

# Evaluation of WFP's 2009 Gender Policy

## This Time Around?

### Vol. II Annexes

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## **Annexes**

### **Table of Contents**

Annex 1: Terms of Reference .....	1
Annex 2: Evaluation Methodology.....	21
Annex 3: Evaluation Matrix .....	48
Annex 4: Key Gender Terms .....	63
Annex 5: Fieldwork coverage and schedule.....	65
Annex 6: Interview guide for field study.....	66
Annex 7: Interview guide for Desk study .....	68
Annex 8: Survey results.....	70
Annex 9: WFP Gender Policies: Objectives and Resourcing.....	76
Annex 10: Chronology of Gender Activities.....	77
Annex 11: Stakeholder influence on and importance for the Gender Policy.....	79
Annex 12: Integration of the recommendations of the 2008 Evaluation of WFP's Gender Policy into the 2009 Gender Policy .....	84
Annex 13: Comparator Agencies .....	87
Annex 14: Assumptions of the Policy.....	106
Annex 15: Financial Resourcing of the Policy and CAP .....	107
Annex 16: Alignment between the Gender Innovations Fund and the CAP .....	108
Annex 17: Programme expenditure and Gender Marker Score .....	109
Annex 18: Humanitarian and Development Results.....	112
Annex 19: Indicators of Human Development, Food Security and Gender Inequality in sample portfolios.....	117
Annex 20: Gender Parity in Staffing.....	118
Annex 21: Recommendations with Proposed Strategies for Operationalization.....	125
Annex 22: Data Analysis Tools .....	129
Annex 23: Workplan .....	130

Annex 24: Interviewees .....	132
Annex 25: Comparison of Gender Service and Gender Office .....	138
Annex 26: Strengthened Accountability Measures in WFP .....	141
Annex 27: Assessment against evaluation criteria .....	143
Annex 28: Bibliography .....	144

# Annex 1: Terms of Reference



## EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation

*Measuring Results, Sharing Lessons*

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### TERMS OF REFERENCE

#### WFP GENDER POLICY: A POLICY EVALUATION

MARCH 2013

#### Background

##### 1.1. Introduction

Policy evaluations focus on a WFP policy and the activities in place for its implementation. They evaluate the quality of the policy, its results, and seek to explain why and how these results occurred. These terms of reference (TOR) are for the evaluation of the WFP policy on “Promoting Gender Equality and the Empowerment of Women in Addressing Food and Nutrition Challenges” (hereafter referred to as the “gender policy”), which came into effect in October 2009. The scope of the evaluation also includes the WFP 2010-2013 Corporate Action Plan (CAP), which operationalizes the policy. The evaluation covers the 2008 – 2012 period.

1. The evaluation will take place throughout 2013 and will be presented to the WFP Executive Board in February 2014. It will be managed by the WFP Office of Evaluation (OEV) and conducted by a team of external specialists hired through a company to be selected through a competitive process.
2. These TOR were prepared by the OEV Evaluation Manager based on a document review (see annex one) and initial consultations with stakeholders (see annex two). They aim to provide key information to stakeholders about the proposed evaluation and to specify the expectations from it. They have been finalised based on comments received on a draft version and on the final agreement with the selected company. The evaluation team shall conduct the evaluation in conformity with the final TOR and under overall guidance from OEV.

##### 1.2. Context

3. **Global efforts for gender equality.** The international development community considers gender equality and women’s empowerment (see glossary of

terms in annex 3) as development objectives in their own right (MDG 3), as well as critical channels for the achievement of the other MDGs and development outcomes (ECOSOC, 2010).

4. Gender equality has been a major focus of international and UN attention over the last few decades, which translated in a number of landmark agreements<sup>1</sup>. The majority of multilateral and bilateral donors have policies to promote equality through gender mainstreaming in the design and delivery of development assistance to partner countries. A UN System-Wide Policy was also endorsed in 2006 as a means of furthering the goal of gender equality and women's empowerment within the policies and programmes of the UN system. It commits member organisations to strong leadership to strengthen, in relation to gender equality: accountability and results-based management; oversight through monitoring, evaluation and reporting; human and financial resources; staff capacity and competency in gender mainstreaming; as well as coherence/coordination and knowledge management at global, regional and national levels (CEB, 2006).

5. A 2011 synthesis of 26 evaluations of gender policies concluded that: leadership had not consistently supported the implementation of gender mainstreaming policy, resulting in widespread "policy evaporation"; the absence of accountability and incentive systems related to gender mainstreaming may have limited the achievement of gender equality results; financial and human resources have been insufficient for effective mainstreaming; procedures and practices (e.g. gender action plans, toolkits, manuals, trainings, etc.) have been inconsistently pursued and declined in used overtime; and that results reporting and learning have been seriously challenged by inconsistent approaches to monitoring and evaluation of gender mainstreaming (AfDB 2011).

6. Results in improving gender equality and empowering women have been mixed and uneven with dramatic and fast-paced progress in some areas but limited evolution in others (ECOSOC, 2010; WB, 2012). Acknowledging the serious challenges still faced, multilateral attention has been renewed as illustrated by the establishment in July 2010 of the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) to strengthen the UN ability to support the achievement of gender equality and the empowerment of women worldwide.

7. The resolution adopted at the 2010 Millennium Development Goals (MDGs) Summit also reiterated calls for action to ensure gender parity in education and health, economic opportunities, and decision-making at all levels through gender mainstreaming in the formulation and implementation of development policies. Similarly, the 2012 WDR calls for corrective policies focussing on persisting gender gaps noting that economic development is not enough to shrink all gender disparities (WB, 2012).

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<sup>1</sup> These include the Beijing Declaration and Platform for Action, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the twenty-third special session of the General Assembly and related internationally agreed development goals.

8. **WFP.** Since 1996, WFP has had three gender policies: the 1996-2001, “Commitments to Women” policy (CWs); the 2003-2007 “Enhanced Commitments to Women” policy (ECW); and the 2009 gender policy, which is the subject of this evaluation. The CW and ECW policies laid out how women’s roles and contribution related to food security and WFP’s food assistance mission. They considered women’s traditional roles regarding food production, preparation, and household distribution and sought to improve women’s control over food-related decision-making. They focussed on targeted actions for women, gender mainstreaming in programming activities and gender equality in staffing.

9. The evaluation of WFP’s 2003-2007 ECW policy<sup>2</sup> concluded that the policy had three major strengths: its approach to women’s basic and strategic needs, its relevance to WFP’s existing modalities, and pragmatic measures incorporated into programmes. Overall, WFP was perceived as having gone beyond rhetoric to focus on specific targeted measures resulting in heightened visibility and recognition of the needs and contribution of women.

10. Yet, the focus on women had eclipsed gender and contributed to a lack of understanding of gender analyses and local gender specific issues. Gaps between the stated policy and the actual practice at operational level were noted and attributed to weaknesses of opportunities in the enabling environment including a lack of financial resources and limited capacity. The evaluation stated it was time – ‘to reinvigorate’ and ‘to build capacities’ within WFP to place a consistent and systematic emphasis on mainstreaming gender equality in the delivery of all WFP programs and to enable context-led approaches at country level.

