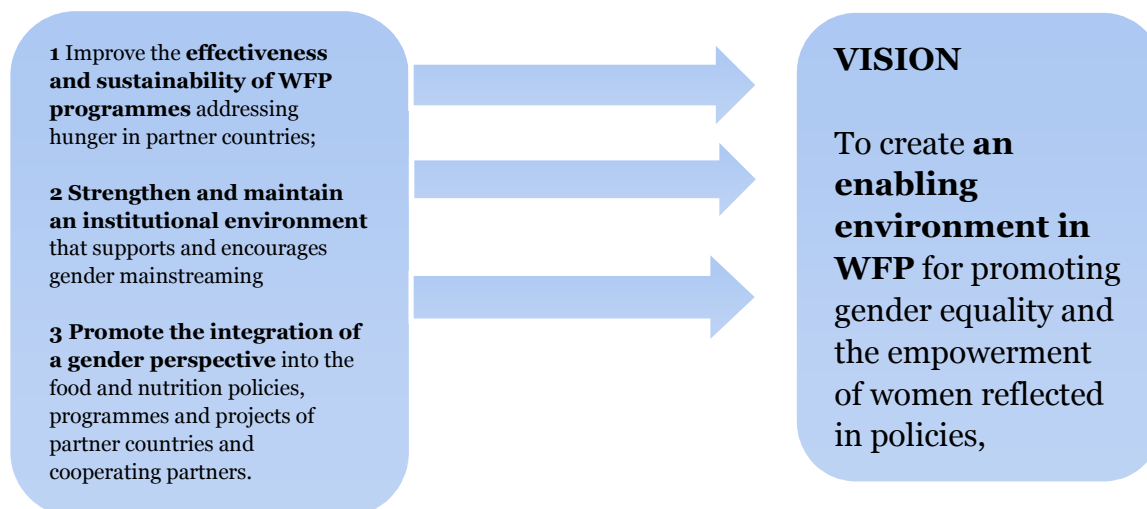
<sup>39</sup> This was part of the technical distinctions between the Women in Development model of the 2003-2007 Policy and the Gender And Development model of the 2009 Policy. More detail on this conceptual distinction is available in the 2008 Evaluation, which discusses it in detail.

<sup>40</sup> Also in line with the commitments of the 1995 Beijing Platform for Action.

basis of relevance. It also provides the drivers and incentives to convince, motivate, and guide programmes, operations and business processes.

32. The 2009 Gender Policy set out its Vision and Goals as follows:

**Figure 2: WFP’s Vision and Goals**



33. In seeking pragmatism, therefore, the Policy’s vision is *focused on the institutional* – developing an ‘enabling environment’ for WFP to intensify its work on gender mainstreaming as a stepping stone on the ‘*road to gender equality results*’. Beyond some broad upwards connections in the CAP however, the connections from the Policy to changes in lives for beneficiaries on the ground, to which WFP’s 2009 Gender Policy would contribute, are not explicit.

34. Moreover, despite the 2008 Evaluation’s emphasis on balancing the responsibilities for gender between Country Offices and HQ, the 2009 Policy opted for a largely *centralised vision*,<sup>41</sup> with change conceived as starting from the centre and trickling down to country level. This thesis of change was *assumed*, rather than tested, by the Policy, which did not admit the possibilities of parallel change or upwards feedback loops from country level. As this evaluation will show, this assumption was subsequently proven to be flawed.

35. For readers and users of the Policy, therefore, the *end results* of the Policy – towards which their own actions as part of the constellation of Policy implementers would contribute - were unclear. This undermined the Policy’s relevance from the outset.

### ***Policy rationale***

36. The rationale of a Policy rests in its evidence base, comprising current thinking and knowledge of ‘what works’. It helps establish the Policy’s vision and rationale.

37. The previous 2003-2007 Policy had been built on a relatively comprehensive evidence base, on which its rationale was constructed, and towards which its programme strategies were geared.<sup>42</sup> The 2009 Gender Policy did apply some

<sup>41</sup> Two of the Policy’s objectives relate to WFP-specific initiatives, with the third focusing on external partners. The Institutional Support measures of the CAP are similarly internally-geared: of 21 indicated measures, 17 are WFP-focused, and only 4 directed at partners, including national governments and Co-operating partners

<sup>42</sup> As part of its implementation, a range of analyses had also been commissioned or conducted during the period 2003-2007. These ranged from country to issue-specific and guidance notes.

substantive, institutional and conceptual analysis in its development, but this was *not comprehensive*.

38. The Policy specifies in broad terms *its humanitarian and development rationale* in terms of the achievement of poverty and hunger goals; gender and climate change; and violence against women. Relevant sources are cited, though some are dated,<sup>43</sup> and the selection of sources as the most up to date and appropriate sources is unclear.<sup>44</sup> According to staff involved at the time, case study research conducted during the previous Policy's implementation was also applied.<sup>45</sup>

39. In terms of the pragmatic *institutional* rationale, the findings of the prior Evaluation provided the main reference point, along with a 2006 Assessment on Gender Mainstreaming Policies and Guidelines within WFP.<sup>46</sup> An analysis of gender guidance within partner organizations of WFP was also conducted.<sup>47</sup>

40. The conceptual shift towards a '*gender*' rather than a 'women'-focused model was not accompanied by an associated *conceptual analysis*. This statement of intent is also not supported by the limited substantive analyses supplied (above), which focus on the vulnerability of women rather than the role of gender in exacerbating food insecurity.<sup>48</sup>

41. The Policy makes reference to the *broader shifts within the UN system* of the time as part of its rationale, referenced above – namely, the System Wide Policy, Beijing and CEDAW commitments. However, critically, it does not explore the *implications* of these for WFP. That is: how was WFP's 2009 Gender Policy intended to contribute towards the realisation of these broader goals, and what was WFP's position and role in delivering them?

42. The absence of a clear rationale, supported by evidence, meant that the Policy was not well positioned to respond to key questions concerning relevance – namely: '*Why gender?*' for WFP' and '*What does gender mean for WFP?*'

43. WFP's *comparative advantage* on gender – something which the previous efforts under the Enhanced Commitments to Women Policy had worked hard to establish<sup>49</sup> - was therefore unclearly set out from the start.

### ***Theory of change***

44. Linked to the limited analytical foundations, above, the Policy also lacked a clear explicit or implicit *Theory of Change*.<sup>50</sup> Although its absence is not uncommon

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<sup>43</sup> E.g. IFPRI. 2000. Women: The Key to Food Security: Looking into the Household. Washington DC. This reference was also cited in the 2003-2007 Gender Policy.

<sup>44</sup> For example, the reference Smith, L.C. and Haddad, L. 2000. Explaining Child Malnutrition in Developing Countries: A Cross-Country Analysis. Washington DC, International Food Policy Research Institute (IFPRI) is used to illustrate the point that 'Achieving gender equality remains crucial to reaching the poverty and hunger goals of the Millennium Declaration' (WFP Gender Policy 2009 p5) but more up to date references were widely available at the time.

<sup>45</sup> See para 19 Gender Policy; and WFP Gender Policy 2003–2007 Enhanced Commitments to Women to Ensure Food Security 2004/05 Baseline Survey. Global Report+ Key baseline survey findings and 2004 Survey on the Enhanced Commitments to Women: main findings on HIV / AIDS

<sup>46</sup> 2006 Assessment on Gender Mainstreaming Policies and Guidelines within WFP : internal document

<sup>47</sup> UN/NGO/Bilateral-Multilateral Gender Guidance (undated) WFP: Rome

<sup>48</sup> E.g. on climate change, 'women are more vulnerable to natural disasters than men because of socially constructed gender roles and behaviours that affect their access to resources', and on hunger, 'High food prices and the current global financial crisis exacerbate vulnerability to food insecurity...The implications are different for men and women'.

<sup>49</sup> WFP (2008) Evaluation of 2003-2007 Enhanced Commitments to Women

<sup>50</sup> Namely, the vision of what the strategies for institutional changes would lead to in terms of humanitarian and development results; how these would be reached (pathways); and what the possible challenges and barriers might be.

in gender policies of this period<sup>51</sup> this is an essential component of a quality policy document. Its absence is effectively a *hole at the heart* of the Policy.

45. The theory of change is essentially the chain of reasoning underlying the Policy – what results are intended; why; and how they will be achieved. The clearest example in the 2009 Gender Policy lies in the lack of clear forward linkages from the institutional changes envisaged, to the *humanitarian and development results* intended – the changes in lives for beneficiaries on the ground.

46. Yet at the time of Policy development, *Managing for Development Results* approaches were gaining ground following 2005 aid effectiveness reforms.<sup>52</sup> Increasingly, a results focus was being promulgated and demanded. The emphasis of the 2009 Gender Policy on institutional reform, however, obscures its focus on results.<sup>53</sup>

47. The CAP does make a clear – if very broad - effort to connect institutional changes to WFP’s Strategic Objectives and ultimately the Millennium Development Goals. But the connections from institutional reform to the results of a gender mainstreaming process (i.e. changed lives) are long, non-linear and potentially fraught. They are possible, but not inevitable, and many other evaluations of gender mainstreaming have highlighted the possible disjuncts and blind alleys along the way.<sup>54</sup>

48. The Policy’s *objectives* are also extremely broad. In their desire for flexibility and scope for adaptation to cultural context, their breadth allows almost anything from WFP’s menu of programming options to fit into its framework. The lateral connections between them are also unclear. For the individual staff members of WFP, whose efforts would contribute towards their realisation, the objectives do not provide sufficient ‘hooks’ or connections to their daily work.

49. In particular, the Policy document does not include statements or strategies on gender in *emergency response and disaster preparedness and relief*.<sup>55</sup> Yet emergency responses, in 2008 and today, still comprise the bulk of WFP operations.<sup>56</sup> Arguably therefore its relevance to WFP’s core business – and the staff who, ultimately, were responsible for Policy implementation - was compromised from the outset.

50. *Targets* (in the CAP) are relatively unambitious, being geared to institutional changes rather than results. They are also wholly dependent on funding being available. Targets are also separate from WFP’s regular planning, monitoring and accountability arrangements - such that individuals, departments and country offices were not mandated to reach these targets and, in many cases, were unaware of them.<sup>57</sup>

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<sup>51</sup> ECG (2012) synthesis of 11 gender policy evaluations finds that all lack a coherent theory of change or programme theory

<sup>52</sup> <http://www.oecd.org/dac/effectiveness/parisdeclarationandacraagendaforaction.htm>

<sup>53</sup> This results focus is reflected in other gender policies of similar vintage such as SIDA ‘s (2009) Gender Equality in Practice Manual and UNICEF (2010) Policy on Gender Equality and the Empowerment of Women

<sup>54</sup> See e.g. African Development Bank (2012) Mainstreaming Gender: A Road to Results or a Road to Nowhere Synthesis Report 2012. Tunisia: AfDB and ECG (2012) op.cit.

<sup>55</sup> Gender in emergencies was raised at the Executive Board Second Regular Session - 09 -13 November 2009

<sup>56</sup> As evidenced for example by the fact that in the Management Plan 2013-15, within Strategic objective 1 (itself more than half of WFP total operational requirements), 81% of requirements are for General Food Distribution. The 2013 Scale of Annual Needs graph places emergency operations (such as those in South Sudan, Ethiopia, the Syria Regional Emergency Operation) as WFP’s highest projected expenditure areas for the year. Evidence from field study, and particularly the Syria Regional Emergency Programme; Regional Central American Disaster Risk Reduction and Disaster Response programmes not only reinforces the centrality of gender within these concerns.

<sup>57</sup> Interviews at headquarters and in field studies

51. Consequently, the Policy document contains a number of *assumptions* which undermine its robustness as an instrument of organisational change. These are set out in full at Annex 14, but critical ones include:

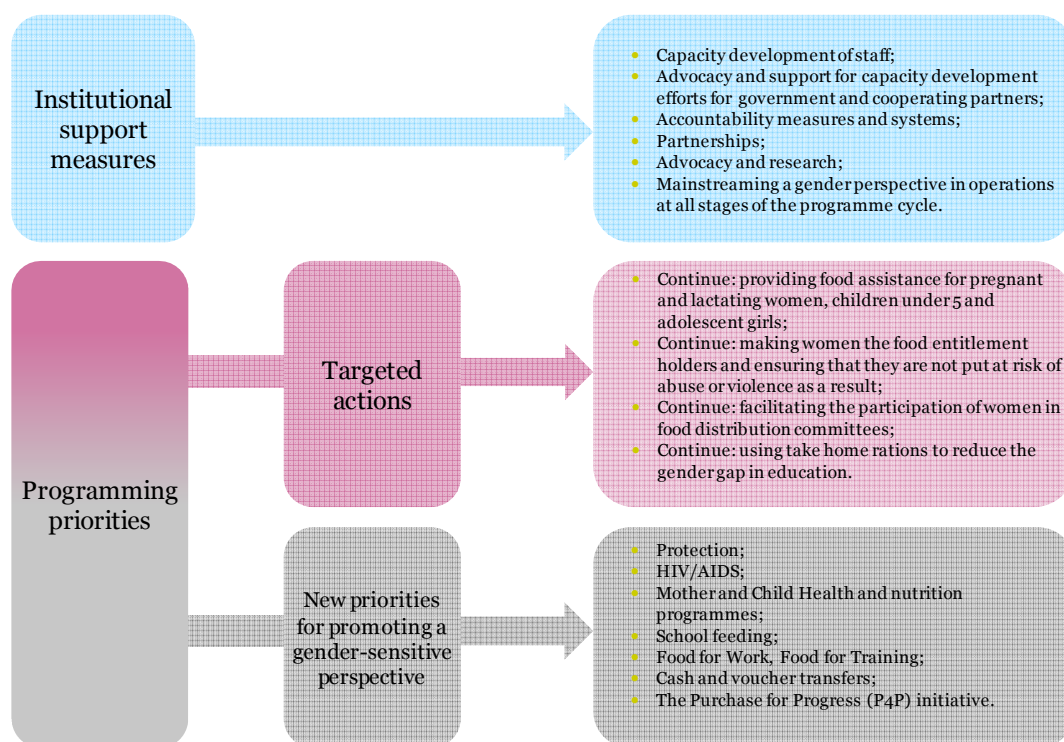
- That the *conceptual transition from 'women' to 'gender'* was an appropriate shift for WFP, and would be readily understood and endorsed by WFP staff and management
- That *sufficient political will* existed across WFP (including within senior management) for the Policy and CAP to be prioritised and implemented
- That WFP's *corporate accountability systems* could be revised to integrate a gender perspective into workplans, risk-management profiles, monitoring and evaluation
- That *adequate resources* would be available for the implementation of the CAP within the intended timeframe (initially 2010-2011)
- That *sufficient capacity* existed to provide guidance on mainstreaming gender in the priority programme areas of the Policy
- That the intended outcomes of the Policy would lead to *sustainable improvements in the lives of women and men, boys and girls* who are the ultimate beneficiaries of WFP support (gaps in upwards logic)

52. The status of these assumptions as possible threats to implementation was in many cases borne out, as Sections 4.3 below explains.