11. While WFP has a strong reputation for work on gender equality issues given the success of its ECW policy, a recent assessment (CIDA, 2011) has noted a loss of momentum and institutional commitment in recent years.

## **Reasons for the Evaluation**

### **2.1. Rationale**

12. WFP’s policy on the formulation of corporate policies specifies that they should be evaluated within four to six years of approval by WFP’s Executive Board (EB). Approved in 2009, the gender policy is now in its fifth year. From that perspective OEV’s decision to include it in its 2013 Annual Programme of Work is timely. It was also welcomed both internally and externally given:

- i) The arrival of a new WFP Executive Director in mid-2012, who has reaffirmed WFP’s commitment to gender and, as part of the “Fit for Purpose” organisational change management process, is in the process of modifying the gender architecture to reflect this renewed attention.

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<sup>2</sup> The evaluation report (full and summary) and the management response to the evaluation are available on <http://www.wfp.org/content/end-term-evaluation-wfps-gender-policy-2003-2007-enhanced-commitments-women-ensure-food-security>

- ii) The current UN efforts to strengthen the accountability framework related to the 2006 CEB policy and to complement the UN Country Teams (UNCT) performance indicators on joint country-level processes and arrangements introduced in 2008, with: 1) a United Nations System-Wide Action Plan (UNSWAP) to measure and report on institutional performance process indicators (at individual agency and system-wide levels) introduced in 2012; and 2) a mechanism to account for gender development results at country and normative levels, currently under consideration (UN Women, 2012).

## **2.2. Scope and Objectives**

13. **Scope.** The evaluation will cover the 2009 WFP gender policy and the corporate action plan including all activities and processes related to their development, implementation, resourcing, monitoring, evaluation and reporting relevant to answer the evaluation questions. The period covered by this evaluation is 2008 – 2012, which will capture the time from the development of the policy until now.

14. **Objectives.** This evaluation serves the dual objectives of accountability and learning:

- **Accountability** – The evaluation will assess and report on the quality and results of the 2009 Gender Policy, of its associated corporate action plan and activities to implement it. A management response to the evaluation recommendations will be prepared and the actions taken in response will be tracked overtime
- **Learning** – The evaluation will determine the reasons why certain changes occurred or not to draw lessons, derive good practices and pointers for internal and external learning. It will provide evidenced-based findings to assist in decision-making around the implementation and eventual revision of the action plan or policy at a time of renewed attention to gender corporately. Findings will be actively disseminated and OEV will seek opportunities to present the results at internal and external events as appropriate. Lessons will also be incorporated into OEV’s lesson sharing system.

## **Subject of the Evaluation**

### **3.1. WFP’s 2009 gender policy**

15. The WFP policy on “Promoting Gender Equality and the Empowerment of Women in Addressing Food and Nutrition challenges”<sup>3</sup> was approved by the WFP Executive Board in 2009. Unlike the preceding two gender policies it builds upon, this policy is not time bound.

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<sup>3</sup> The 2009 WFP Gender Policy is available on <http://www.wfp.org/content/wfp-gender-policy>

16. The policy sets out the framework for the continued mainstreaming of gender into WFP's policies, operational processes and programmes at all levels. It broadens the focus from commitments to women to gender, including issues, challenges and responsibilities of women and men<sup>4</sup>. It aims to contribute to improving the effectiveness and sustainability of WFP's food assistance and to promoting gender-sensitive food and nutrition policies and programmes of host countries and partners. Specifically, its objectives are to:

- i. Strengthen the institutional environment for gender mainstreaming;
- ii. Increase knowledge and skills among WFP staff for addressing gender in policies and programmes;
- iii. Improve gender mainstreaming in WFP programmes and activities; and
- iv. Increase the capacity in partner countries to incorporate a gender perspective into their policies and programmes.

17. The policy outlines institutional support measures for mainstreaming gender in WFP, including: capacity development of staff as well as advocacy and support for similar efforts for government and cooperating partners; accountability measures and systems; partnerships; advocacy and research; mainstreaming a gender perspective in operations at all stages of the programme cycle.

18. The policy also defines programming priorities. These consist of targeted actions, as in the ECW policy, and new priorities for addressing gender gaps and emerging challenges.

- In line with the ECW policy, WFP will continue to: provide food assistance for pregnant and lactating women, children under 5 and adolescent girls; make women the food entitlement holders and ensure that they are not put at risk of abuse or violence as a result; facilitate the participation of women in food distribution committees; and use take home rations to reduce the gender gap in education.
- The policy defines “new” programming priorities for integrating a gender-sensitive perspective (rather than simply targeting women as per “old” practice) with specific actions to be implemented and monitored with partners in selected countries. These “new” priorities to enhance the gender-focus include: protection, HIV/AIDS, Mother and Child Health and nutrition programmes; school feeding; Food for Work, Food for Training; Cash and voucher transfers; and the Purchase for Progress (P4P) initiative.

### **3.2. Overview of WFP Activities for Policy Implementation**

19. **A Corporate Action Plan (CAP)**<sup>5</sup> operationalizes the gender policy, translating it into actions with indicators and targets, assigned responsibilities and resource requirements. Initially planned for 2010 – 2011, the CAP was extended until

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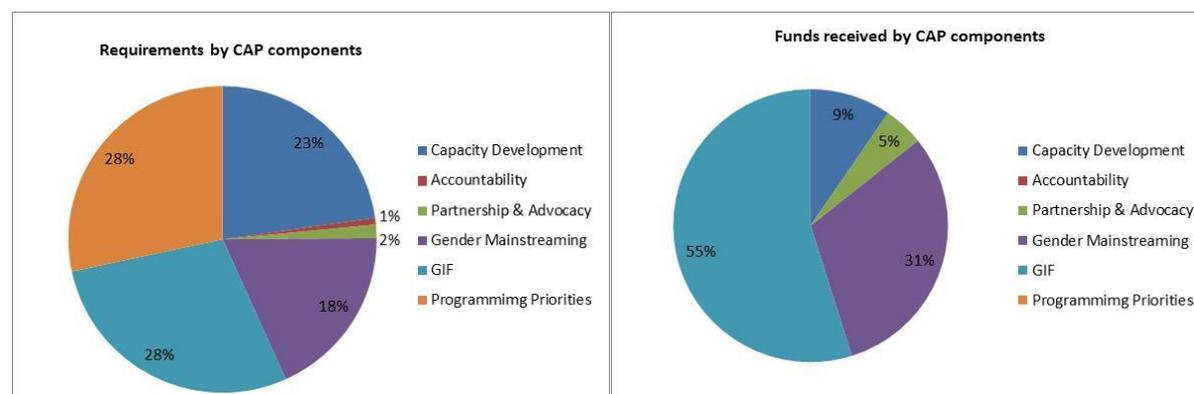
<sup>4</sup> The expression “women and men” is used as a shortcut for women, men, girls and boys of different age groups.

<sup>5</sup> The WFP Corporate Action Plan (2010 – 2013) is available on:  
<http://www.wfp.org/content/wfp-gender-policy-corporate-action-plan-2010-2011>

2013 owing in a large part to funding constraints. Of the USD 7 million required to support the measures envisioned in the CAP, only 40% had been received by the end of 2011. Since then the total of extra-budgetary contributions received mostly from Australia, Canada, Germany and the US has reached USD 5 million<sup>6</sup>. See figure 1 and 2 as well as annex 4 for information on overall funding, funding sources, breakdown of funding by priority components and timing of funds receipt).

**Figure 1**

**Figure 2**



20. The Gender Innovations Fund (GIF), to which USD 2.6 million i.e. over half of the funds went, aims to encourage innovation in WFP operations in addressing hunger with a gender perspective and to promote partnerships at country level especially with governments, local NGOs and communities for interventions which contribute to positive gender relations and the empowerment of women for achieving food and nutrition security (see annex 5 on the GIF). Table 1 below highlights all stated CAP priorities in relation to the policy objectives and the reported achievements to date.

<b>Table 1– Overview of the CAP</b>			
<b>Policy objectives</b>	<b>CAP priorities</b>	<b>% funds received against plan (*)</b>	<b>Reported achievements (**)</b>
<b>INSTITUTIONAL MEASURES</b>			
Capacity development	Increasing knowledge and capacity among staff to carry out gender analysis and incorporate a gender perspective into policies, programmes and projects.	29%	. Some HQ staff trained on the use of the Inter Action gender audit tool. . Some HQ and field staff trained on the IASC gender marker.
Accountability	Establishing an accountability framework to ensure adequate gender mainstreaming, supported by corporate tracking and reporting mechanisms.	0%	. Efforts are on-going to develop corporate gender indicators that reflect the shift from food aid to food assistance. . Two output-level indicators introduced in 2012 Standard Project Reporting for operations. (***)
			. Joint gender action plan between the Rome Based Agencies (RBAs) . Establishment of a joint programme

<sup>6</sup> These are the institutional funds have sometimes been complemented with CO funds to conduct gender-related work. However, these have not been tracked as such.

Partnerships, advocacy and research	Promoting and strengthening partnerships at all levels for implementation of the policy and advocating for gender equality and the empowerment of women in the context of food and nutrition security.	234%	between UN Women and the RBAs for “Accelerating Progress Toward the Economic Empowerment of Rural Women”. . Participation and hosting of a number of events, including for advocacy, with gender partners, including RBAs, UN Women and the World Bank. . Three year research into action programme with IDS focusing on gender-related field innovations, results and impact.
Mainstreaming gender perspective		117%	. Transformation of the gender focal system into a WFP gender advocacy network. . Launch of a gender website. . Reviewing project documents using the Gender Marker.
		134%	. Gender Innovations Fund has financed 41 projects in 35 countries.
<b>PROGRAMMING PRIORITIES</b>			
Targeted actions for women	Continuing the implementation of targeted actions for women and girls, with country offices establishing targets based on gender analysis, and aiming for equitable participation, taking the local context into account.	N/A	Nothing reported. These activities are nonetheless on-going at CO level.
New programming priorities	Piloting the new programming priorities in WFP partner countries, in collaboration with partners, and measuring results, outcomes and impacts.	0%	(***) . Significant attention to gender in the P4P initiative including a research project, a global gender strategy with 5 focus countries for gender and a thorough M&E system with gender indicators. . Important initiatives on protection which integrate gender concerns including the issuance of a protection policy, the SAFE (Safe Access to Firewood and alternative Energy) initiative, protection trainings, case studies on gender-based violence as well as studies on protection and gender issues in the context of cash and vouchers. . Guidance on including gender consideration through a seasonal analysis in the context of FFA/FFT.

(\*) Funds received as of December 2012 as a percentage of funds requested in the Gender Action Plan (October 2009) by CAP priorities. Figures provided by the Gender Policy Service.

(\*\*) As reported in the April 2012 EB update on Implementation of the WFP Gender Policy Action Plan.

(\*\*\*) Not funded from the CAP nor reported in the April 2012 EB update. Information from initial stakeholders' consultations.

### 3.3. Stakeholders and Users of the Evaluation

21. A number of stakeholders both inside and outside of WFP have interests in the results of the evaluation and many of these will be asked to play a role in the evaluation process. At inception stage, the evaluation team will conduct a thorough stakeholder analysis and present it in the inception report.

22. The Women, Children and Gender Policy Service, and the Policy Division which housed it until now carry the main responsibility for designing the policy, coordinating its implementation and providing guidance to headquarters, regional bureaux and country offices in respect. In early 2013, the responsibility of the gender service will move to the Office of the Chief Operation Office. These groups will play a major role in the evaluation process in terms of helping to focus the evaluation, providing access to records and information, serving as key informants.

23. Given that the policy calls for gender mainstreaming, which implies that gender should be an integral part of the design, implementation, monitoring and evaluation of policies and programmes at all levels, and given that senior leadership and resources availability are often perceived as critical to its success, the Office of the Executive Director and the WFP governing body (EB), most HQ divisions and all regional bureaux are expected to contribute to the implementation of the institutional measures contained and implied by the policy and will be asked to play a role in the evaluation process, serving as key informants notably.

24. Of paramount importance are country offices which are responsible for the operational measures of the policy and country-level results in terms of gender equality and the empowerment of women. Several country case studies will be conducted which will rely on active support from a number of country offices.

25. Selected representatives from relevant HQ Divisions, Regional Bureaux and country offices will be asked to participate on the evaluation Internal Reference Group. They will participate in interviews, focus groups, briefings and debriefing throughout the evaluation, will be consulted in an advisory role on each key evaluation output and will be asked to communicate to their units about the evaluation (see also section 7.3).

26. Externally, four groups are likely to be most concerned by the evaluation and use the evaluation findings. They will be considered key informants and consulted accordingly. These are:

27. Other UN agencies including notably FAO and IFAD with which WFP has a joint gender action plan in the area of advocacy, capacity development, research and coordination as well as joint field-level programme to empower rural women. UN Women, as a partner in this joint programme and given that its mandate includes holding the UN system accountable for its gender equality commitments, is another important stakeholder as is UNFPA in light of its memorandum of understanding with WFP.

28. WFP donors, notably those with a keen interest in gender issues such as CIDA and Nordic donors, those funding the CAP, including Australia, Germany as well as USAID, which has also supported the development of outcomes indicators for gender.

29. Partner government in host countries given that the gender policy aims to help them design gender-sensitive food and nutrition policies and that WFP beneficiaries

are their constituents. Similarly, regional or intergovernmental fora (e.g. NEPAD, SADC) might have a stake in the evaluation.

30. Women and men beneficiaries have a strong interest in WFP providing the best services it can to alleviate food insecurity related suffering and are ultimately the best judge as to whether or not the WFP policy of promoting gender equality and women's empowerment is efficient and effective. Beneficiaries' perspectives will be sought during field visits as a central building block to address the evaluation questions.

31. **Users.** Of these stakeholders, the main internal users of the evaluation are expected to be the Gender Service and Executive Management in considering and implementing the evaluation conclusions and recommendations as well as the divisions responsible for mainstreaming gender in their area of work as a result of the possible reshaping of the organisational response to gender. The Executive Board including members representing donors of gender work at WFP will use the findings of the evaluation to inform governance decision on the subject. Finally, UN agencies, including those cited in paragraph 28, are also expected to use the evaluation findings to inform their partnership decisions with WFP and in the case of UN Women for accountability purposes.