### **Strategies**

53. Within the framework of a clear vision and associated theory of change, a policy document requires strong associated *strategies* to support implementation and the realisation of results. The strategies of the 2009 Gender Policy were as follows:

**Figure 3: Institutional Support Measures and Programming Priorities for Gender Mainstreaming**



54. Strategies therefore reflected the dual approach of targeted actions for women, and the embedding of a gender ‘lens’ in new programming priorities. Yet in the absence of a clear overarching vision and theory of change, they are *disconnected* from the gender and food security-related challenges cited at its start. Instead, they are focused on the institutional and WFP’s business areas.

55. The *upwards and lateral connections* between the strategies are also limited. It is unclear how, as a whole, they were intended to realise the Policy’s objectives.

56. Finally, the 2008 evaluation of WFP’s previous Gender Policy had stressed the need for systemic reform to generate change. Yet the 2009 Policy adopted a range of *projectised initiatives* to stimulate institutional reform. These included: a Gender Innovations Fund, to support programming; the conversion of a Gender Focal Point Network to a Gender Advocate Network; and a Gender Friendly Country Office initiative *inter alia*.

57. Efforts under these specific initiatives are discussed below, but in terms of the Policy document’s quality, this projectised approach failed to comprehensively set out the requirements for system-wide change. The mechanisms and incentives to support and drive uptake in business processes, in corporate reporting, and in other policy and programming areas, were therefore absent from the start.

### **Responsibilities and accountabilities**

58. Setting *clear responsibilities and accountabilities* from the outset is essential if a Policy document is to be understood, taken up, ‘bought into’ and reported upon in terms of its implementation. It is also crucial that implementation responsibility rests beyond an individual unit but is institution-wide - ‘*across the house*’.

59. The 2009 Gender Policy and CAP recognised this, seeking a shift in responsibility for implementation from gender focal points to *WFP-wide responsibility*. Specific responsibilities are set out in the CAP. However, these were unaccompanied by specific guidance for implementation, or support to interpreting the Policy for particular programming, policy or business areas.

60. The Policy's intentions therefore went unsupported by clear direction to staff, many of whom were unaware of, and not incentivised or held accountable for, their individual or unit responsibilities. This lack of clear accountabilities compromised not only quality, but institutional traction, from the start.

61. These shortcomings in the Policy itself set the scene for later implementation constraints, and the compromised achievement of humanitarian and development results – as Section 4.2 below explains.

### **Box 2: Comparison with other Gender Policies**

For learning purposes, the evaluation reviewed the Gender Policies of four comparator organisations - CARE-USA; FAO; Oxfam-GB and UNHCR (all of whose Gender Policies date from after 2010). Annex 13 supplies the full analysis, but in summary:

WFP coheres with comparator policies in:

- Adopting a *gender-focused rather than a women-focused approach*, promoting gender mainstreaming;
- Having a *separate Action Plan* or equivalent for implementation
- Lacking a *theory of change* though all are more explicit on the gender equality goal and objectives of the policy;

WFP does not cohere with other agencies in:

- Integrating gender into Strategic Plans or Results Frameworks, with all other policies clearer
- Setting out a clear accountability framework and minimum standards for programmatic work, and the institutional mechanisms and processes to deliver on them.

More recent policies, in particular that of FAO, set out a clear accountability framework and set minimum standards for programmatic work and the institutional mechanisms and processes to deliver on them (aligned significantly to UN-SWAP requirements in the case of FAO and UNHCR).

*Oxfam Great Britain's Gender Policy document is only 2 pages long. However it articulates a clear vision, priorities and the changes it wants to see happen – and is embedded in institutional processes and programming instruments used by all staff.*



## 4.2 What did the Policy achieve? - Results

### SUMMARY NARRATIVE – POLICY RESULTS

Despite shortcomings in its Policy instrument, WFP shows evidence of producing some *potentially valuable results for gender equality*, although corporate commitments to Policy implementation have fallen short of requirements overall. The majority of *humanitarian and development results* generated are however disconnected from the Policy itself.

In terms of the *institutional reforms* which were the main focus of the Policy document, the evidence finds some recent improvements, notably in accountability systems and human and financial resourcing – a welcome course correction. But neither the Policy nor CAP, nor any subsequent efforts, have resulted in a *shared or collective vision of ‘gender’ in WFP*. The most common understanding remains that of *‘targeting women’*.

Within programmes, examples are emerging of a more structural approach within livelihoods / resilience programming and Purchase for Progress. These have occurred in the absence of any *coherent overarching approach to gender*, within little referencing to the 2009 Gender Policy, and with only limited resourcing of the CAP.

In substantive terms, WFP is generating some *potentially valuable gender results*, though as yet effort remains concentrated in the area of ensuring women’s inclusion (e.g. within food aid distributions in humanitarian aid programmes). There is lesser evidence – though some powerful examples emerging - of programmes using food assistance to support empowerment and transformations in gender relationships. Where WFP engages in well-designed, often large-scale multi-donor food security programmes, these initiatives are starting to evidence results.

Where *capacity, commitment and willingness* exist, along with *conducive national conditions*, WFP is supporting the implementation of progressive modalities of food assistance. It is, also where conditions permit, showing willingness to participate in the national dialogue around gender equality. Yet the more progressive models of gender-sensitive programming being adopted remain unguided by any systematic approach, common framework, or indeed awareness of the 2009 Gender Policy. This calls into question the value of the Policy as an *instrument for driving change*.

62. As Section 2.1 above explains, the Policy sought a range of institutional level results. Yet institutional change does not take place in a vacuum; it is – or should be – geared ultimately to changes in the conditions and lives of the people whose interests, needs and priorities WFP seeks to serve.

63. This section assesses the results that the 2009 Gender Policy has achieved, applying the logic model at Figure 1, at three levels as follows:

- *Firstly*, what has WFP achieved in terms of the institutional changes that the Policy either set out / could reasonably be expected to deliver?

- *Secondly*, as a result of these shifts, what interim humanitarian and development results have been delivered, in terms of progress for beneficiaries in the camps, communities and other locations WFP serves?
- And *finally*, what contribution has WFP made towards medium-term changes in the lives of beneficiaries in the locations it serves?

64. The major issue affecting this assessment is the paucity of results data on gender. Findings are therefore calibrated to the strength of the evidence available.

#### 4.2.i Institutional reforms for gender mainstreaming

*‘For gender mainstreaming to be effective, it needs to be backed by resources and leadership, combined with the application of specialist knowledge...centrally and in country offices’<sup>58</sup>*

65. The 2009 Gender Policy (including its vision and objectives) was posited under the ‘*enabling environment*’ theme. The Policy and CAP set out a number of intended institutional support measures to realise its vision, albeit in a projectised form. These have been listed in Figure 2 above.

66. Actions, however, do not necessarily lead to results. This section of the report considers the extent to which WFP’s actions under the 2009 Gender Policy and CAP have supported the *delivery of its results* in terms of gender mainstreaming. Accordingly, the Logic Model at Figure 1 sets out the sorts of institutional changes to which the Policy’s actions, comprehensively pursued and implemented, can be reasonably expected to lead. Progress made against them is considered here.

67. Figure 3 below presents the areas of institutional change within the Logic Model of the Policy. Analysis was conducted against these six different fields.

**Figure 4: Institutional changes**



<sup>58</sup> ECOSOC UN 1997: A/52/3.18

## ***A shared conceptual vision and strategic focus for gender***<sup>59</sup>

68. The *lack of a clear 'humanitarian or development vision'* for gender within the 2009 Gender Policy – so critical for organisational understanding and traction<sup>60</sup> - has been starkly highlighted in this evaluation. There is considerable evidence, at all levels of the organisation, of the lack of a cohesive perspective on gender within WFP.<sup>61</sup> The predominant understanding remains that *'doing gender'* as equating to *'targeting women'* – a reflection of the continued power and influence of the previous Enhanced Commitments to Women (and of their continued presence within the main corporate reporting instruments).<sup>62</sup>

69. Country portfolios analysed do not present separate strategies on gender,<sup>63</sup> though gender is embedded to varying degrees in six of eight field and desk studies within their country strategy or country programmes.<sup>64</sup> Their presence is highly varied however, ranging from the absence of any vision at all (Syria Regional Emergency Programme (EMOP)) to primarily inclusion and 'numbers of women'-oriented models, such as in Ethiopia, through to a more progressive model around empowerment in countries such as Burkina Faso, Bangladesh and Ghana. The connection to the Policy is weak in all cases, with referencing, where it occurs, commonly 'in passing,'<sup>65</sup> and little specific referencing to its strategies.

70. The Policy has not, consequently, guided, informed or supported the development of any shared vision for gender within WFP, although country operations' own interpretations and models of gender are emerging.

## ***Gender in institutional and capacity arrangements***<sup>66</sup>

71. A policy – whether on gender or any other theme – does not operate in a vacuum but requires embedding in institutional processes and systems; and to have sufficient capacity for its implementation.

72. The institutional reforms set in place for Gender Policy implementation, including the human and financial resourcing available, represent an *only partial corporate commitment* for institutional reform.

- *Human resourcing:* The main institutional arrangement for Policy implementation since 2009 has been the former Gender Service, now the Gender Office. At the time of the Policy's launch, restructuring had reduced staffing in the Gender Unit.<sup>67</sup> This was however replicated for the 2009 Policy, with implementation relying heavily on consultants rather than core staff, and suffering from significant lack of continuity and high turnover.<sup>68</sup> Twelve consultants were employed in the period 2008-13, most on short-term

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<sup>59</sup> Evidence sources: corporate documentation, policy and programme areas; interviews at HQ and in desk and field study.

<sup>60</sup> Norad (2006) found consistency on this in recommendations from 8 thematic gender evaluations

<sup>61</sup> Interviews at all levels including Country Office, Regional Bureau and HQ. Nor could any partners – whether Co-operating partners at field level, sister UN agencies, INGOs or donors – provide a clear interpretation of WFP's approach to gender.

<sup>62</sup> Such as the Standard Project Report, which reports annually on operations to support corporate reporting against the Strategic Plan.

<sup>63</sup> No country-level strategies for gender specifically exist beyond the Purchase for Progress (P4P) initiative. DRC, Ethiopia and El Salvador have a P4P Gender Strategy and Ghana and Malawi has a P4P Action Plan

<sup>64</sup> Bangladesh, Burkina Faso, Ethiopia, El Salvador, Ghana, Malawi. DRC does not have a Country Programme or Strategy and Syria is a Regional Emergency Operation.

<sup>65</sup> E.g. 'All activities take into account WFP's gender policy', Burkina Faso Country Programme PRODOC 2011-15

<sup>66</sup> Evidence sources here include: Analysis of the Gender Unit and GIF, including its human and financial resourcing; corporate, division and programme results reporting frameworks and systems; review of Annual Performance Reports and Standard Project Reports from 19 countries.

<sup>67</sup> WFP (2008) Evaluation of Gender Policy 2003-2007

<sup>68</sup> The exception was a consultant funded by CIDA to work on the GMAF for a 12 month period. The 2011 CIDA Gender Assessment of WFP noted high staff turnover as a constraining factor.

contracts, leaving little scope for robust implementation. At the same time, the demands placed on the Service were immense.

- *Financial resourcing*: Policies are not ‘cost-neutral’, as the 2008 Evaluation of the previous Gender Policy points out.<sup>69</sup> The cost of implementing the CAP over the period 2010-12 was estimated at \$7 million. By October 2013, however, only \$5.1m (71%) had been raised in total;<sup>70</sup> and this had occurred only piecemeal, and in stages. Section 4.3 discusses the implications of this.

73. The major vehicle for *staff capacity development* has been the transition of the Gender Focal Points to a Gender Advocate Network (GAN). Effort has been made here, with a three-day workshop held in Cairo in December 2009 held to debate the new Policy and agree GAN roles and responsibilities.

74. The Network now comprises over 130 members from regional bureaux, Country Offices and Headquarters. However, field study and survey data for this evaluation found that: a) members of the GAN were frequently unaware of the shift, continuing to refer to themselves (and be recognised as) Gender Focal Points, b) appointment to being a Gender Advocate/Focal Point was largely on the grounds of interest, rather than experience or capability, c) Gender Advocates/Focal Points lack training, a workplan, budget or time allocations in job descriptions or workplans d) the role focuses on information-sharing rather than any more directive action and e) information flows are mainly from the centre. In many sub-offices the role was hardly recognised at all, and was commonly not understood.

#### **Comparator example**

*FAO has invested in strengthening its Gender Focal Point System with most Focal Points at HQ, regions and countries at P4 and above; responsibilities specified in job descriptions; and minimum 20 % time committed. There are gender specialists at HQ and specialists (5) for regions are currently being hired.*

75. Despite the intentions in the Policy, relative to need and compared with the previous Policy,<sup>71</sup> very little *capacity development of staff* has taken place since 2009. Limited budgetary commitment has been made to this aspect of the CAP<sup>72</sup> and WFP has not yet conducted the entity-wide assessment of staff capacity on gender required by the UN-SWAP.<sup>73</sup> Staff met in the field in most cases could not recall any gender training since before (well before in most cases) 2009.

76. The major effort has been training on the *Inter Agency Standing Committee (IASC) Gender Marker*, below, to self-assess programmes and operations for gender sensitivity. However, this has been limited in outreach due to resource constraints; and there are concerns about the appropriate staff, beyond Gender Focal Points or Advocates, participating in the training.<sup>74</sup>

<sup>69</sup> WFP (2008) *ibid.*

<sup>70</sup> Though in June 2013, \$487,200 of additional Strategic Resource Allocation Committee resources were made available to support the roll-out of gender mainstreaming, the Gender Mainstreaming Accountability Framework and the SWAP

<sup>71</sup> According to the ECW 2008 evaluation WFP rolled out an extraordinary training and learning initiative for staff and partners including 6 regional workshops, 65 country workshops and 43 trained facilitators.

<sup>72</sup> Only 29% of the estimated requirement for capacity development in 2010-11 was received by end of 2012 (Update on CAP and Gender Service data)

<sup>73</sup> WFP SWAP (Feb 2013) indicates some assessment as part of gender marker training but with limited coverage

<sup>74</sup> Evidence from 8 field and desk studies found that although the training had been directed at Country Directors and other senior staff, in practice, this had been delegated to more junior or Gender Advocate / Focal Point staff. 28/43 survey respondents - themselves mainly gender focal points - indicated that they had received training on the Gender Marker.

77. Survey data found little evidence of *wider capacity development efforts for government and co-operating partners* on gender. Few examples were encountered during field and desk study, though 17/43 survey respondents indicated that such training had taken place. However, this was often conflated with protection training, which includes a gender dimension.<sup>75</sup>

### ***Accountability for gender***

78. Until 2012, shallow orientation towards results on gender existed at both country and field level. The Strategic Plan and associated Results Framework 2008-2013 remained the main corporate guidance and reporting documents. These were not based on gender analysis, and gender had not permeated either their intended results or indicators.<sup>76</sup>

79. However, considerable strides have been made since 2012.<sup>77</sup> A draft *Gender Mainstreaming Accountability Framework*, geared to the UN System Wide Action Plan for gender, on which WFP self-reported in 2013, has been developed. This is currently in the initial stages of implementation. Actions taken include:

- The first *SWAP reporting exercise* in February 2013, which self-assessed WFP as ‘meets requirements’ on 4 out of 15 indicators, with ‘approaching requirements’ on 11 others<sup>78</sup>
- *Gender analysis*, conducted by the Gender Service, of the annual Standard Project Report exercise
- Integrating *four new gender-focussed output level indicators* in 2012 to Standard Project Reports

80. WFP has also adopted the *IASC Gender Marker* to rate all project documents and proposals for gender sensitivity, including tracking resources allocated to gender equality and women’s empowerment. By end 2012, all projects except Special Operations and Emergency Operations had been rated and by March 2013, 150 staff trained to use the marker. All regions and senior managers at HQ will have received training by end 2013.