### **Evaluation Questions**

32. The evaluation will address the following three questions:

33. **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? Areas for analysis will include, the extent to which the policy:

- Conforms to the 2006 CEB policy and with agreed international norms and match similar policies of comparator organisations.
- Reflects good practice and remain relevant in the face of evolving gender related concepts and approaches as well as internal changes.
- Takes account of the findings and recommendations of the 2003-2007 WFP gender policy evaluation;
- Is coherent with other relevant corporate policies or frameworks;
- Sets out clear objectives and functional and organizational arrangements to ensure that gender equality and women empowerment are promoted.

34. **Question 2: Results.** The evaluation will collect information and data on expected and unexpected results that can plausibly be associated with the policy and mechanisms to implement it including the corporate action plan. The analysis will cover all corporate levels and both institutional measures (process) and, to the extent this can be assessed, development results. Specific areas of analysis are likely to focus on the extent to which:

- Gender has been mainstreamed throughout the organisation, including how far:

- Institutional measures were taken and have been effective to support an enabling environment for the promotion of gender equality.
- Practice (at both normative and operational levels) has been consistent with the expectations from the policy.
- WFP achieves results relating to gender equality and women’s empowerment in its own programmes in the countries it works including through partnerships.
- WFP’s food and nutrition programmes are likely to be more effective and sustainable as a result (to the extent this can be assessed).

35. **Question 3: Factors.** Why and how has the Policy produced the results that have been observed? The evaluation should generate insights into the main factors that caused the observed changes and affect how results are achieved and the interplay between them. In doing so, the evaluation should attempt to benchmark against good practice to identifying commonalities and differences in order to derive good practices and pointers for learning. The inquiry is likely to focus on:

- Process of policy and action plan development.
- Communication and dissemination of the policy including field outreach.
- Institutional enabling environment, including:
  - Leadership and governance.
  - Institutional policy framework.
  - Processes, procedures, systems and tools in place to implement the policy.
  - Accountability and incentive structures likely to influence behaviour.
  - Commitment to gender balance in staffing to the extent that progress on gender equality policies is often linked to progress on gender equity in staffing.
- Financial and human resources.
- Monitoring, evaluation, results reporting and learning.
- External operating environment and factors.

## **Evaluation Approach**

### **5.1. Evaluability Assessment**

36. The below provides a preliminary evaluability assessment<sup>7</sup>. At inception stage, the evaluation team will deepen this analysis and critically assess data availability and quality to inform its choice of evaluation methods.

37. In answering question one, the team will be able to rely on documents defining the WFP gender policy and the CAP; the evaluation report of the ECW policy; similar

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<sup>7</sup> Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion, which depends on the clear understanding of the situation before assistance was provided, a clear statement of intended outcomes and impacts, clearly defined appropriate indicators, and target dates by which expected outcomes and impacts should occur.

policies from multilateral and bilateral agencies; and a vast body of literature on gender related concepts and approaches to mainstreaming. The team will also be given access to other relevant WFP policies and frameworks.

38. Answering question two will be more challenging owing in part to:

- The fact that the policy does not explicit the theory of change that supports it and that the expected results tend to focus on process/institutional measures rather than on the intended resulting effects in terms of gender equality/women's empowerment. The CAP includes programming outcomes and outputs (with indicators, targets and resource requirements). Yet, these have not been consistently monitored nor reported upon and the 2012 EB update on the CAP had an activity rather than results focus.
- At corporate level, WFP's Strategic and Management results frameworks do not contain goals or outcomes related to gender equality or women empowerment and gender has been given a low profile in Annual Performance Reports. Similarly, attention to gender in evaluation reports has been limited and uneven. Yet, a 2012 CIDA meta-evaluation of 52 WFP evaluations conducted between 2006 and 2011 does draw some conclusions on WFP's effectiveness in relation to gender equality based on evaluation insights. One exception should be noted in relation to the P4P initiative piloted in 20 countries, which has a strong results focus relating to gender equality and tracks related indicators.
- At operation/CO level, COs continue to report through the Standard Project Reports on some of the ECW indicators focusing on targeted measures to women and to provide gender disaggregated data. New output indicators congruent with the shift to gender will be reported on for the first time in the reports on 2012 operations. Outcome indicators are not reported upon except in relation to the GIF for which a terminal report indicating the results achieved in line with the CAP outcomes is expected (quality is uneven though).

39. Answering question three will be facilitated by the that fact that in the last two decades, gender policies and mainstreaming processes have been the subject of more than 25 thematic and country evaluations by multilateral and bilateral agencies. In addition, the 2006 NORAD synthesis of eight organisational evaluations; the 2010 IFAD benchmarking review of seven agencies; and the 2011 AfDB synthesis of 26 evaluations present a comparative assessment of findings across organisations and an overview of the main challenges and good practices at an organisational level. Also, CIDA conducted in 2011 a Gender Equality Institutional Assessment (process), which addresses some of the elements expected to be covered in this question.

40. Finally significant staff rotation or departure notably within the Gender Service and the Policy Division might also pose a challenge to the evaluation.

## 5.2. Methodology

41. **Approach.** The evaluation team will be expected to pursue the most rigorous approach possible in order to maximise the quality, credibility and utility of the evaluation and address the evaluation questions in a way that serves the dual objectives of accountability and learning. The approach will be global in reach and likely consist in:

- i) A review of gender policy documents at UN System-Wide level, of comparator organisations and of the evolution of gender concepts and approaches.
- ii) A benchmarking review drawn from recent syntheses of gender policy evaluations (e.g. NORAD, IFAD, AfDB).
- iii) An assessment of key WFP policy and strategy documents.
- iv) A review of selected corporate business processes that have implications for WFP's performance in promoting gender equality and women's empowerment internally and with partners.
- v) An assessment of a selection of WFP operational documents (including project documents, reports and evaluations drawing notably from the 2012 CIDA meta-evaluation), and country case studies.

42. **Methodology.** The evaluation methodology will: i) rely on mixed methods; ii) demonstrate impartiality and lack of biases; iii) use internationally agreed evaluation criteria (DAC and ALNAP); and iv) be consistent with addressing the evaluation questions given the evaluability challenges and the allotted budget and time.

43. The below are indicative methods for the evaluation team's consideration. The methodology will be further developed by the team during the inception phase and presented in the inception report (see paragraph 55). In addition to reviews of documents, interviews and focus group discussions with WFP staff and partners at headquarter, country and regional levels; and debriefings with key stakeholders, the evaluation methodology is also expected to include:

44. **Case studies.** These will combine four desk-studies and four country visits to collect the perspectives of in-country partners and will focus largely on answering question 2 on results and 3 on factors. Annex 6 provides detailed information on the selection of country case studies including a description of the criteria illustrating the intensity of gender-specific activities at country level and the extent to which "regular" programming is likely to be gender-sensitive; related indicators; and scores. It also maps the 76 COs where WFP is present against these indicators and ranks the COs by score (high, medium, low) and region. A shortlist of 20 countries for country visits is also presented, which represent the highest three ranking countries by region (3 ranked as high; 13 as medium and 2 as low).