81. However, experience shows that, as a self-assessment tool, the IASC marker is only as good as the transparency of its application and the quality assurance of the measures surrounding it.<sup>79</sup> It requires clarity on terminology; adequate training of those who apply it; coaching and support to ensure that it is well understood; sign off on its application by gender expertise (e.g. at Regional Bureaux) and quality assurance e.g. via annual review of a sample of marker applications. These processes are not yet in place within WFP.

82. The new 2014-2017 *Strategic Plan (SP) and Results Framework (SRF)* have taken the initiative to integrate gender. However, there are technical limitations to the results and indicators as currently formulated;

- ‘*Gender equality and women’s empowerment improved*’ is the headline intended cross-cutting result across four Strategic Objectives – with no definition of what this means. Gender appears in a goal statement for just one Strategic Objective (4) on nutrition.

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<sup>75</sup> Online and telephone survey interviews

<sup>76</sup> Reflected in an UNSWAP rating in 2013 of ‘approaches requirements’.

<sup>77</sup> 2013 Update on GMAF; draft GMAF framework Aug 2013; Interviews

<sup>78</sup> WFP (2013) UNSWAP Self-Assessment

<sup>79</sup> See UNDG Gender Equality Marker Guidance Note; IASC 2012 Analysis of Results and Lessons Learned; OECD-DAC (2012)

- *The same two indicators are applied to measure change*<sup>80</sup> across the four Strategic Objectives; and the same targets are set. They are measures of women's inclusion/empowerment more associated with the Enhanced Commitments to Women than with a shift to addressing gender equality and measurement of transformative change.
- The selected indicators are *low level output indicators*. They will not provide impetus for gender results or allow WFP to corporately track its performance on gender against each Strategic Objective (which vary between humanitarian and development-oriented results). Tracking progress on gender requires selection of indicators to measure lasting change in the power and choices women in particular have over their own lives – not only short term opportunities. Different intended changes – such as saving lives in emergencies, or building resilience - also require different indicators.<sup>81</sup>

83. Yet the gender indicators in the Strategic Results Framework are critical to help gear WFP's work to gender results, and also to tracking and reporting on such results. Their absences poses risks to both accountability, and the future gearing of WFP's activities towards gender results.

84. Finally, gender has not, until recently, featured in the performance compacts (PACES) of WFP's management and staff. This is changing in 2013, with gender embedded now in the performance compact of the Deputy Executive Director/Chief Operating Officer and Deputy Chief of Staff, but this has not yet permeated down to other staff or to Country or Regional Directors. Changes are underway here, however, including the integration of gender in competency/ performance assessment, which should provide much more scope to hold WFP management to account for performance on gender.

#### ***Comparator example***

*UNHCR has had since 2007, a mechanism for holding senior managers to account for gender (age and diversity) mainstreaming. All senior managers, including the High Commissioner, at country, regional and HQ levels report annually against an Age Gender and Diversity (AGD) Mainstreaming Accountability Framework, and performance is synthesised and reported on. Compliance in 2013 was 87% (field) and 100% (HQ). A 2010 evaluation endorsed the effectiveness of this accountability framework.*<sup>82</sup>

85. The limited integration of gender within accountability mechanisms until recently has, unsurprisingly, resulted in weak *corporate reporting on gender*. Review of WFP's Annual Performance Reports from 2008-2012 reflect extremely limited attention to gender, beyond some limited data disaggregation and reference to process events.

86. At *country level*, the continued application until 2012 of only the three quantitative indicators on the Enhanced Commitments to Women within Standard

<sup>80</sup> Numbers of women/men in leadership positions of project management committees; number and percentage of women project management committee members trained on modalities of food, cash or voucher distribution.

<sup>81</sup> See, for example, Gender and Development Network (2013) DFID's Strategic Vision for Girls and Women: A step in the right direction? Briefings 2 May 2012. Unpublished for discussion on possible post 2015 gender-sensitive indicators

<sup>82</sup> UNHCR (2010) Evaluation and Annex 13

Project Reports (SPRs),<sup>83</sup> has both constrained reporting on broader progress in gender and perpetuated the ‘*gender=targeting women*’ myth which remains so powerful across WFP.

### **Comparator example**

*UNHCR, FAO, Care USA and Oxfam GB all produce annual performance progress reports on gender (public documents in the case of Care, Oxfam and UNHCR)*

87. Monitoring systems, particularly when applied at country level, do not reflect gender within their systems or processes. Five of eight field and desk studies for this evaluation found monitoring data to be extremely limited on gender, with the exceptions – Bangladesh, El Salvador and Ghana – producing information largely in response to other stimuli, such as within multi-donor programmes with their own monitoring systems (Ghana) ) or in response to gender mainstreaming initiatives within the country office (El Salvador, Bangladesh).

88. No separate Executive Board reports have been requested or produced on gender beyond a 2012 update on CAP implementation and 2013 update on GMAF. Annual GMAF reporting to the Board promises increased oversight however.

### **Gender in other WFP policies**

89. A further expected result of the Gender Policy was that *successor Policy areas* would, as a result of the Gender Policy, reflect a stronger emphasis on gender in their development and design.

90. In terms of timing: WFP’s Nutrition, HIV and Aids, Purchase for Progress (P4P) and Humanitarian Protection policies were all produced after the 2009 Gender Policy.<sup>84</sup> The School Feeding policy was being developed concurrently.

91. All the Policies explicitly reference the 2009 Gender Policy though synergies are relatively *shallow* in some cases, with a lack of clear vision on how strategies within different policy areas will be implemented with a view to supporting the realisation of the goals of the Gender Policy.

92. However, each of the policy areas reflects a different understanding and conceptual approach to gender, with the Nutrition and HIV and AIDS guidance mostly adopting an inclusion / targeting perspective. P4P, Humanitarian Protection and School Feeding focus instead on more empowerment-related dimensions of change.

93. Some later policy areas do however reflect a more consistent and prominent emphasis on gender. WFP’s 2011 Policy on Disaster Risk Reduction and Management for example analyses the role of gender in disaster preparedness and response, and proposes concrete strategies for its addressing. The 2012 Humanitarian Protection Policy provides a gendered analysis of risks within food distributions particularly and a focus on gender-based violence.

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<sup>83</sup> Namely: Proportion of household food entitlements (on ration cards or distribution list) issued in women's name in General Food Distribution (GFD); Proportion of women in leadership positions in food management committees; Proportion of women receiving household food rations at distribution point in GFD

<sup>84</sup> Dates are: HIV and AIDS Policy 2010; Nutrition Policy 2012; P4P 2011; Protection 2012; School Feeding 2009. Vulnerability Analysis and Mapping (whose guidance dates from 2004) is not a policy area but a mechanism to support programme design; for analytical purposes, it was considered alongside the above policy areas. Guidance for e.g. Comprehensive Food Security and Vulnerability Analysis (2008) and Emergency Food Security Assessments (2009) also considered.

*WFP's 2011 Policy on Disaster Risk Reduction and Management contains a section on Gender and Disaster Risk Reduction, which recognises women's specific needs and skills, and commits to a specific focus on women and children in food security-related disaster risk reduction and resilience building*

94. In contrast to other Policy areas, the 2009 Gender Policy was also not translated into *practical guidance tools for staff*, to support them in gender mainstreaming at programmatic level. This has contributed to the relatively light 'footprint' of the Policy across WFP, and undermined its relevance to staff on the ground.

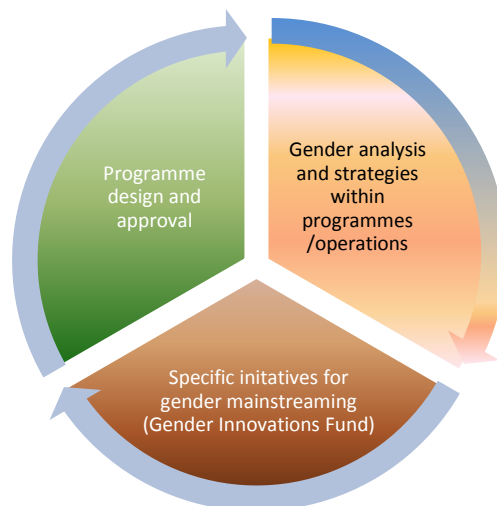
*WFP's 2012 Humanitarian Protection policy was widely disseminated and translated into practical guidance; as well as a training programme rolled out and Protection adviser posts funded. These factors have helped ensure the integration of Protection issues – which includes a gender dimension notably on Gender Based Violence – into WFP's programming.*

*WFP's Purchase for Progress (P4P) has a global Gender Strategy with a clear vision, objectives and intended results; requires participating pilots to conduct a country Gender Assessment, for which guidance is provided; and has gender embedded in its results and reporting frameworks. This architecture has resulted in a range of analysis, gender-sensitive programming designs and evaluations which report on gender at country level.*

### **Gender in WFP's programme designs and responses**

95. Successfully permeating gender across an institution requires its tangible integration into *thematic policies, activities and programming*. The 2009 Policy recognised this, committing to enhanced gender mainstreaming within programmes and operations.<sup>85</sup> This integration is analysed by the evaluation across three dimensions, as follows:

**Figure 5: Programmatic Mainstreaming**



<sup>85</sup> Evidence here from an analysis of six policy areas: Protection, P4P, School feeding, Nutrition and HIV and AIDS and VAM as well as a programmes from 12 'low prevalence' operations, four desk studies of country portfolios and four field studies



96. The evaluation has found that the *project cycle management* process within WFP has integrated gender only shallowly. Key documentation required for the design and approval process<sup>86</sup> does not reflect gender, and the Programme Review Committee has no Gender Unit Representation on its standing membership.<sup>87</sup> Comments can, and have, been provided on programme designs, but given its scarce resources, the Gender Office has lacked the capacity to comment on the gender sensitivity of all projects. Expertise has not always been available locally.

97. Within programme designs, the use of *gender analysis* has been patchy,<sup>88</sup> showing in only five portfolios / operations out of 20 analysed, although there are some strong examples (e.g. Malawi, where a detailed gender analysis was commissioned for the P4P programme; a detailed Vulnerability Analysis and Mapping exercise placed emphasis on gender issues; and gender analysis is planned for other programmatic activities such as school feeding.)

98. In terms of *gender-sensitive programming strategies*:

- There is *strong evidence* of progress on the Policy's commitments to the inclusion of women and girls in programming, mostly from a vulnerability lens. This is focused on particular categories such as pregnant and lactating women. 'Blanket' targeting in emergency operations such as the Syria Regional EMOP is reaching high numbers of women – though this does not equate to the use of a gender lens.<sup>89</sup>
- There is *some evidence* of progress in terms of the Policy's commitments on the identification of gender-based needs and priorities within programming areas (such as within School Feeding, Protection and Livelihoods Initiatives). However these are commonly not linked to the Policy.
- There is *lesser evidence* of progress in terms of the more empowerment-oriented dimensions within the Policy. Examples have arisen in modalities such as within Food for Training (e.g. in Democratic Republic of Congo (DRC) and Bangladesh). Any connections are however not linked to the Policy.<sup>90</sup>
- The strongest evidence of *gender* (as opposed to a women-focused) approaches is found within WFP's Food for Training, Food for Work and P4P initiatives.<sup>91</sup> Operations in Burkina Faso, Malawi and El Salvador provide examples.<sup>92</sup>

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<sup>86</sup> For example, the Design and Planning Programme Guidance Manual contains a section entitled 'Gender Equality in Food Assistance' which provides some limited (theoretical rather than practical) guidance on integrating gender analysis and strategies. Gender only features to a limited degree within the proformas for Development and Country Programme designs and is not referenced within the template for a Logical Framework. The 72 page Project Budget Plan Guidelines contains no mention of gender, women or vulnerability and no guidance on gender budgeting. The same applied to the Logframe Template Country /Development Programme (2010); Summary of logframe: EMOP (or PRRO), SPA Guidelines (PGM), PRC ToR (June 2009); Standard Project Report Guidance Manual (PGM),

<sup>87</sup> PRC Terms of Reference (p2)

<sup>88</sup> El Salvador, Ethiopia, Ghana, Malawi, and Bangladesh). Additionally, Pakistan PRROs 200145 and 200250 and South Sudan PRRO 200443 show some limited gender analysis; and in Somalia, interviews cited gender analysis through community consultations in the design for EMOP 200281 and PRRO 200243, but there is no evidence of this in documentation.

<sup>89</sup> All policy areas and programming reviewed indicated progress here.

<sup>90</sup> Exceptions included programmes in El Salvador, Bangladesh, Ghana and Malawi, as well as Burkina Faso

<sup>91</sup> Seven of the eight field and desk studies showed at least some evidence of such approaches; the exception being the Syria regional EMOP

<sup>92</sup> For instance, in Burkina Faso, efforts have been made to develop gender awareness within Food for Work; and in Malawi, the P4P programme has focussed on improving women's participation, and increasing women's incomes. The latter has a full time gender consultant.

99. Finally, one of the main instruments intended for gender mainstreaming was the Gender Innovations Fund (GIF). A projectised initiative of the Policy, this was established in 2010 to encourage innovation and promote partnerships at country level which contribute to positive gender relations and the empowerment of women for achieving food and nutrition security. 42 projects had been approved by August 2013, to a total of US\$2.9 million

100. The GIF is well-aligned with the Policy and CAP,<sup>93</sup> and has been welcomed by Regional Bureaux and Country Offices, with demands exceeding resources available.<sup>94</sup> It has also provided some valuable individual initiatives which have contributed much to Country Office learning on gender.

**Box 3: WFP Gender Innovations Fund projects**

- *In Nepal, materials are being developed to sensitize girls and boys on the importance of including men and women in local agricultural work. This project works with changing gender roles, with men increasingly abandoning rural areas for higher-income opportunities in urban areas, leaving women to work on farms.*
- *In Lesotho, a GIF project focuses on the gendered roles defined since childhood and how these hinder men’s involvement in child nutrition and caring activities. The project uses the positive deviance behavioural change approach to encourage men and boys to play active roles in child nutrition and care.*
- *In Ghana, GIF funds have been used to analyse specific gender issues, such as the low enrolment of girls at secondary school level. The results of this analysis have been used to develop the 2012-2016 Country Programme, increasing the targeting of girls through take home rations, resulting in the targeting of 60,000 girls in three different Regions.*

101. However, the GIF has also provided mostly small-scale, output-focused projects, incurring significant transaction costs and with unclear sustainability strategies. GIF projects have also operated separately from mainstream WFP activities in the country, limiting the opportunities for cross-learning.

102. The Policy also set out to prioritise the integration of gender into selected WFP *programming modalities*, some of which (including cash and vouchers and P4P) had been specified as part of the ‘food aid to food assistance’ shift in the 2008-13 Strategic Plan. Integration has been varied, and most prominently noted in the protection area.<sup>95</sup>

**Table 2: Gender in new programming modalities**

<i>Gender and Protection Challenges</i>	Many actions undertaken, particularly since the advent of the 2012 Humanitarian Protection Policy, which is highly gender sensitive. Actions mainly focus on ensuring freedom from violence in food distributions (e.g. in Lebanon and Jordan)
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<sup>93</sup> See Annex 16, GIF and CAP alignment

<sup>94</sup> Projects have ranged in value from as little as \$18,000 to \$250,000. Gender Budgetary Activities 2010-12 and Final Gender Budget Activities 2008-13, provided by Gender Office

<sup>95</sup> Evidence here comes mainly from field and desk study

<i>Integrating Gender into HIV/AIDS Programmes</i>	Evidence of female targeting in HIV and AIDS programmes, plus some specific targeted initiatives, such as FFW projects geared at women completing ART treatment (e.g. in DRC)
<i>Breaking Gender Barriers in MCHN programmes</i>	Predominantly women and child focused: some limited evidence of the inclusion of men in nutrition training or activities (e.g. in Bangladesh, El Salvador)
<i>Promoting positive gender relations &amp; sustainable livelihoods</i>	Mainly oriented in Food for Training, Assets and Food for Work programmes. Some positive initiatives here targeting women as part of resilience / development initiatives e.g. in Bangladesh and Malawi

### **Comparator Example**

*UNHCR uses annual participatory assessments, led by the Representative, to guide programme planning and design processes. These were found at evaluation to have improved programme and protection responses and led to specific targeted action and improvements on gender and protection. Multi-functional teamwork has improved the quality of operational responses and incorporation of gender (and other) dimensions into policies and guidelines<sup>96</sup>*

103. Finally, the evaluation has encountered gaps in the treatment of gender issues which have arisen from the sometimes ‘vertical’ or ‘silo’d’ approach to programming in WFP Country Offices. On some occasions these risk compromising the principles of Do No Harm. As follows:

- In *Za'atri Camp, Jordan*, protection of women has been interpreted as a proxy for addressing gender. Yet boys have been missing school in order to attend food distributions, and risking being attacked for doing so.<sup>97</sup>
- In *Ethiopia*, women have incurred health risks by been working on Food for Work initiatives within the Productive Safety Net Programme long into pregnancies, due to insufficient understanding of procedures by officials and women themselves.<sup>98</sup>
- In *Nepal<sup>99</sup> and Yemen,<sup>100</sup>* putting food into the hands of women then created a protection issue, with instances of women being attacked on their way home

104. Such issues validate the development of a country-office level strategy and approach to gender.

<sup>96</sup> UNHCR (2010) Evaluation of Age, Gender and Diversity Mainstreaming

<sup>97</sup> Interviews with WFP and partner staff

<sup>98</sup> Jones et al (2010) see Ethiopia Aide Memoire

<sup>99</sup> Evidence from telephone interview. Supported by discussion in WFO's own 'Examining Protection and Gender in Cash and Voucher Transfers as possible 'problem analysis- protection and gender concerns arising from the literature review'

<sup>100</sup> Evidence from interview, where concerns were raised about the appropriateness of focusing efforts on enabling women to collect food in a context where women are very limited in the access to public spaces

## ***Programmatic resource allocations to gender***

105. An intensified focus on gender in project design and implementation implies a *greater resource allocation* to gender issues in programming. In common with many agencies,<sup>101</sup> WFP has not applied a Gender Marker system until recently, making it impossible to track programming resources dedicated to gender.<sup>102</sup>

106. At the country level, analysis of 20 field, desk and operational studies found that *just over half* of total resources from 2009-2013 have been allocated to programmes which score positively (2a or 2b) on WFP's Gender Marker system. The evaluation does not however consider this data robust,<sup>103</sup> and indeed it reinforces the need for stronger validation and benchmarking of the Gender Marker, as well as training for those who apply it.

## ***Partnerships and strategic dialogue***

107. Embedding a Gender Policy means taking gender beyond the organisation; articulating a clear commitment to the issue in dialogue with partners; demanding a gender-responsive approach from key stakeholders; seeking to build capacity;<sup>104</sup> and encouraging stakeholders to hold the institution to account.

108. The evaluation finds that Gender has not featured strongly within WFP's strategic dialogue, partnerships or capacity development efforts.<sup>105</sup> WFP has taken a mainly reactive / passive approach both at HQ and country (including decentralised) level<sup>106</sup> – though it has responded positively where encouraged. This is in contrast to the very good reputation WFP enjoys for its commitment to partnership and the cluster system.<sup>107</sup>

109. At national level, WFP has made *only limited efforts* to raise gender with national (or decentralised) partners or to conduct training on gender mainstreaming (the only documented examples encountered were in Bangladesh and Burkina Faso and through an MDG-Fund Joint Programme in Ethiopia).<sup>108</sup> In some cases, such action has been stimulated by GIF initiatives as for example in Bangladesh and Lesotho.<sup>109</sup>

110. However, there are some examples of WFP integrating gender into its *Field Level Agreements* with Co-operating partners (such as in DRC) - though these have not subsequently been followed up or tracked.

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<sup>101</sup> Although this is changing, with e.g. UNOCHA and UNDG publishing recent guidance on the use of a Gender Marker to assess expenditure on gender in humanitarian and development programming.

<sup>102</sup> Something also recognised by the 2008 Evaluation of the previous Gender Policy

<sup>103</sup> See Annex 17 for the full breakdown of expenditure against Gender Marker; but the spread of programmes is: 14 PRROs; 10 EMOPs; 8 Country Programmes; 7 Development programmes. Total approved budgets for the sampled programmes were \$5.3bn over the period. Just approaching 10% of resourcing was allocated to operations which contained little or no gender mainstreaming (score 0). 39% of resources were allocated to operations which addressed gender to a limited extent (score 1). 51% of resources allocated to operations which mainstream gender, target gender gaps or are likely to make a positive contribution to gender equality (Score 2a or 2b). However, the data is skewed by some very large programmes e.g. in Ethiopia (2012) which scored a 2. Approved budgets also do not correspond to actual resources raised.

<sup>104</sup> Outcome 3 of the Policy

<sup>105</sup> Evidence here has been sourced from Executive Board minutes; country and desk review, particularly interviews with government, donor, UN and civil society partners, plus interviews with donor partners and INGOs at central level.

<sup>106</sup> E.g. in Ethiopia

<sup>107</sup> WFP Executive Board Report (2013) to ECOSOC & FAO Council

<sup>108</sup> Documentary evidence indicates that this has in fact occurred in Guatemala also. In El Salvador, where national capacity levels are high, WFP works closely with government in its gender planning

<sup>109</sup> GIF Good Practice Notes (Gender Service). However, a review of UNHCR/WFP's food assistance to refugees in Bangladesh found gaps in protection and the exposure of women in camps to sexual and gender-based violence. WFP (2012) Synthesis Report of the Joint UNHCR/WFP Impact Evaluations on the Contribution of Food Assistance to Durable Solutions in Protracted Refugee Situations

111. Nevertheless, it is also clear that where a strong national framework and architecture for gender exists, and where internal capacity permits, WFP is responding positively to national demands. Examples include:

- *Sierra Leone*, where WFP is involved with the development of a National Gender Strategy
- *Ethiopia*, where WFP participates in the Working Group on Mainstreaming Gender in Disaster Risk Management
- *Malawi and El Salvador*, where WFP is a member of technical working groups on gender

112. At headquarters level, WFP has not proactively raised gender with its donor<sup>110</sup> or INGO<sup>111</sup> partners centrally, or demanded of INGOs that as key delivery agents, they fulfil WFP requirements on gender. It has however tried to respond to (limited) donor demands on gender corporately e.g. through the (albeit limited) increased presence of gender in the new Strategic Plan.

113. Collaboration with Rome Based Agencies has been relatively strong at headquarters, particularly in peer reviewing the UNSWAP. WFP has also participated in the development of a Joint UN programme on Accelerating Progress toward the Economic Empowerment of Rural Women' with IFAD, FAO and UN Women, though this is as-yet unfunded. A three year research programme on '*Innovations from the field: gender mainstreaming from the ground up for WFP*'<sup>112</sup> with the Institute of Development Studies seeks to identify lessons learned from gender-equitable food security programmes, with a particular emphasis on hearing 'voices from the field'. As of September 2013 this had received only one year's funding, but had reportedly begun to a promising start in Malawi and elsewhere.

## 4.2 ii Humanitarian and development results

114. The evaluation has also sought to assess progress against any humanitarian and development results that may have been generated by the 2009 Gender Policy. These have three levels: interim, medium-term and impact level. They are set out in the Logic Model above.

115. Tracking results has been the most challenging aspect of the evaluation, mainly because of the paucity of WFP's reporting on results, such as within Standard Project Reports.<sup>113</sup> Overall, the evidence base is limited here, and under-reporting is possible.<sup>114</sup> The analysis presented here is broad-brush, therefore. Numbers, where cited, are out of 20 portfolios or operations reviewed.

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<sup>110</sup> Interviews with donor partners centrally included Australia, Germany, CIDA and Norway. A CIDA-led Gender Assessment of WFP in 2011 noted a 'loss of momentum and institutional weaknesses' in WFP's addressing of gender equality issues. Particular weaknesses included: concrete information on programming results related to gender equality and women's empowerment; a supportive institutional policy framework and enabling environment; and institutional momentum and commitment. CIDA (2011) Gender Equality Institutional Commitment, WFP (version agreed by CIDA and WFP, June 2011)

<sup>111</sup> Those interviewed for the evaluation included: ACTED, IFRC, NRC, MSF, Plan International and Samaritan's Purse

<sup>112</sup> The research countries identified are Guatemala, Kenya, Lesotho, Malawi and Senegal.

<sup>113</sup> Standard Project Reports supply quantitative data against the Enhanced Commitments to Women only until 2012 changes. Some operations and country portfolios have been evaluated, but within the sample analysed, many had not. Emergency focused operations, such as in DRC or Syria Regional Emergency Programme, limit their reporting to SPRs. However Country Portfolio Evaluations provided valuable sources of results data, as did fieldwork in four countries.

<sup>114</sup> A finding mirrored in evaluations included in AfDB (2012) and ECG (2012) syntheses

## ***Interim results***

116. Interim results ask whether WFP has delivered some initial changes in the lives of its beneficiaries at country level. The results reflect the diverse nature of WFP's assistance in different contexts, from pure humanitarian, such as the Syria Regional Emergency programme, to a more development-orientated environment such as Bangladesh, where there is greater scope for more transformative activity to take place related to food security.

117. At the same time, WFP is undergoing its own transformation, from Food Aid to Food Assistance. This approach seeks to gear WFP's efforts away from merely input or output level results and towards the use of new tools, such as cash and vouchers; and an emphasis on capacity development and strengthened partnerships.

118. In order to analyse WFP's achievement of gender results, therefore, the evaluation has mapped performance against intended results onto the following quadrant. This shows a continuum of:

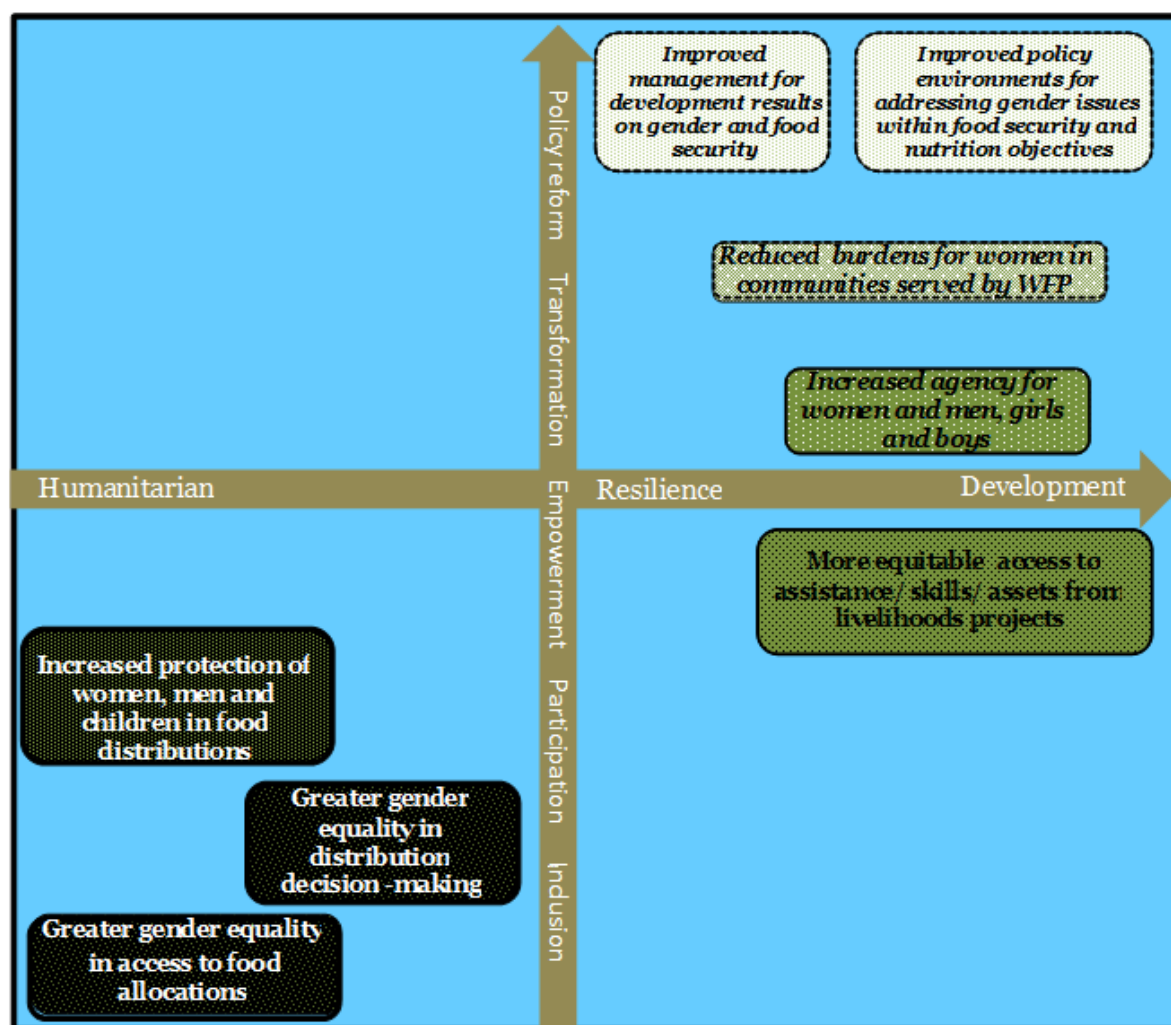
- On the vertical axis: the *nature* of the different results areas on a continuum of gender-focused activity – the inclusion of women, their participation, empowerment or a more transformational model of gender. At the top of this axis is policy reform, which reflects shifts in the national environment for gender
- On the horizontal axis, the continuum from *humanitarian to development-oriented* assistance
- The *density of results* is also shown in different sectors of the quadrant, represented by the depth of shading.