45. Following a verification by phone of the final list of countries for desk and country visits will be decided agreed upon jointly by OEV and the evaluation team using additional sampling criteria around learning and diversity including for example,

criteria linked to geographical and contextual breadth; the nature of WFP operations; country income, HDI and GII status; and the nature of the gender architecture in the country.

46. To maximise the evaluation resources and highlight pointers for learning, the 4 countries to be visited by the evaluation team will be purposefully selected amongst the highest scoring countries so as to maximise the learning from where results have occurred, which can be traced back to the evaluation. This bias will be made explicit in reporting.

47. This will be counter-balanced by the other evaluation methods, including the benchmarking exercise, the review of corporate business processes, the survey and by the desk reviews (including up to five phone interviews per countries), which will focus on countries with a lower level of gender initiatives.

**48. Benchmarking** will be used to locate WFP's efforts within those of the wider humanitarian and development partnership on gender, focusing on the identification of commonalities and differences and the extraction of learning and good practice. This exercise will recognise that WFP has its own unique mandate and ways of working, so it will not be a direct comparison *per se*.

**49. A survey and a self-assessment** will be applied to generate data on WFP's own understanding of its institutional efforts for Gender Equality and Empowerment of Women. It will be conducted broadly across WFP including with COS and within key divisions whose work is influenced or affected by WFP's Gender Policy.

**50. A review of data sets on corporate business processes and systems.** These will deepen the corporate level analysis and be reflected in briefing notes for internal dissemination.

### **5.3. Quality Assurance**

51. OEV's evaluation quality assurance system (EQAS), based on the UNEG norms and standards and good practice of the international evaluation community (DAC and ALNAP), defines the quality standards expected from this evaluation. EQAS also sets out processes with in-built steps for quality assurance and templates for evaluation products and the review thereof. EQAS will be systematically applied to this evaluation.

52. The first level QA of evaluation reports will be conducted by the OEV evaluation manager. Additionally, the OEV Evaluation Group for strategic evaluations<sup>8</sup> will provide peer input. The second level QA will be conducted by the OEV Director who will also approve the inception and evaluation reports. Since the evaluation team is expected to be hired through a company, the latter will be conduct quality control of major outputs prior to submission to OEV and will dedicate specific resources to this

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<sup>8</sup> The OE Evaluation Group for strategic evaluation is made up of the OE Evaluation Managers responsible for corporate-level evaluations.

end. To further enhance the quality and credibility of this evaluation, reference group members (see section 7.3) will also comment on the evaluation reports.

53. These QA processes aim to ensure that the evaluation products meet OEV's quality standards and do not interfere with the views and independence of the evaluation team. The evaluation team is ultimately responsible for the quality of the evaluation products and should ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases. If the expected standards are not met, the evaluation team will, at its own expense, make the necessary amendments to bring the evaluation products to the required quality level.

## Phases and deliverables

<b>Table 2 – Evaluation phases<sup>9</sup></b>		
<b>Phases</b>	<b>Activities</b>	<b>Deliverables &amp; Dates</b>
<b>Inception phase</b> May – June 2013	Main activities: <ul style="list-style-type: none"> <li>- Desk review of key documents.</li> <li>- Inception briefing in HQ with OEV, internal stakeholders and reference groups.</li> <li>- Drafting, 1<sup>st</sup> level QA, revision and approval of the inception report (IR).</li> <li>- Organisation of the evaluation phase.</li> </ul>	IR draft: 17 June 2013 IR final: 1 July 2013
<b>Evaluation phase</b> July – August 2013	Main activities: <ul style="list-style-type: none"> <li>- Interviews with key internal (HQ and RB levels) and external stakeholders; review of business processes and systems (including the production of briefing notes); survey; self- assessment, desk studies.</li> </ul> Country visits: <ul style="list-style-type: none"> <li>- 4 countries - including: preliminary data review, an initial introduction meeting, consultation at capital and field level, visit to project sites and a debriefing.</li> <li>- The evaluation team will split to cover different countries.</li> </ul>	One aide memoire per country visit: September.
<b>Reporting phase</b> September – November 2013	Main activities: <ul style="list-style-type: none"> <li>- Aggregation and analysis of findings.</li> <li>- Additional stakeholders' consultation, as required.</li> <li>- General debriefing session / workshop at HQ with i) OEV, ii) reference groups and iii) main stakeholders, including from RB and CO; and iv) other interested staff.</li> <li>- Drafting, 1<sup>st</sup> and 2<sup>nd</sup> level QA, revision and approval of the evaluation report (ER).</li> </ul>	General aide memoire: October 2013  ER draft: 14 October 2013 ER final: 26 November 2013
<b>Dissemination phase</b> Nov 2013 – February 2014  (Activities in this phase are the responsibility of WFP and not of the evaluation team).	Main activities: <ul style="list-style-type: none"> <li>- Drafting of summary evaluation report (SER) by EM and validation by the evaluation team.</li> <li>- Editing/translation of the SER</li> <li>- Preparation of the management response to the evaluation.</li> <li>- Drafting of evaluation brief by EM.</li> <li>- The OEV Director presents the SER and management response to the WFP Executive Board at its February 2014 session.</li> </ul>	Summary Evaluation Report (SER)  Management Response  Evaluation brief

## Deliverables

54. The evaluation team will be responsible for the following deliverables, which will be produced in English following the EQAS templates:

- **Inception report (IR)** - This report focuses on methodological and planning aspects. In particular, it will present the evaluation methodology articulated

<sup>9</sup> Annex 7 presents a detailed list of activities, tentative start and end dates per activity as well as deadlines for deliverables.

around: i) a theory of change and framework for effectiveness about the gender policy to define the levels at which the policy will be assessed; ii) a thorough evaluability assessment and stakeholders' analysis; iii) an evaluation matrix; and iv) the sampling technique and data collection tools.

- **Aide memoires** – These will highlight the main observations from country studies (desk reviews and visits) and will support debriefings at the end of each country case study. A general aide memoire on key findings and recommendations is also expected upon completion of the field visits and once data has been analysed to support the evaluation debriefing workshop.
- **Briefing notes** - As appropriate and defined in the IR.
- **Evaluation report (ER)** – The evaluation report will present the findings, conclusions and recommendations of the evaluation. Findings should be evidence-based and relevant to the evaluation objectives. Data will be disaggregated by sex and the evaluation findings and conclusions will highlight differences in performance and results of the policy for different beneficiary groups as appropriate. There should be a logical flow from findings to conclusions and from conclusions to recommendations. Recommendations will be limited in number, global in reach, actionable and targeted to the relevant users.

55. To further disseminate the evaluation findings, the Evaluation Manager will draft: 1) a **Summary evaluation report (SER)**, which summarises the ER's findings, key messages, conclusions and recommendations; and 2) a two page **evaluation brief**. The SER will be validated by the evaluation team and will form the basis of the **management response** to the evaluation

56. The Evaluation Report, the Summary Evaluation Report, the Management Response and the evaluation brief will be public and posted on the WFP External Website ([wfp.org/evaluation](http://wfp.org/evaluation)). The other evaluation products will be kept internal. The evaluation report (full and summary) will be presented by OEV's Director to the WFP Executive Board in February 2014 alongside the management response to the evaluation.