119. The full tables to support this analysis are available at Annex 18. These also set out, where relevant, the strategies employed for achieving results.<sup>115</sup>

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<sup>115</sup> Findings derived by systematically collating evidence from field, desk and operations study, and from the 'low prevalence' operations reviews as far as possible, and mapping the resulting evidence onto the continuum of results. Density of results is related to numbers of sample country portfolios / operations indicating positive results in this area. Negative results are also reported in the tables at Annex 18. Any positive trajectory since 2009 has been taken as a 'positive' result, and examples of any particularly noticeable positive trajectory – of which only a few examples emerged – are flagged in the text or at Annex 18

**Figure 6: Results of the 2009 Gender Policy**



<b>KEY</b>		= Very strong evidence of positive results		= Limited evidence of positive results
		= Strong evidence of positive results		= Little evidence of positive results
		= Some evidence of positive results		= One instance of a positive result

120. The greatest **concentration** of results is, unsurprisingly, in: ensuring *greater gender equity in access to food allocations in communities served by WFP*,<sup>116</sup> where each country portfolio or operation showed positive evidence; and *ensuring gender equality in decision-making surrounding food distribution*.<sup>117</sup> Both are core indicators (from the former 2003-2007 Policy) of WFP’s Standard Project Reports; with data disaggregation by women and men a key monitoring requirement

116 Evidence here derived from analysis of SPR ECW indicators in the period 2009-2012, reviewing for trajectories of upwards change. All 20 portfolios / operations analysed showed positive results in terms of greater gender equity in terms of access to food distributions since 2009. 11/20 portfolios/operations showed evidence of increased protection in WFP food distributions.

117 Positive evidence from 14 relevant portfolios or operations here - DRC, Bangladesh, Burkina, El Salvador, Ethiopia, Haiti, Malawi, Somalia, Tunisia, Yemen, Haiti, Ghana, Mauritania, Palestine. Negative evidence (i.e. gender equity fell short of targets in e.g. Food Distribution Committees) from Pakistan, South Sudan, Congo Brazzaville and Laos. Blanket targeting is applied in the Syria Regional EMOP, and no evidence was available from Cote d’Ivoire

for WFP's country teams and monitoring partners. They therefore reflect the prevalence of reporting in these areas.

121. WFP's main strategies for contributing to these results included:

- Placing women's names on distribution cards (as in DRC and Ethiopia)
- Ensuring that protection measures are in place at point of delivery (examples from general food distribution in DRC, Syria regional EMOP, Congo Brazzaville)
- Deploying school feeding modalities targeting girls (including the use of take-home rations in e.g. Ethiopia, resulting in higher than average enrolment /reduced drop-out rates)
- Ensuring that women were represented in leadership roles on food distribution /and on management committees.

122. However:

- These indicators do not reflect a gender-sensitive approach, but rather 'the inclusion/participation of women'
- From neither indicator is it possible to tell whether distribution has led to more equitable intra-household consumption
- Some humanitarian operations (e.g. DRC, Syria Regional EMOP) include blanket targeting in refugee / IDP camps. Where the majority of beneficiaries are women, as in DRC, this provides comfort in terms of 'numbers reached' but is also a likely indicator of the greater vulnerability of women, rather than a proactive approach to gender equality.

123. Eleven portfolios / operations reviewed also showed clear evidence of *increased protection of women, men and children in WFP food distributions* – in large part due to implementing the strategies and guidance of WFP's Protection Policy<sup>118</sup> within humanitarian operations.

124. Deploying modalities such as Food for Work as part of resilience in some contexts has allowed for WFP to show progression towards the *participation and empowerment* stage of the continuum. At least 5 portfolios or operations showed clear evidence of positive results<sup>119</sup> including the gaining of skills / livelihoods / economic benefits from WFP's livelihoods projects. Examples include DRC, where staff's knowledge of the difficult conditions facing female survivors of Gender Based Violence led to the development of a Food For Training programme tailored to such individuals, to help them 'get a start' onto the recovery ladder; and Ethiopia where learning from the WFP MERET programme fed into women-friendly provisions in design of the national Productive Safety Net Programme (PSNP).

125. There is also some evidence of results delivered at the *transformation* end of the spectrum. The evaluation found positive evidence from five portfolios / operations – mainly in development-focused contexts - of increased agency for women in household decision-making in some communities served by WFP, and

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<sup>118</sup> WFP's 2013 Synthesis of Joint UNHCR/WFP Impact Evaluations on the Contribution of Food Assistance to Durable Solutions in Protracted Refugee Situations is also clear on this point.

<sup>119</sup> DRC, Bangladesh, Burkina Faso, Ethiopia, Somalia. In 12 countries this results area was not relevant: Congo, Haiti, Laos, Syria Regional EMOP, Cote d'Ivoire, Ghana, Malawi, Palestine, South Sudan, Tunisia, Yemen, Zimbabwe. In Pakistan, 25% of Food for Work participants were women.



some limited (though unverifiable) evidence in two more.<sup>120</sup> There is also evidence in three portfolios / operations of women's burdens being reduced in some communities served by WFP.<sup>121</sup>

126. However, the density of results is closely correlated to evidence availability – whether Food for Work/Food for Assets programmes are in place and evaluations or impact assessments conducted. The main contributory factors identified were social safety nets programmes (such as the FSUP programme in Bangladesh, and the PSNP and MERET programmes in Ethiopia) and/or explicitly-empowerment-focused P4P or Food for Work programmes, such as in DRC.

127. Finally, in terms of policy-level reforms: there is also positive evidence from around half the relevant portfolios/operations<sup>122</sup> of an improved policy environment and/or managing for development results for addressing gender issues within food security and nutrition objectives. Key contributions included:

- Involvement in national policy dialogue fora (all)
- Participating in the development of a national plan on gender (Bangladesh, El Salvador)
- Engagement in an inter-agency task force on gender (Malawi, El Salvador, Sierra Leone)
- Participation in social safety net or development programmes which included a transformative dimension (Bangladesh and El Salvador)
- Explicit gearing of WFP intended results to those of the national gender policy (Burkina Faso, El Salvador)
- Efforts to build and participate in thematic groups tasked to improve the management of development results in specific areas (Ethiopia)

### ***Medium term results***

128. The evaluation also sought evidence of any medium-term changes, or progression towards these, that could be evidenced from desk and field study in particular. These are linked to the interim results above.

129. Unsurprisingly, the evaluation finds *limited evidence* overall of these medium term effects. These sorts of changes require long-term engagement, usually through programmes with an explicit focus on linking food security to empowerment, and to embed robust evaluation or impact assessment strategies.

130. There is solid evidence of increased *food security and empowerment for women and girls in communities served by WFP*, with evidence of such changes in eight portfolios or operations.<sup>123</sup> The main pathway of contribution here has been WFP's participation in multi-year food security programmes which include a resilience/livelihoods/ safety nets dimension, often (though not always) large-scale,. These frequently include elements of transformation in their design. School feeding initiatives which have evaluated girls' educational enrolment and attainment have been another channel to results.

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<sup>120</sup> Bangladesh, Burkina Faso, El Salvador, Ethiopia, Malawi. Some evidence of change in Cote d'Ivoire, Ghana

<sup>121</sup> Ethiopia, Bangladesh and DRC (though evidence here is anecdotal only)

<sup>122</sup> Evidence only available from desk and field study here. Bangladesh, El Salvador, Ethiopia, Burkina Faso. Some evidence from Ghana (although this could not be verified)

<sup>123</sup> Bangladesh, Burkina, Ethiopia, Ghana, Malawi, El Salvador, Somalia and Yemen

#### **Box 4: Gender Results in Bangladesh**

*In Bangladesh, the Food Security for the Ultra Poor project has shown household asset growth and social capital increase, leading to enhanced food security and empowerment for women:*

- *500% increase in average income of women*
- *3 times increase in household assets*
- *450% increase in women's savings*
- *household income sources diversified to 5 sources*
- *350% average savings increase per woman*
- *360% increase in productive asset value*
- *300% increase in non-productive asset value<sup>124</sup>*

131. In more emergency focused / protracted relief operations, such as those in Syria or DRC, sustained improvements in food security or empowerment are extremely difficult to achieve through the immediate-response type modalities being applied and without responses being geared to medium term-change.

132. In terms of *improving gender relations in households, camps and communities served by WFP*, the only robust positive evidence encountered here comes from the Bangladesh Food Security for the Ultra Poor project, where improvements were found in women's social space, mobility, networking and in their household relationships and decision making on household investment and expenditure. A Joint Programme UN programme in Ethiopia has also provided evidence of changed community practices related to early marriage and early changes to gender division of labour in households.<sup>125</sup> Again, WFP's contribution here is part of a gender- focused effort by the wider development community.

133. Nearly all the portfolios and programmes examined<sup>126</sup> do indirectly *support the Beijing Platform for Action, CEDAW and Resolution 1325*. However, very few initiatives are explicitly designed for, and geared towards these (the only such evidence arises from operations in Bangladesh, El Salvador and Malawi).

134. Finally, there is also evidence that WFP has contributed to developing a *mutually accountable development partnership for gender* in four<sup>127</sup> countries of operation. Here, greater mutual accountability among partners is seen, for example through participation in the development of joint results frameworks.

#### ***Impact level results***

135. The final layer of results in the Effectiveness Framework is the impact level. In an effort to trace any improvements or changes at this level back to WFP's efforts in the country, the evaluation selected - for the seven relevant field and desk studies respectively,<sup>128</sup> as a balanced sample – the following indicators of change:

- *National and international commitments on gender*– the Gender Inequality Index (GII)

<sup>124</sup> Brac University , 2012, WFP Food Security for the Ultra Poor (FSUP), Outcome Survey Report (2012)

<sup>125</sup> Food Security for the Ultra Poor. Lessons Learned Report 2012; WFP Bangladesh 2012. page 16 and 31.MDG-F (2013) Leave No Woman Behind Joint Programme Final Evaluation, cited in Ethiopia Aide Memoire

<sup>126</sup> E.g. the Syria regional EMOP where targeting is blanket and there are no other gender-focused initiatives

<sup>127</sup> Bangladesh, El Salvador, Burkina Faso and DRC

<sup>128</sup> Syria excluded given the regional nature of the operation there.

- *Food security for vulnerable groups* - MDG Indicator for Goal 1, Target 1.C: Halve, between 1990 and 2015, the proportion of people suffering from hunger
- *Equitable development* – Inequality-adjusted Human Development Index (HDI).

136. These indicators were then applied to the seven relevant countries, to assess whether a) change has occurred and b) if so, whether WFP could *plausibly have contributed* to any such change, based on the analysis above. The relevant data is at Annex 19, but in summary:

- For gender inequality, there is a *common trend of improvement*, though these have been limited in some cases<sup>129</sup>
- From 2010 - 2011 (the latest date for which data is available) there has been *uneven progress* in reducing the proportion of people who suffer from hunger across the seven countries<sup>130</sup>
- All seven countries show an *improvement in the inequality-adjusted HDI* since 2010.<sup>131</sup>

137. Given the very limited contribution of WFPs activities to medium term results evidenced above, however, it would *not be robust* to draw plausible connections between WFP's operations and these results. The only exception might be where WFP has participated in a large-scale, multi-donor development programme which has in itself contributed towards these results (as evidence, for example, the Vulnerable Group Development Programme in Bangladesh or the PSNP programme in Ethiopia would indicate).

#### **4.3 Why did the Policy achieve its results? - Factors**

138. In this section we examine why the Policy produced the results it did and/or failed to produce its expected results.

139. The factors influencing the achievement of the results outlined above can be divided into: a) internal – those which lie wholly within WFP's control - and b) external, or those which lie outside WFP's control, but which WFP may leverage in its efforts to support Policy implementation.

#### **SUMMARY NARRATIVE: FACTORS IN RESULTS**

Both internal and external factors have influenced Policy effectiveness. Overall, external factors have formed the major drivers for implementation.

A number of the key *internal requirements* for institutionalisation of a gender policy were only partially met in WFP. This impacted on the 2009 Gender Policy's traction within the organisation, and ultimately, the results it has delivered. Such requirements include: the limited quality of the Policy itself and insufficient leadership, communication, human and financial resources. Significant strides have

<sup>129</sup> All countries show improvement other than Burkina Faso. No data is available for Ethiopia.

<sup>130</sup> In the extremely short timeframe of two years for which data is available: Bangladesh, Malawi and Ethiopia shows a slight improvement; Burkina, El Salvador and DRC a regression; and Ghana and Syria no change

<sup>131</sup> Albeit with an improvement from 2010-2011 then meeting with a fall back in 2011-2012 (though still to above 2010 levels) for Burkina, Ethiopia and Malawi

been made to strengthen accountability but these have not yet borne fruit.

*External factors*, including the UN system-wide drive for increased accountability for gender and, even more so, WFP's response to national context and gender realities on the ground, have primarily driven WFP's gender efforts. The in-country enabling environment and the extent and nature of WFP's strategic partnerships have also played a major part in results, with sustainable results more evident where WFP has capitalised on its comparative advantage. The new corporate focus on integration of gender into organisational change processes augurs well for change going forward.

### ***Constraining factors***

140. A range of factors constrained the implementation of the 2009 Gender Policy. Mainly internal, these are summarised below.

#### **Constraining factors: INTERNAL**

- Shortcomings in the Policy's vision, clarity and coherence, which limited traction
- Inadequate rigour in technical scrutiny and approval of the Policy document
- Absence of an agreed supportive corporate-level accountability framework
- Insufficient leadership and management drive
- Responsibilities not communicated to staff
- Lack of resourcing (human and financial) leading to shortage in technical capacity and skills for gender mainstreaming across the organisation
- Limited efforts at communication and dissemination
- Lack of operational modalities/business procedures to support gender mainstreaming
- Gender Parity statistics in staffing which have moved little
- Organisational culture – imperfectly institutionalised shift from food aid-food assistance.

#### **Constraining factors: EXTERNAL**

- Limited overall WFP financing;
- Limited external partner (donors / partner governments) pressure;
- A lack of significant investment in establishing and nurturing strategic partnerships for work on gender, particularly at country level.

### ***Constraining factors - internal***

141. As a Policy instrument, geared at creating a 'game change' within WFP, the 2009 Gender Policy suffered a number of *quality limitations from the outset*. Documented above, these included the lack of a clear and substantiated humanitarian / development vision (including a theory of change); the lack of a *supportive corporate-level accountability framework*; and little explanation of what the core *conceptual shifts* proposed in the Policy – from women to gender – meant in practical terms. It also contained a number of assumptions, which subsequently undermined its implementation.

142. *Additionally, leadership and senior management support* for Policy launch was limited, at a time when organisational buy-in was needed most. Limited high

level internal ‘push’ was provided to support implementation.<sup>132</sup> Gender remained as a largely silo’d issue, whose responsibility rested largely with the Gender Service/Office, rather than as an issue needing comprehensive ownership across, and a drive from within, the institution. This decline in internal ‘push’ was reflected by the 2008 Gender Policy Evaluation, which spoke of ‘extraordinary corporate leadership and staff commitment’ in the early years of the ECW Policy, and a ‘downward slide’ in subsequent years.<sup>133</sup>

143. Critically, the *rigour of technical scrutiny and approval* was inadequate. The Executive Board provided the final endorsement and sign-off for the Policy at its first session in 2009, with informal consultations having taken place previously.<sup>134</sup> Technical issues were raised, such as the absence of a focus on gender in emergencies by members. However, these were not referred back to WFP for incorporation, or for any redrafting to take place. Within the same session, questions were raised and endorsement provided.<sup>135</sup>

144. Little technical scrutiny or oversight was therefore available as part of the Policy approval process. Both this, and the lack of further raising of the Gender Policy on the Executive Board’s agenda until 2012, imply little intensive engagement by the Executive Board in the Policy development/ approval process and its implementation.

145. *Mechanisms and incentives for Gender Policy implementation were, overall, weak and under-resourced.* Responsibilities were not communicated to relevant staff and individual staff members were not subsequently held accountable. Many would feel justified in not being held to account, as nominal responsibility did not come with resources/a plan for resourcing.

146. *Financial resourcing* for CAP implementation has also been insufficient, with only \$2.7m available (wholly from extra-budgetary sources and on a piecemeal basis) of the \$5m support required over two years.<sup>136</sup> Excluding resources raised for the Gender Innovations Fund, 46% remains unfunded. This has compromised potential achievement and any hope of a comprehensive approach, particularly since funds were provided by donors piecemeal. The pattern is changing in 2013,<sup>137</sup> but to date, resource commitments, particularly from WFP, have not been commensurate with Policy commitments.

147. *Human capacity* for implementation has been wholly inadequate, as section 4.1 above explains. One core staff accompanied by short term consultants in the Gender Service could not possibly provide the support required for 11,000 plus staff in WFP. Nor did reporting lines at the time endorse high-level prioritisation of gender for WFP.

148. The Policy adopted a *projectised approach* rather than the sort of systemic reform advocated by the 2008 evaluation of the predecessor 2003-7 Policy. In its quest for realism, it devolved change to specific initiatives, namely the Gender

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<sup>132</sup> Evidence from Gender Policy evaluation syntheses recognises the importance of senior level leadership, but also the difficulties of securing this at a time of institutional change. See AfDB(2012) *op.cit* and ECG (2012) *op.cit*.

<sup>133</sup> WFP (2008) Gender Policy Evaluation

<sup>134</sup> Evidence from interviews and records of Executive Board First Regular Session - 09 - 11 February 2009; Executive Board Second Regular Session - 09 - 13 November 2009

<sup>135</sup> EB.1/2009 – Agenda Item 5 a) WFP’s Gender Policy

<sup>136</sup> See Annex 15. \$ 2.6m was made available to cover staff costs through the Project Support and Administration budget but this does not reflect the activities of the CAP. Annex 15 provides a detailed record of funding contributions received, but these are spread over a three year period, with the bulk starting in 2011. Capacity development was only funded to 29% of requirements

<sup>137</sup> WFP CAP updates 2012 and 2013; budget and staffing data

Innovations Fund, and the Gender Advocates Network. This left catalytic change dependent on individual initiatives, which went unaccompanied by the sort of operational and business practice changes required, as this evaluation has documented. It represented a *dilution of ambition* therefore.

149. Efforts at *communication and dissemination* left a relatively light corporate footprint Unlike the previous ECW Policy, the 2009 Gender Policy did not have a formal communications and dissemination strategy, and associated budget and thus efforts were piecemeal rather than comprehensive. A two page Policy Brief was produced<sup>138</sup> and dissemination and communication to country offices also took place though, as discussed, the ‘footprint’ generated was relatively light.<sup>139</sup> The Policy is consequently not seen as a ‘signature’ document for the institution among current staff. It was also not converted into specific operational guidance for staff, to support its translation into practical actions on the ground.

150. There has been a lack of *system-wide comprehensive operational and business procedures* to support gender mainstreaming. Programme design and approval processes do not integrate gender issues beyond the minimum; financial budgeting and tracking systems do not require or allow for the tracking of budget allocations to gender; and gender is not embedded within audit systems – meaning that it is not perceived as a risk at country level. Gender is not yet systematically integrated into *evaluation systems and processes*, or centrally-commissioned evaluative outputs themselves, though there is evidence of an upwards trajectory.<sup>140</sup>

151. While extrinsic to the Gender Policy, and lacking evidence of a causal link to effectiveness on gender, an organisation’s commitment to gender equality can be assessed by the *gender balance it achieves in staffing*. In WFP, Gender Parity statistics have moved little, despite corporate commitment and a key performance indicator in senior managers PACE on this. Headline statistics are routinely provided and reported on but data beneath the headlines are not consistently presented in Annual Performance Reports to support identification of trends and where attention is most needed. Inadequate action is being taken to diagnose and address particular problems and blockages; and devolved accountability is lacking<sup>141</sup> (see Annex 20).

152. WFP’s organisational culture in many areas still has not fully incorporated the mandate shift from *food aid to food assistance*, as evidence from other studies conveys.<sup>142</sup> The related implications for work on issues such as gender are therefore unclarified and unprioritised within the institution.

### ***Constraining factors – external***

153. The following external factors have also limited implementation (and consequently the delivery of results):

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<sup>138</sup> EB.1/2009/5-A/Rev.1

<sup>139</sup> The Corporate Action Plan was disseminated in 2010 to all Country Offices, with a request for feedback. Individual dialogues were held with WFP staff at HQ and field level to develop the indicators of the GMAF. A meeting of gender advocates on the Policy and shift from gender focal point system was held in Cairo in late 2009.

<sup>140</sup> Analysis of a sample of Evaluation reports since 2010 (13 Country Portfolio Evaluations; 7 Impact Assessments; 4 Strategic Evaluations) indicates an upward trend in reflection of gender in evaluations up to 2012. Of 13 Country Portfolio Evaluations, only three explicitly reference the 2009 Gender Policy. Guidance to evaluators does not yet include comprehensive directives on the integration of gender – though this is something that WFP’s Office of Evaluation has committed to address in 2013. Annual Evaluation Reports reflect a similar trajectory, with the 2010 and 2011 reports making little reference to gender, but with a more intensive focus in 2012. Beck, T (2012) Report on the 2012 Gender meta-evaluation of WFP’s evaluation report

<sup>141</sup> Review of APRs 2008-2012 and human resource materials

<sup>142</sup> WFP (2012) Synthesis Report of the Joint UNHCR/WFP Impact Evaluations on the Contribution of Food Assistance to Durable Solutions In Protracted Refugee Situations

154. *Funding levels:* WFP is dependent on fund raising to finance its programmes. APRs regularly report funding gaps. This stood at 42% for 2012 and stood at an average of 40% over the time frame of this Policy.<sup>143</sup> Such constraints inevitably place a strain on an organisation and poses dilemmas in particular where choices sometimes have to be made between providing food and saving lives, or investing in support to a Policy on e.g. gender.

155. *Partner pressure:* Some key donors have placed pressure on WFP to improve its efforts on gender, most notably CIDA, reflected in its 2011 institutional assessment of WFP’s gender mainstreaming capacity. Member states and donors through the Executive Board also placed pressure at the time of the presentation of the CAP Update in 2012, and subsequently at the Update on the GMAF in 2013, but the gap from 2009 to 2012 meant that little pressure was exerted in the first two years of Policy implementation. At field level, the evaluation has not found evidence of donors demanding greater action from WFP for gender.

156. As documented in Section 3 above, there has been a lack of significant investment in *establishing and nurturing strategic partnerships for work on gender*, particularly at country level. This is particularly important given: a) the lack of internal capacity within WFP for gender documented above, b) resource constraints and c) the fact that WFP cannot undertake all areas of work by itself.

### **Supporting factors**

157. Conversely, a number of factors have supported Policy implementation; and WFP’s work on gender more broadly. These are fewer, and mainly external.

<b>Supporting factors: INTERNAL</b>
<ul style="list-style-type: none"> <li>• Efforts at consultation during Policy development</li> <li>• Commitment of some WFP staff in country and at headquarters</li> </ul>
<b>Supporting factors: EXTERNAL</b>
<ul style="list-style-type: none"> <li>• Contextual demands – gender barriers affecting food security and nutrition; access to education; access to livelihoods etc. Some supportive national government policy frameworks and UNDAFs</li> <li>• UN SWAP building peer pressure on accountability from 2012</li> <li>• Donor funded programmes with built in requirement for gender</li> </ul>

### **Supporting factors - internal**

158. *Consultation:* The 2003-2007 Policy had been developed following extensive *consultation*,<sup>144</sup> resourced as part of the Policy development process. It has not been possible to develop a precise figure of WFP’s investment in the 2009 Policy’s development.<sup>145</sup> Yet it appears *significant efforts* were made at consultation across partners,<sup>146</sup> as well as a questionnaire sent to Gender Focal Points.<sup>147</sup> An HQ-level

<sup>143</sup> WFP (2013) Update on WFP’s Role in the Humanitarian Assistance System

<sup>144</sup> As documented in the 2008 Evaluation paras 18-20 – ‘Preparation of the Gender Policy involved a systematic and extensive review and consultation process with WFP country office, regional bureau and Headquarters staff; partners in the United Nations; host governments; and the NGO community’

<sup>145</sup> Budget allocations are not available from within the corporate Management Plans of WFP, and given staff turnover in the Gender Unit, no records of accounts from 2009-2011 were available. However, accounts from leadership within the Gender Unit at the time indicate significant resource constraints.

<sup>146</sup> These included a range of HQ-level discussions with individual policy and programme staff; consultations with donors, Rome Based Agencies and NGOs. Evidence supplied by former members of the Gender UNit

<sup>147</sup> WFP 2007. Gender Focal Point Survey. Desk Review of the ECW Implementation and Views from WFP Gender Focal Points/Teams. Rome.

consultation was held in December 2009, which combined work on Maternal and Child Health and Nutrition with gender (funded by CIDA).<sup>148</sup>

159. Whilst these efforts were not sustained during Policy implementation, they did ensure that the Policy development process was grounded in an understanding of priorities of the time. The concerns arising – a focus on context; the need for institutional change; and the shift from ‘women’ to ‘gender’ – were taken forward into Policy design.

160. *Outreach and staff commitment:* WFP’s major comparative advantage is its direct outreach to beneficiaries – which means that its workforce gathers knowledge and information about the gender issues integral to food security in these locations. Combined with available analyses and discussions with other development partners, and where supportive management, resources and other conditions permit, staff can try to respond to these needs in tailored programmes.

161. Such approaches, however, are varied and unsystematised. They commonly occur on a projectised basis, rather than as part of a comprehensive Country Office response to gender equality or women’s empowerment.<sup>149</sup> They are also largely disconnected from the 2009 Gender Policy. This level of responsiveness to context is praiseworthy, but does demonstrate the limits of the Policy document in driving, guiding or even informing country level activities on gender.

162. They also do not constitute a proactive approach to Policy implementation – but rather, a responsive adaptation to context, and recognition that gender is one of the major causes of inequality, food insecurity and poverty that development actors, including national governments, face.

163. Such commitment has also played out tangibly in individual efforts to interpret and respond to the Policy at country level. For example, in DRC, South Sudan and Ethiopia, country focal points for gender translated the Policy commitments into proposed action plans for the Country Office, though these were neither tracked or followed through.

### ***Supporting factors – external***

164. *Country context* By far the major driver for WFP’s gender work at field level is the national context on gender – including national priorities, policies and plans; the national and UN development co-operation architecture and the engagement of WFP within these; the immediate gender needs confronting WFP from its beneficiaries; the political economy features of the environment (including decentralisation); and the good relationships WFP has with its partners, whether government, donor or civil society.

165. At country level, a major factor in shaping the understanding of, and vision for, gender in the Country Office is *the surrounding architecture and policy frameworks*. Analysis finds that where robust surrounding policy frameworks provide a ‘clear steer’ to WFP on gender, this can stimulate an organisational response. For example:

- In El Salvador, WFP is a member of a joint agency group on gender, who liaise closely with government counterparts on joint issues of concern

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<sup>148</sup> Notes from meeting with Country Directors and staff 9-12 December 2009

<sup>149</sup> Exceptions include programmes in El Salvador, Malawi, Ghana and Bangladesh



- In Sierra Leone, Peru, Iraq and Egypt an intensified focus on gender applied by national Governments has been responded to by WFP.

166. NGOs by contrast are perceived mainly as implementing partners – and as such, are not perceived to have placed pressure on WFP at field level in terms of gender. This is a systemic, rather than a gender-specific issue. By contrast, the integration of gender into Field Level Agreements in some instances indicates some effort by WFP to hold its partners accountable for gender – though this has suffered from weak follow-through.

167. At country level, Policy implementation does not appear to have been directly supported by WFP’s involvement in the cluster system, given WFP’s tangential involvement at best in the gender-related fora and groups.

168. *Surrounding UNDAFs* have been a major influence in some locations. A strong UNDAF can provide an entry-point and potentially supportive environment for WFP to engage in gender. In Yemen, for example, WFP has responded to the demands of the UNDAF – itself shaped by national policy frameworks – by engaging substantively in gender-related work.<sup>150</sup> However, this is not a determining factor: by contrast, in Ghana, despite a strongly gender-focused UNDAF, WFP’s actions remain quite focused on practical gender needs; and in Afghanistan, WFP has progressed its actions on gender even in the absence of a supportive UNDAF.

169. *Donor funded programmes with built in requirement for gender* have also supported Policy implementation. Involvement in some Joint Programmes on gender, such as in Ethiopia, has facilitated the development of new partnerships with government officials responsible for gender and with UN agencies (such as UNFPA) with experience in working with women and men on gender issues – thus helping realise one of the new programming dimensions of the Policy.<sup>151</sup>

170. The *UN system-wide movement* towards greater accountability for gender, and particularly the System Wide Action Plan, reporting framework and Gender Marker mechanism, has had a relatively significant influence on WFP’s business processes. The 2013 informal self-assessment required a range of WFP business areas to report on and account for their performance on gender.<sup>152</sup> This was taken more seriously in some divisions than others,<sup>153</sup> but on the whole, WFP has acted responsively here; completing the SWAP reporting process; developing the Gender Marker to enable corporate reporting on gender; drafting the GMAF with the SWAP indicators and targets; and engaging with the Gender Marker of the SWAP within the cluster system.

171. As the momentum for accountability grows therefore, WFP is ‘joining the stream’ albeit not yet fully joined up.

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<sup>150</sup> WFP (2011) Yemen Country Portfolio Evaluation

<sup>151</sup> MDG-F (2013) Final Evaluation Leave no Woman Behind

<sup>152</sup> WFP (Feb 2013) UN SWAP Report

<sup>153</sup> With for example Office of Evaluation commissioning a study (funded by the Gender Unit) to assess the performance of evaluations against the relevant criteria

## 5. Conclusions

*‘It is time to put women and girls front and centre and to back up political rhetoric with action’<sup>154</sup>*

### Summary Assessment of Achievement

172. This evaluation has sought to assess WFP’s progress to date against its 2009 Gender Policy’s vision and objectives. Its summary assessment is as follows:<sup>155</sup>

Policy commitment	Status October 2013
<b>Vision:</b> <i>To create an enabling environment in WFP for promoting gender equality and the empowerment of women</i>	<b>Limited progress</b> – the Policy has had only limited influence on WFP’s institutional environment, though this is now changing with evidence of greater momentum and commitment since the Fit for Purpose process and strengthened leadership.
<b>Objective 1</b> <i>Improve the effectiveness and sustainability of WFP programmes addressing hunger in partner countries</i>	<b>Partially achieved</b> - there is evidence of gender-sensitive programming taking place at country level, but this is a) where a conducive environment exists and conditions permit, b) where gender-related needs are recognised and responded to by WFP staff and c) unguided by the Policy.
<b>2 Strengthen and maintain an institutional environment that supports and encourages gender mainstreaming</b>	<b>Partially achieved</b> –the Policy has not significantly influenced the institutional capacity or commitment of WFP to mainstream gender. Much groundwork has been done on building the accountability framework, but changes have not yet borne fruit.
<b>3 Promote the integration of a gender perspective into the food and nutrition policies, programmes and projects of partner countries and co-operating partners</b>	<b>Partially achieved.</b> Little evidence of WFP raising gender in dialogue and policy discussions at country level, though evidence of positive response where the surrounding environment provides ‘push’.