## **Organization of the Evaluation**

### **Evaluation Team**

57. To safeguard its independence, the evaluation will be conducted by a team of external consultants hired through a company. The company and the evaluation team members will not have been significantly involved in the design, implementation or M&E of the gender policy nor have other conflicts of interest or bias on the subject. The evaluators will act impartially and respect the code of conduct of the profession.

58. The team is expected to include three to four internationally recruited core members, including the team leader. The evaluation team should include women and men of mixed cultural backgrounds. Core team members should be complemented

by national expertise for country cases, and may draw upon specialised technical expertise and editorial or research assistance as necessary. The team members should be able to communicate clearly both verbally and in writing in English. Knowledge of Spanish or French would be an advantage.

59. The team will be multi-disciplinary and include members who together include an appropriate balance of practical knowledge and expertise in: gender mainstreaming; food security and livelihoods (including food assistance and nutrition); protection; organisational change, capacity development and partnership.

60. **The Team leader** requires strong evaluation, leadership and communication skills, technical expertise in one of the technical areas listed above, and a strong understanding of gender mainstreaming. Previous experience in leading or participating in corporate level evaluations of gender mainstreaming initiatives would be an advantage.

61. His/her primary responsibilities will be: i) setting out the methodology and approach; ii) guiding and managing the team during the inception and evaluation phase; iii) consolidating team members' inputs to the evaluation products; iv) representing the evaluation team in meetings with stakeholders; and v) delivering the inception report and evaluation report in line with EQAS.

62. **The team members** will bring together a complementary combination of technical expertise and should have experience in the methodologies needed for the evaluation. Team members will: i) contribute to the design of the evaluation methodology in their area of expertise; ii) undertake a document review prior to fieldwork, iii) conduct field work to generate additional evidence from a cross-section of stakeholders, including carrying out site visits, as necessary to collect information; iv) participate in team meetings, including with stakeholders; v) prepare inputs in their technical area for the evaluation products; and vi) contribute to the preparation of the evaluation products.

63. The estimated number of days per function is expected to be in the range of 80-100 for the team leader; 60 for the evaluators; 40 for research assistance; and 100 for national consultancies in the different countries.

### **Evaluation Management**

64. This evaluation is managed by Claire Conan (OEV Evaluation Officer) with Helen Wedgwood (OEV Director) providing strategic orientation and direction at critical junctures, Cinzia Cruciani (OEV research assistant) conducting background research, and the OEV evaluation group on strategic evaluation providing peer guidance. None of those involved have worked on issues associated with the evaluation subject in the past. The evaluation manager is responsible to:

- **Design and set up the evaluation.** Preparing the evaluation TOR in consultation with core stakeholders; selecting and contracting the evaluation team/company; establishing the reference groups; and managing the evaluation budget.

- **Support the evaluation team.** Advising on all aspects of the evaluation and guiding the team and ensuring that the evaluation team is enabled to conduct its work by providing relevant documentation, organising the inception visit to HQ and supervising arrangements for field missions and debriefings.
- **Ensure adherence to EQAS.** Ensuring that EQAS is systematically applied to this evaluation; conducting the first level quality assurance of evaluation products; and facilitating the review by peers and stakeholders as well as the second level QA.
- **Communication.** Acting as the main interlocutor between the evaluation team, represented by the team leader, and the WFP counterparts and reference groups; ensuring consultation with stakeholders on each of the key outputs; and setting up a detailed communication plan for the evaluation.
- **Dissemination:** Drafting the SER and the evaluation brief; feed the evaluation results into WFP's and partners' lessons learning mechanisms; seeking opportunities to present the results at internal and external workshops or conferences as appropriate.

65. Upon completion of the evaluation, the evaluation team members and the evaluation manager will be requested to complete an online survey to assess mutual perceptions of the evaluation management and conduct.

### **Reference groups**

66. There will be two reference groups associated with this evaluation. Their role will be to provide input into all key aspects of the evaluation process, to review the main evaluation deliverables for their coverage and analysis of key issues and for coherence with the larger body of experience related to gender mainstreaming. In all cases, their role will be advisory.

- i) an internal reference group composed of a cross-section of WFP stakeholders from relevant business areas at different WFP levels; and
- ii) an external reference group composed of technical expertise and experience with gender mainstreaming in international development and/or humanitarian assistance.

### **WFP stakeholders**

67. WFP stakeholders at country, regional and headquarters levels are expected to be available to discuss the policy, its performance and results; to provide relevant documentation; to facilitate the evaluation team's contacts with partners; to take part in initiatives from the evaluation team in line with methodology (e.g. reply to a survey, if required); and comment on the evaluation reports. A detailed consultation schedule will be prepared at inception stage and stakeholders will be informed accordingly.

68. The Results Management and Performance Division (RMP) will be responsible for coordinating the Management Response to the evaluation and concerned stakeholders will be required to provide input.

69. The COs selected for case studies will also be responsible to set up certain meetings; assist in the identification of sites to visit; provide administrative support; facilitate logistics of the fieldwork; and to identify a translator, if required. To ensure the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings with external stakeholders where their presence could bias responses.

### **Communication**

70. A communication plan for this evaluation will be drawn up during the inception phase. It will be articulated around:

71. **Briefs.** To facilitate communication about the evaluation process, briefs will be prepared by the evaluation manager on the TOR and Inception report. These will be shared with relevant stakeholders prior to interviews or visits.

72. **Briefings / debriefings:** As shown in table 3, a number these will take place throughout the evaluation, notably at inception stage; at the end of each country visit; and to elicit feedback on preliminary findings and conclusions emerging from data analysis. They will be held primarily between the evaluation team and the main internal stakeholders represented by internal reference group members. Participants unable to attend a face-to-face meeting will be invited to participate by telephone. The OEV evaluation manager will attend all such briefings.

73. A consultation workshop may be held with both field staff and headquarter staff to discuss findings and contribute towards developing recommendations. The feasibility of the workshop depends on the availability of matching funding from one or more WFP units likely to be responsible for follow up. A decision should be taken about this workshop, its timing and matching funding commitments secured during the inception phase.

74. Because of the strategic nature of the evaluation, briefings will be organized for WFP Senior Management, including at a minimum around the TOR and the evaluation report ahead of the development of the management response.

75. **Dissemination of the findings:** As presented in section 6.2, a summary evaluation report and an evaluation brief will be prepared by the evaluation manager to enhance the dissemination of findings. The evaluation report, the Summary Evaluation Report, the Management Response and the evaluation brief will be public and posted on the WFP External Website ([wfp.org/evaluation](http://wfp.org/evaluation)).

76. The evaluation report (full and summary) will be presented by OEV's Director to the WFP Executive Board in February 2014 alongside the management response to the evaluation.

77. Since the evaluation is intended to contribute to organizational learning and development, the evaluation manager in consultation with the evaluation team leader will consider the feasibility of organizing seminars as a part of the evaluation process (or participating in meetings or workshops organized by others).