### Conclusions: The Quality of the Policy

173. The 2009 Gender Policy built on the efforts of its 2003-2007 predecessor, and associated 2008 Evaluation, to remove some of the institutional barriers perceived at the time as preventing WFP from making a step-change in its efforts on gender and food security. In its shift from ‘women’ to ‘gender’, and in its effort to locate the responsibility for gender ‘*across the house*’ of WFP, it presented an innovative and in some ways progressive approach. It also sought realism, mindful of the pitfalls of ambition in an environment of highly constrained resources. In this, it represented a tool for its time.

<sup>154</sup> <http://www.oecd.org/dac/gender-development/unfinishedbusiness-womenandgirlsfrontandcentrebeyond2015.htm>

<sup>155</sup> Annex 27 also contains an assessment of the findings against the evaluation required criteria.

174. However, time and resource constraints meant that the Policy's vision for gender in WFP – the cornerstone of both relevance and ownership - was neither collectively developed nor widely shared. Its lack of connection to a *humanitarian and development* vision – of changes in the lives of beneficiaries – and the absence of accompanying practical guidance, compromised its immediate relevance to country operations.

175. The Policy's quality was also compromised by the lack of strong analytical and theoretical bases. These are far from disconnected to WFP's practical *modus operandi* – they are the basis for understanding how change will occur; where WFP's comparative advantage lies; and how WFP's actions can support the achievement of wider goals and objectives, such as those of the wider UN system on gender equality. In their absence, the *role of gender in helping WFP achieve its mandate* was left inexplicit. So too was the *role of gender in its emergency work* – a critical dimension as WFP's 'core business'. *Assumptions* embedded in the Policy's internal logic went unquestioned and unchallenged.

176. In its *projectised approach* to institutional change, and in the absence of accompanying systemic and accountability reforms, the Policy was *self-limiting from the start*. Its dependence on the raising of extra-budgetary resources – and the significant resource constraints facing the Gender Service – rendered even its limited ambitions unrealisable.

177. Overall, therefore, apart from a committed few, the Policy's surrounding stakeholders – from the Executive Board through to country level staff – might be characterised as taking a '*benign interest*' in its implementation. There was no coherent understanding of what WFP would look like when it was '*fit for purpose*' to mainstream gender, and only a patchy recognition of a shared responsibility for achievement. *Ownership* 'across the house' has been universally low. Consequently, the Policy's quality as a tool for driving change was *compromised from the outset*.

178. Instead of a Policy document geared to attaining maximum results for WFP, therefore, the Policy was, in its efforts to be realistic, more of an *institutional mainstreaming strategy*; a statement of aspiration and necessary but insufficient steps, rather than a clear, humanitarian and development-focused vision and statement of intent. From the outset therefore, it failed to provide WFP with a guiding framework, or substantive driver for reform.

### **Conclusions: The Policy's Results**

179. At institutional level, the Policy has *partially achieved* what it set out to deliver. Its modest ambitions are perhaps validated by the limitations of its achievements. Positive gains include the recognition of gender in some of WFP's key policy areas (albeit from different perspectives) and within some programme designs. The latter remain heavily focused on the 'inclusion' of women and girls and responding to their practical needs – key in a humanitarian response setting, and a vast challenge in itself. WFP has also *responded positively* where the prevailing architecture and surrounding dialogue proactively guides effort on gender

180. There are many limitations however. Firstly, the Policy was not supported by a *comprehensive institutional commitment* in terms of human or financial resources, or business process reform. It struggled – and indeed continues to struggle – for implementation, therefore. The Gender Service, which prior to 2013 was understaffed, under-resourced and under-skilled, faced challenging demands across

the organisation – being asked to achieve the virtually impossible. *Capacity development* across the organisation has been low, with the Gender Advocate Network remaining untrained, unresourced and lacking clear objectives, guidance or time allocations in workplans.

181. *Corporate accountability requirements for gender* have remained weak, with neither overarching results frameworks nor individual staff performance compacts recognising the primacy of gender in achieving food security. *Corporate reporting* has consequently not prioritised gender; nor has greater reporting been demanded by WFP’s donors (in aggregate) or by its Executive Board.

182. The Policy’s *emphasis on the corporate level* compromised relevance to the ‘real world’ where the hard business of gender mainstreaming takes place, in the challenging and complex geographies in which WFP operates. The *absence of a shared and unified vision*, combined with a lack of guidance for staff, meant that, in the face of extreme demand and many competing agendas, many key staff simply disengaged from, or never engaged with, the Policy.

183. The Policy has produced some potentially *valuable humanitarian and development results*, though these remain largely concentrated at the ‘including women’ end of the spectrum. These reflect both the *density of the WFP portfolio* still located in these areas, for example in emergency relief operations, and the evidence base available. In conducive environments, *food assistance modalities* are showing promise in supporting women’s participation and empowerment; with WFP’s involvement in safety nets initiatives at the national level, and/or Food for Work or Training programmes, being powerful contributors. *P4P* has demonstrated tangible gender gains in a number of countries.

184. The evidence also shows some promising gains in WFP’s support for the development of *mutually-accountable national partnerships* for gender in food security. These are mainly occurring through involvement in gender-related dialogue fora at the national level, where they exist. Yet WFP has not capitalised on the possibilities for partnership; either at central or at field level. This is an especially critical ingredient going forward, given internal capacity limitations.

185. Even in the absence of a guiding framework, therefore, and without the benefit of extensive technical support, resourcing or other forms of advice, there is evidence that WFP staff in some contexts are *recognising the primacy of gender in food insecurity*; are *responding proactively*, if unguided by a common framework; and are drawing on national-level dialogue and discussions to inform their thinking. In face of a relative corporate vacuum therefore, the *upwards ‘push’ from the country level* reinforces the centrality of gender to WFP’s mandate and mission.

## **Conclusions: Factors creating results**

186. There are a number of reasons – both internal and external - why the 2009 Gender Policy and associated CAP have achieved the results set out above.

187. Critically, the Policy itself was *limited as an instrument for change*. Its implementation has been *partial at best*, even for a relatively low level of ambition. The assumptions embedded – and unquestioned – within it, subsequently prove themselves to be flawed. Absence of the requisite human and financial resources, of sustained leadership and drive from the top and of accountability from middle

management led in turn to other gaps and shortcomings, compromising implementation and limiting results.

188. The lack of clear guidance – and the absence of an explicit statement of roles and responsibilities down to field level – meant that the Policy’s perceived relevance at country level was compromised from the start. The *policy scrutiny and approval process* did not meet even minimum thresholds for quality.

189. The main supporting factors for WFP’s gender work lie outside of the corporate environment – in *increased UN accountability demands* for gender but, even more so, in the *national arena*. Even without a clear guiding framework from the Policy, or a set of tools to support their actions, *valuable work on gender* is taking place, though this is yet unsystematised and patchy, and unframed by a clear corporate vision for gender.

190. These factors call into question the value of the Policy as *an instrument for driving change*. The Policy and WFP’s humanitarian and development activity appear to be functioning in *separate and parallel universes*, without the points of intersection required to inform and influence each other.

191. Where *capacity, commitment and willingness* exist, along with *conducive national conditions*, WFP is therefore demonstrating its willingness in some contexts to ‘come to the table’. But this is not universal; and – other than within P4P - nor is it guided by any systematic approach, common framework, or indeed awareness of the 2009 Gender Policy. Such actions do however need *clearer framing, better guidance, and a more systematic and comprehensively committed approach* before WFP can make serious, and more systematic, inroads into improving the gender-sensitivity of its operations.

## **Moving forwards**

192. Despite the challenges and shortcomings documented in this evaluation of WFP’s 2009 Gender Policy, this report ends with a note of optimism. Clearly, Policy design and implementation have encountered challenges. Equally clearly, institutional commitment – and the commitment of donors, partners and other stakeholders involved – has not matched even the modest Policy aims.

193. However, there is evidence of a significant step forward in momentum at corporate level from 2012 onwards. Institutionalisation of the Policy has been invigorated within the momentum of the Fit-for-Purpose strategy, where it is ‘a cross cutting theme requiring the highest level of attention across the entire WFP organisation.’<sup>156</sup> This is taking place under the leadership of an Executive Director who has championed a higher profile for gender within WFP.<sup>157</sup> Additional staff and finance has been provided in 2013 to the Gender Office,<sup>158</sup> which now reports directly to the Office of the Deputy Executive Director/ Chief Operating Officer.

194. A new Strategic Plan 2014-17 will soon be in place which includes slightly greater reference to – though still limited accountability for – gender; and the associated Management Results Framework contains an indicator to track Gender

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<sup>156</sup> Fit for Purpose – WFP’s New Organisational Design (17-8-12)

<sup>157</sup> Opening remarks at the 2012 Annual Session

<sup>158</sup> The Gender Office was allocated two P-4 staff posts and one G-5 post in the 2013–2014 budget. This is part of the 89% increase in budget.

Marker performance. Key components of the accountability framework, such as the Gender Marker and reporting against UN-SWAP indicators are now in place.

195. The draft Gender Mainstreaming Accountability Framework, when finalised and rolled out, will provide clear standards and targets and devolved responsibilities. As of October 2013, gender is included within the performance compact of the Deputy Executive Director/Chief Operating Officer and also the Deputy Chief of Staff. An Executive Management retreat on gender – into which this evaluation will feed – is scheduled for late October 2013. A commitment is in place to initiatives such as gender-based budgeting and gender audits.<sup>159</sup> Annual reporting will take place to the Executive Board from 2012 on CAP progress and the Gender Mainstreaming Accountability Framework.

196. *Cause for optimism* exists, therefore. But going forward, WFP cannot be complacent. Commitments must be realised; progress built; on, and the momentum for change be accompanied by systemic and comprehensive reform. The lessons and recommendations below seek to support this process.

### **Lessons for the future**

27 The following key lessons have been identified, which may serve WFP in the future:

- A *strong policy architecture*, supported by clear results and accountability frameworks, specific guidance tools, and mandatory analysis and strategizing requirements which allow flexibility for contextual diversity, such as those provided by P4P (and to some extent WFP's Protection policy area) provide a supportive framework for the realisation of gender results;
- Supporting *multi-year social safety net and resilience programmes*, in which a gender focus is embedded, has more potential to generate medium-term gender-related changes than short-term emergency relief programmes, emphasising the need for context-specific objective setting;
- When mainstreaming a transversal, and indeed universal, issue such as gender, which does not fit neatly into existing corporate programming modalities or reporting formats, additional efforts must be made to *ensure accountability* at all levels within an organisation;
- Country Offices need *technical gender expertise*, or access to it, to guide gender mainstreaming. Voluntary initiatives alone, such as the Gender Advocates Network, cannot support the organisational and programmatic changes needed to mainstream gender equality. Responsibilities, time and resources need to be factored into job descriptions, work plans and performance appraisals; and seniority required.

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<sup>159</sup> update on GMAF Page 6

## SUMMARY CONCLUSION

This evaluation consequently concludes that the 2009 Gender Policy has suffered from *quality limitations* stemming from its conscious efforts at realism for WFP and its lack of an institutionally-owned central vision. Moreover, it has struggled to overcome the limited corporate recognition, commitment and leadership available to support its implementation.

WFP's institutional arrangements and incentives have *performed inadequately* to enable a systematic addressing of the Policy's commitments. This is resulting in a *fragmented institutional response* to generating the comprehensive body of gender-focused activity required to meet the Policy's – and indeed WFP's wider international - commitments.

However, a *growing body of gender-focused work* is evident at country level. This is producing potentially valuable results in terms of increasing equitable access to food allocations and decision-making on food distributions. New food assistance modalities are also helping support women's participation and empowerment gains. Such shifts are nonetheless unguided by any common central vision, framework or cross- learning from the Policy, but rather, being *driven from the bottom up*.

Going forward, these findings, along with the increasing momentum for accountability for gender equality and women's empowerment within the UN system; the lead-up to 2015; and the organisation's Fit for Purpose approach; validate and necessitate WFP adopting a *clearer position* and a *more comprehensive approach* to addressing gender within its policies, strategies and operations. A *shift in gear* - promised by reinvigorated leadership; accountability reforms; and a strengthened profile for gender - is essential if WFP's global and institutional commitments to gender are to be met, and its mandate fully and equitably realised.

## 6. ‘This Time Around?’ - Recommendations

*Most reforms, most problems are complicated. But to me there is nothing complicated about ordinary equality*<sup>160</sup>

197. This report’s recommendations arise from the findings and conclusions above. They were informed by a workshop in October 2013 attended by staff from across WFP’s programmes and business areas, Regional Bureaux and Country Offices. They are guided by the following organising principles:

- *‘When will we ever learn?’* Both evaluations of previous WFP Gender Policies noted similar shortcomings to this study: namely, limited corporate action for Policy implementation; weak accountability frameworks; and capacity constraints. If change is to happen this time around, WFP’s commitment to gender must be sincere and sustained, integrating gender in systems, ways of working and organisational culture.
- *A clear corporate understanding* must be established that gender mainstreaming will contribute to making WFP more effective in delivering on its mandate, rather than competing with it or with other priorities. Only through this – including a quality Policy document - will the necessary organisational traction be generated.
- *Everybody’s business:* A shift in mindset is needed. Namely, that gender is *everybody’s business*, whatever their institutional role and wherever their daily work takes place. Responsibility – including for the UNSWAP - does not sit within the Gender Office alone.
- *Failing to address gender poses risks* - not just to meeting WFP’s international and UN commitments, but also to humanitarian and development effectiveness. It also presents risks to WFP’s credibility and efficiency. Funding from donors is increasingly linked to results, particularly in the area of food assistance.
- *Leadership is essential and must be sustained.* Signs of greater momentum are positive, but must be matched with institutional commitment and follow-through. WFP’s leadership and oversight bodies must rise to the challenge and proactively pursue change. And WFP’s partners – including UN agencies, donors, partner governments and civil society– must combine demands for reform with supportive action, in order that WFP benefits from the wider experience and expertise it so badly needs.
- *Resources are necessary* to initiate and sustain the process of policy development and embedding. This will require money over the first two years to develop the Policy vision, theory of change and text; to develop the internal capacity required; and for dissemination. WFP will need to accurately cost the changes needed, and seek the resources required, not only for institutional change, but geared to results.

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<sup>160</sup> Alice Paul, American suffragist



198. Evidence indicates that integrating gender equality comprehensively into the culture and operations of an organisation requires *concentrated and consistent action*.<sup>161</sup> The following recommendations present not a ‘shopping list’ but a set of *minimum requirements* which can be feasibly achieved over a time frame to 2017. Annex 21 sets out some concrete proposed actions for operationalisation.