78. Due consideration will also be given to disseminating the findings with external stakeholders notably those highlighted as potential users of the evaluation.

### **Budget**

79. The evaluation will be funded by the 2013 Office of Evaluation budget (PSA) completed by funds from multilateral sources and will cover: consultancy fees; international travels; *per diem*; debriefing workshop; and remuneration of an expert panel estimated at 500,000 USD.

80. **The payment schedule** will be as follows: 10% upon signature of the contract; 20% upon approval of the inception report; 40 % upon reception of satisfactory first draft; 30 % upon approval of the final draft by the OEV Director. Payments will be made within 30 days of reception of invoices.

Please send queries to Claire Conan, Evaluation Manager, at:

[claire.conan@wfp.org](mailto:claire.conan@wfp.org) (+39 06 6 513 34 80)

## Annex 2: Evaluation Methodology

### 1.0 Methodological approach

This Annex provides a description of the methodology employed to produce the Evaluation of WFP's 2009 Gender Policy. Its purpose is to set out a transparent record of the process, and capture some of the methodological lessons learned from the Evaluation. Its primary audience is therefore expected to be WFP's Office of Evaluation and other interested parties.

#### *1.1 The evaluation challenge*

As a complex Policy evaluation, taking place in a decentralised organisation and in a context of significant institutional change, the Evaluation of WFP's 2009 Gender Policy faced a number of potential – though manageable - limitations to evaluability. The three main ones identified were:

1. Firstly, the Policy document did not contain a **clear or explicit Theory of Change** or intervention logic for WFP's actions on gender (see overleaf). It did, however, contain a hierarchy of different statements of intent, and a number of implicit interconnections.
2. Secondly, and critically, the evaluation faced significant data paucity in relation to **gender equality results**. Limited information was available from updates on the CAP in 2010-2011 and 2012; but these were necessarily not results-oriented.
3. Thirdly, the evaluation took place in a context of very significant institutional change. Most of the staff of the former Gender Service (subsequently the Gender Office) were no longer employed within the Gender Office.<sup>10</sup> **Historical memory** was therefore limited.
4. Review of standard operational data showed limited applicability of gender in WFP's standard reporting.

The evaluation also needed to manage the expectations of WFP staff surrounding the addressing of the **internal aspects of gender mainstreaming within WFP**, i.e. Human Resource policies, practice and outcomes. Whilst early meetings showed that these were issues of significant concern for WFP staff, they fell out with the study's Terms of Reference since the issue of gender balance and staffing was removed from the 2009 Gender Policy, to be addressed in WFP's Human Resources Strategy.

These challenges and expectations, whilst challenging, needed to be managed, if the evaluation process and output was to ensure validity, and therefore credibility. The following sections explain how they were tackled.

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<sup>10</sup> At the time of the Action Plan, institutional responsibility for coordination rested with the Women, Children and Gender section of the Policy, Planning and Strategy Division; later called the Gender Service and now called the Gender Unit

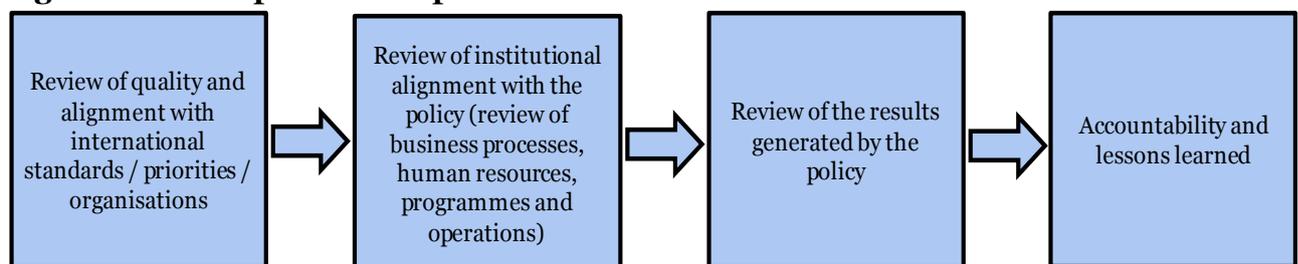
## 1.2 Conceptual framework

To support evaluability, and to ensure that the evaluation reflected recent thinking on Policy and strategy evaluations,<sup>11</sup> the following principles were adopted by the study:

1. Recognising that evaluating policy requires a **focus on alignment** – of the policy with wider norms (in this case the international commitments of CEDAW, the Beijing Declaration and others); with wider relevant international discourses and priorities (such as the results agenda and aid effectiveness commitments); and with key features, capacities and business processes of WFP as the host organisation
2. Accepting a need for an **explicit underlying theory** – here the (implicit) theory on which the 2009 Policy was based - against which performance could be assessed
3. Understanding that evaluating a policy requires an **understanding of the culture of the organisation**, including the drivers, incentives and barriers for policy implementation – particularly for a rapid-response and decentralised organisation such as WFP
4. Recognising that a policy or strategy **does not operate in a vacuum** but is embedded in, and dependent for implementation on, the set of organisational structures and ‘rules’ that surround it within WFP
5. Making effort to **revealing the gaps and tensions between organisational rhetoric** on a policy area and operational reality, particularly in highly decentralised organisations (such as WFP) – this gap was noted in the evaluation of the 2003-2007 Policy in particular
6. Understanding that programmes or initiatives are not just contributors to, or a litmus test for, policy implementation, but are also **sources of advice and information** for future policy design.

These principles are reflected in the following sequence:

**Figure 2.1 Conceptual Principles**



<sup>11</sup> See for example Patrizi and Quinn Patton (2012) Evaluating Strategy

### 1.3 Operationalising the evaluation questions

To operationalise these principles, the evaluation design set out to embed them into the Evaluation Questions. The following section explains how this was conducted.

#### **Question 1: Policy Quality**

***Applying a theory-based approach:*** A theory-based approach<sup>12</sup> to development evaluation was considered particularly appropriate for development themes such as gender equality and an institution such as WFP, since it recognises that development programmes and projects are complex, and also operate in varied and sometimes volatile environments.

The evaluation sought to apply a theory-based approach in two ways:

- Firstly, while a full theory of change or intervention logic, as stated, was not available within the Gender Policy, the evaluation team have developed an ***indicative intervention logic***, presented overleaf. This tried to extract the (skeleton) implicit logic which underlies the 2009 Policy and Action Plan
- Secondly, by emphasising the role of *context* in mediating WFP's achievement of results, as the opening page of the report makes clear, the evaluation ***prioritised the localisation of results***, and the effects of context in determining the nature and level of these. Results were sought at field level in particular, to complement the reflection of results (where they could be identified) from headquarter level data.