199. Finally, the authors caution strongly against ‘*cherry picking*’ or selecting easy options. A phased approach will be necessary, but success requires change across all critical dimensions - if ‘*this time around*’ is to prove a different story.

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<sup>161</sup> Norad (2006); AfDB (2012); ECG (2012) *ibid*

***‘This time around’: Gender in WFP 2014-2017***

<b>PRINCIPAL RECOMMENDATION 1: POLICY DEVELOPMENT, STRATEGISING AND PLANNING</b>	<b>Responsibility</b>
<p><b><i>1a Renew the Gender Policy over the period of a year</i></b></p> <p>The current Policy is no longer ‘fit for purpose’ in a changing institutional and global environment of accountability for gender results. It should be renewed and clearly connected to WFP’s Strategic and Management Results Frameworks for 2014-17.</p> <p>A new Policy should provide:</p> <ul style="list-style-type: none"> <li>a) A clear vision on the gender-related results to which WFP will contribute – and statement of ‘<i>what gender means for WFP</i>’;</li> <li>b) A strong evidence-based narrative showing the links between gender and WFP’s mandate (and a statement of WFP’s comparative advantage for gender);</li> <li>c) A theory of change through to expected results for beneficiaries, including for each Strategic Objective and;</li> <li>d) A credible framework for action.</li> </ul> <p>Policy development will require:</p> <ul style="list-style-type: none"> <li>a) Adequate dedicated time for a rigorous process; broad and deep consultation, particularly at field level; a review of partnerships; and sound dissemination strategies;</li> <li>b) Resourcing: ‘seed funding’ for the first two years to which both donors and WFP should contribute. The volume of resourcing should be clear in advance to facilitate planning and prioritisation;</li> <li>c) Guidance from a WFP-wide high-level Steering Group, which is WFP-wide and can draw on the resources of a Technical Advisory Group, comprising internal and external expertisel</li> <li>d) Intensive scrutiny, including rigorous Executive Board oversight and approval.</li> </ul>	<p>Lead: Office of the Deputy Executive Director/Chief Operating Officer (OM)</p> <p>Support: Gender Office (OMG), Policy, Programme and Innovation Division (OSZ)</p>
<p><b><i>1b Require Country Offices to integrate gender within their own Country Strategies and operational plans</i></b></p> <p>Integrating gender at field level requires consideration of <i>what gender means</i> to WFP in the context of the operating environment: <i>what results</i> are sought over a defined period; and <i>how these will be achieved</i>. Some WFP Country Offices have already embarked on this journey, but for those who have not, it requires urgent attention.</p> <p>Whilst the headline Policy is being renewed, all WFP Country Offices can:</p> <ul style="list-style-type: none"> <li>a) start to undertake the process of analysing the gender dimensions of food security and nutrition in their environment, (including ensuring that VAM assessments include gender elements), using existing evidence where appropriate;</li> <li>b) begin to develop a vision, intended results and strategies, gearing intended results to the new Strategic Plan and Results Framework; and embed this within wider strategies e.g. Country Strategies and operational plans</li> <li>c) set this out in a short and clear statement of intent.</li> </ul>	<p>Lead: Office of the Deputy Executive Director/Chief Operating Officer (OM) plus Regional Bureaux and Country Offices</p> <p>Support: Gender Office (OMG), Policy, Programme and</p>

<p>Such strategies should take place within the framework of any current UNDAF, with a view to contributing to gender in UNDAF results frameworks. It will also allow many offices to capture work which is being undertaken currently, but which is not being reported under WFP's current monitoring and reporting systems.</p> <p>Corporately, the template for HQ/Regional Bureau/Country Office Annual Performance Plans should be reviewed, to ensure that the indicators within these go beyond those related to staffing.</p>	<p>Innovation Division (OSZ)</p>
<p><b>PRINCIPAL RECOMMENDATION 2: PROGRAMMING AND OPERATIONS</b></p>	
<p><b><i>2a Integrate gender into WFP's Programme Cycle Management instruments and procedures</i></b></p> <p>It is through programmes and operations that WFP will generate results for the people it serves and make explicit its intended contributions to gender in food security and nutrition goals. Gender requires integration into WFP's operational instruments and procedures such that it becomes an automatic part of WFP's business. Critical aspects include:</p> <ul style="list-style-type: none"> <li>a) Integrate gender into WFP's Programme Guidance Manual and the Programme Review Committee Terms of Reference to ensure that new programme designs are explicit on their intentions vis-à-vis gender, including in their objectives, strategies, anticipated risks and reporting;</li> <li>b) Integrate gender into all levels of programme logframes, results frameworks and monitoring and reporting processes, and ensure that this is a requirement for approval;</li> <li>c) Ensure that programmatic monitoring requirements for Co-operating Partners also integrate gender.</li> </ul>	<p>Lead: Policy, Programme and Innovation Division (OSZ)</p> <p>Support: Gender Office (OMG), Performance Management and Monitoring Division (RMP)</p>
<p><b><i>2b Apply the IASC Gender Marker as an instrument to support gender sensitive programme and/or project design</i></b></p> <p>The gender marker has considerable potential to a) bring gender to the attention of programme designers, b) support greater gender sensitivity in design and c) enable corporate-wide analysis of gender sensitivity in WFP operations. Actions include:</p> <ul style="list-style-type: none"> <li>a) Build on the current application of the Gender Marker by ensuring that ranking is conducted by one of: internal country resources such as GenCap advisers; Regional Bureaux; the Gender Office. Further training will be needed at Country and Regional level.</li> <li>b) Establish transparent assessment procedures; including annual validation/quality assurance of a sample to ensure consistency and accuracy;</li> <li>c) Conduct annual analysis of ratings to support corporate reporting and enable more robust application of the marker;</li> <li>d) Review the scope of the Gender Marker to consider the potential scope of its use e.g. the possibilities of moving beyond design to implementation and/or as a tool for monitoring and evaluation.</li> </ul>	<p>Lead: Programme, Policy and Innovation Division (OSZ), Performance and Accountability Division (RMP)</p> <p>Support: Gender Office (OMG); Regional Bureaux</p>
<p><b><i>2c Review WFP's partnerships both centrally and at field level</i></b></p> <p>WFP cannot, nor should not, attempt everything alone. Whilst it is developing its own gender capabilities, it is even more important to</p>	<p>Lead: Office of the Deputy Executive</p>

<p>seek partners to maximise results. Key aspects include:</p> <p>At country level:</p> <ul style="list-style-type: none"> <li>a) Assess current partnerships for efforts on gender, with a view to clarifying the scope for improvement and enhanced accountability on both sides;</li> <li>b) Clarify from national governments their expectations from WFP in terms of gender and food security/nutrition, and identify plans and partnerships accordingly;</li> <li>c) In work with other UN agencies e.g. Delivering as One, the cluster approach, the Transformative Agenda and the shift to UN Development Assistance Plans, align and work with those agencies promoting attention to gender dimensions; and seek opportunities to join Joint programmes which incorporate gender and food security/nutrition dimensions;</li> <li>d) Seek out strategic (rather than purely delivery) relationships with partners who have field/regional level gender expertise and are engaging in food security/nutrition/livelihoods activities;</li> <li>e) Integrate gender systematically into Field Level Agreements for Co-operating partners, from the perspective of ‘minimum standards’ and ensure that compliance is tracked and reported upon.</li> </ul> <p>At central level</p> <ul style="list-style-type: none"> <li>a) Clarify Executive Board membership expectations on gender from WFP, in terms of a) approach, b) vision and c) results;</li> <li>b) Clarify donor and INGO expectations on gender from WFP, to enable a clear understanding of WFP’s comparative advantage.</li> </ul>	<p>Director /Chief Operating Officer (OM); Office of the Assistant Executive Director, Partnerships and Governance (PG); Regional Bureaux and Country Offices</p> <p>Support: Gender Office (OMG); Government Partnerships Division (PGG); NGO Partnerships Office (OSR).</p>
<p><b>PRINCIPAL RECOMMENDATION 3: CAPACITY DEVELOPMENT AND KNOWLEDGE MANAGEMENT</b></p>	
<p><b><i>3a Work towards developing technical gender expertise at all organisational levels</i></b></p> <ul style="list-style-type: none"> <li>a) Undertake the gender capacity assessment required by the UNSWAP, including the identification of relevant capabilities, and use it to inform future WFP recruitment and staff development planning and strategies</li> <li>b) Develop and implement a clear strategy, including a performance management process, to expand the pool of gender-competent policy and programme staff;</li> <li>c) Make a strong case, and communicate the demand for, gender expertise (technical and mainstreaming) at HQ and Regional Bureau level (e.g. through the 2014-2015 Management Plan, and/or from resources to come on stream in November 2013);</li> <li>d) Expand to all staff the roll-out of the Gender Marker training tailored to respective staff functions;</li> <li>e) Develop an active and systematic approach to knowledge management/sharing/and learning on gender, to be led by the Gender Office;</li> <li>f) Include specific strategies, targets and actions in the new Inclusion and Diversity Strategy to increase the pace towards gender parity in staffing.</li> </ul>	<p>Lead: Human Resource Management (HRM)</p> <p>Support: Gender Office (OMG)</p>
<p><b><i>3b Expand and sharpen the Gender Advocate Network</i></b></p> <p>The GAN should move to a team approach and becomes a sharpened resource for the organisation as follows:</p> <ul style="list-style-type: none"> <li>a) Each division, Regional Bureau, Country Office and Sub-Office should have a team of gender advocates (with a designated lead) and a mix of staff (international/national; level etc) working to a corporately-developed Terms of Reference;</li> </ul>	<p>Lead: Gender Office (OMG), Human Resource Management (HRM)</p>

<p>b) The network requires revisiting, with a clear rationale for selection including seniority; dedicated time; (at least modest) resources; and clear, measurable, deliverable results in PACEs;</p> <p>c) Networks also require time to meet, at least annually, to review progress and set objectives and deliverables for the year ahead.</p>	<p>Support: All WFP</p>
<p><b>PRINCIPAL RECOMMENDATION 4: ACCOUNTABILITY AND REPORTING, ROLES AND RESPONSIBILITIES</b></p>	
<p><b><i>4a Build on the opportunity presented by the new 2014-2017 Strategic Plan to ensure that gender is consistently corporately tracked and reported upon.</i></b></p> <p>2014-2017 provides the opportunity to ensure prominence of gender in corporate reporting and oversight mechanisms. Opportunities for broadening and deepening the work commenced by the Gender Office include:</p> <p>a) Revisiting the SRF and MRF indicators to ensure that gender features strongly, including differentiated and appropriate gender-sensitive indicators per Strategic Objective.</p> <p>b) Corporate reporting tools, including Standard Project Reports, should be revised to reflect more appropriate indicators of gender results, geared to those of the SRF, and accompanied by clear guidance;</p> <p>c) Additional annual reports, integrating existing UNSWAP reporting, should be compiled by OMG and used to inform the annual EB updates. Quarterly interim EB updates would also support profile- and resource-raising;</p> <p>d) Gender should be integrated into guidance and quality criteria for all evaluations, and reporting ensured through the Annual Evaluation Report and SWAP mechanism.</p>	<p>Lead: Performance and Accountability Division (RMP)</p> <p>Support: Gender Office (OMG); Office of Evaluation (OEV)</p>
<p><b><i>4b Clarify roles and responsibilities for gender across the house</i></b></p> <p>Taking gender ‘across the house’ within WFP means adopting the ethos that gender is ‘<i>everybody’s business</i>’. The precise responsibilities for units, functions and individuals, from oversight bodies to staff in the field require clarification, possibly in the form of a ‘gender mainstreaming accountability organogram’ require . Examples include:</p> <p>a) Build gender into Directors’ competencies, as part of their ‘requirement to practice’ in their posts, and include it in all senior management PACEs.</p> <p>b) Focus the role of OMG to <i>technical advice, co-ordination, knowledge management and advocacy</i>. A clear vision, objectives and workplan are needed, commensurate with this role and its current resourcing. (Annex 21 provides further detail).</p> <p>c) Integrate gender into WFP’s internal risk management process and conduct awareness and training for auditors.</p>	<p>Lead: Human Resource Management (HRM), Performance and Accountability Division (RMP); Office of the Deputy Executive Director/Chief Operating Officer (OM);</p> <p>Support: Gender Office (OMG) Office of Internal Audit (OIGA)</p>

## Acronyms

ACTED	Agency for Technical Cooperation and Development
AfDB	African Development Bank
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
CAP	WFP Corporate Action Plan on gender
CARE	Christian Action Research and Education
CEB	Chief Executives Board for Coordination
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CIDA	Canadian International Development Agency
CO	WFP Country Office
CW	Commitments to Women
DAC	Development Assistance Committee
DFID	UK Department for International Development
DRC	Democratic Republic of Congo
EB	WFP Executive Board
ECOSOC	UN Economic and Social Council
ECW	Enhanced Commitments to Women
ECG	Evaluation Co-operation Group
EQAS	OE's Evaluation Quality Assurance System
EM	Evaluation manager
EMOP	Emergency Operation
ER	Evaluation Report
FAO	Food and Agriculture Organization
FFW	Food for Work
FSUP	Food Security for the Ultra Poor
HDI	Human Development Index
HR	Human Resources
IASC	Inter-Agency Standing Committee
IDS	Institute of Development Studies
IFAD	International Fund for Agricultural Development
IFPRI	International Food Policy Research Institute
IFRC	International Federation of Red Cross and Red Crescent Societies
INGOs	International Non-Governmental Organisation
GAN	Gender Advocacy Network
GFD	General Food Distribution
GIF	Gender Innovation Fund
GMA	Gender Mainstreaming Accountability Framework
HIV/AIDS	Human immunodeficiency virus/Acquired Immunodeficiency Syndrome
HQ	WFP Headquarters
IANWGE	Inter-Agency Network on Women and Gender Equality
IR	Inception Report
MCHN	Mother and Child Health and Nutrition
MERET	Managing Environmental Resources to Enable Transitions to More Sustainable Livelihoods.
MDG	Millennium Development Goals

MSF	Mission Sans Frontières
NGO	Non -Governmental Organisation
NRC	Norwegian Refugee Council
OECD	Organisation for Economic Co-operation and Development,
DAC	Development Assistance Committee
OEV	WFP Office of Evaluation
OMG	Gender Office
PGM	Standard Project Report Guidance Manual
QA	Quality Assurance
P4P	WFP Purchase for Progress Initiative
PACE	Performance Compact
PRRO	Protracted Relief and Recovery Operation
PSNP	Productive Safety Net Programme
RBA	Rome Based Agencies
RMP	WFP Results Management and Performance Division
SADC	Southern African Development Community
SAFE	Safe Access to Firewood and Alternative Energy
SER	Summary Executive Report
SGBV	Sexual and Gender-Based Violence
SIDA	Swedish International Development Cooperation Agency
SPR	Standard Project Report
SRF	Strategic Results Framework
TOR	Terms of reference
UN	United Nations
UNDG	United Nations Development Group
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNE	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHCR	UN High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNOCHA	UN Office for the Coordination for Humanitarian Affairs
UNSWAP	United Nations System Wide Action Plan
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VAM	Vulnerability Analysis and Mapping
WFP	World Food Programme

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