The intervention logic which underlay the Policy had a number of limitations. Critical ones identified during the Inception phase were:

- The Policy's intended results were located at ***institutional level***. Whilst this decision was based on a clear reasoning process at the time, a) this was not made explicit, and b) the connections to the higher level results indicated by the problem statement were not indicated, i.e. the Policy stops short of the end of results chain.
- Linked to the above, the Policy was based on a major assumption ***that institutional reform within WFP (a conducive environment) would lead to improved development results***. Yet this assumption was not evidence-based, nor is the reasoning behind it explained.
- There was no attention within the description of how change would happen to possible ***alternative explanations / pathways*** for achieving results –yet these were many and various given WFP's operational outreach, modalities and field-level partnership

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<sup>12</sup> See e.g. Stern 2009

- The Policy also rested on a generalised assumption that the barriers and challenges to addressing gender issues for WFP could be built on ***institutional capacity and capability***. The roles of wider social, cultural, political and economic environments, or the function of the political economy, were not explored in the Policy document – yet these are central to shaping the gender issues WFP confronts and influencing its scope for action, as the evaluation report reflects.
- The rationale for how change would happen contained a number of ***assumptions and risks*** that had the potential to affect causality / undermine the change process. These are listed in the evaluation report.

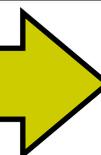
***Situating the WFP Gender Policy*** The evaluation design recognised that assessing the quality of the Policy would include two dimensions: its *internal relevance and realism*; and its orientation vis-à-vis *international norms, priorities and good practice*. These were tackled as follows:

- ***Internal relevance and realism*** was addressed through *analysis of the internal operating environment* within WFP, including the organisational culture – the opportunities, resources and leadership available for Policy development and implementation, mindful of organisational culture (and on-going change); and the factors which have constrained or limited implementation. In particular, these were related to the current dynamics of organisational change.
- The relation of the Policy to ***international norms and priorities*** was assessed through *comparative analysis*: benchmarking of the WFP Policy vis-à-vis those of four ‘comparator’ organisations (as a lesson-learning, rather than an accountability-focused exercise); and analysis of the Policy in relation to the international commitments of CEDAW, the Beijing Declaration, SPHERE, and the Paris Declaration on Aid Effectiveness, as well as the agendas of Accra and Busan. Analysis of the WFP’s involvement in the UN SWAP exercise was also included.

**Table 2.1 WFP Gender Policy 2009 and Action Plan – Indicative Intervention Logic**

<p><b>Programming</b></p> <ul style="list-style-type: none"> <li>• Gender mainstreaming in operations</li> <li>• Gender-related protection activities</li> <li>• Gender and HIV and AIDS programmes</li> <li>• MCH and nutrition</li> <li>• School Feeding</li> <li>• Sustainable Livelihoods (FFW / FFT: cash transfer, voucher and cash for work; P4P)</li> </ul> <p><b>Institutional changes</b></p> <ul style="list-style-type: none"> <li>• Capacity development (staff and partner)</li> <li>• Accountability improvements</li> <li>• Corporate reporting</li> <li>• Advocacy</li> <li>• Partnerships</li> <li>• Research</li> </ul>	<ol style="list-style-type: none"> <li>1. <b>Increased gender knowledge/skills</b> among WFP staff.</li> <li>2. <b>Improved / sustained gender mainstreaming</b> (capacity development, accountability, systems and tools, advocacy and communications, project cycle, partnerships, research, GM in project cycle, GIF, gender friendly office).</li> <li>3. <b>Increased partner country capacity</b> for integrating gender perspective inclusion into food and nutrition policies, plans, projects.</li> </ol>	<ol style="list-style-type: none"> <li>1. <b>Strengthened and maintained institutional environment</b> for gender mainstreaming</li> <li>2. <b>Increased effectiveness and sustainability</b> of programmes addressing extreme poverty and hunger</li> <li>3. Integration of a gender perspective into <b>food and nutrition policies, programmes and projects of partner countries / Co-operating partners</b></li> </ol>	<p><b>Enabling environment in WFP for promoting gender equality and the empowerment of women</b></p>	<ol style="list-style-type: none"> <li>1. <i>Save lives and protect livelihoods in emergencies</i></li> <li>2. <i>Prevent acute hunger and invest in disaster preparedness and mitigation</i></li> <li>3. <i>Restore and rebuild livelihoods in post-conflict, post-disaster or transition situations</i></li> <li>4. <i>Reduce chronic hunger and under-nutrition</i></li> <li>5. <i>Strengthen the capacities of countries to reduce hunger</i></li> </ol>

WFP humanitarian principles: Do No Harm: Gender and Development



## **Question 2: Results**

The Evaluation’s Terms of Reference recognised that assessing results would be a particular challenge of the evaluation (as the Limits to Evaluability, above, and Risks, below, explain). In the absence of any clear Theory of Change, there was no readily-available ‘quality measure’ against which institutional progress could be assessed.

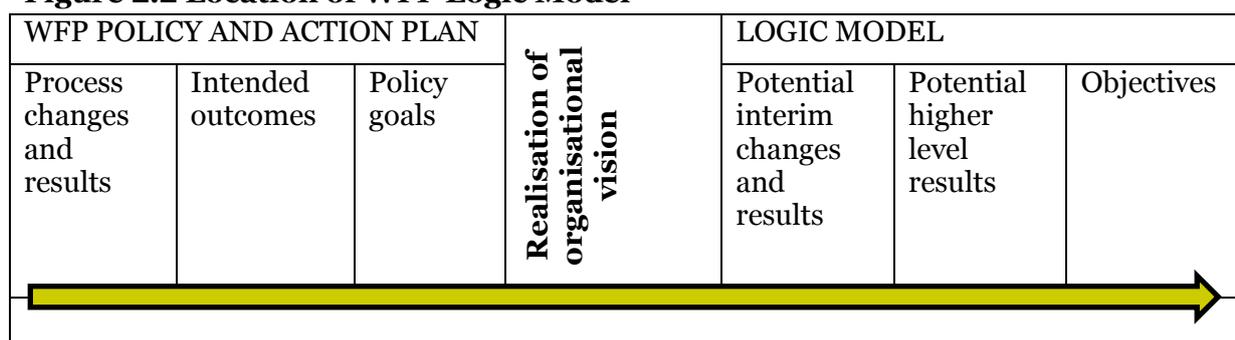
Consequently, to assess WFP’s contribution to results at different levels through the gender Policy, the evaluation design opted to develop and apply a **Logic Model**. This built on the indicative intervention logic, above. It was developed by the Evaluation Team through the process of initial documentation review and analysis and by applying wider literature and experience from other studies.

The Logic Model (below) *extended* and deepened the indicative intervention logic, above, whose vision was centred on the institutional level. Essentially, it picked up from the point of departure of the intervention logic. It expanded into the sort of substantive results to which WFP could be reasonably expected to contribute, at different levels, from implementing the reforms and commitments set out in the Policy – through via some very tentative and extended links to higher level results especially.

The first column of the Logic Model comprised the indicative intervention logic. The second column presented the institutional results that could be reasonably expected from a process of gender mainstreaming given international experience.<sup>13</sup> The methodology for identifying these is set out below.

The final three columns presented the expected development results to which WFP could be *reasonably expected to contribute* if the Gender Policy was implemented in full. As follows:

**Figure 2.2 Location of WFP Logic Model**



The potential development results to which WFP could reasonably contribute were drawn by the evaluation team from analysis of data during the Inception phase, both interview and documentary; use of the wider literature; and experience from other studies. They were reflected along a continuum, from interim to higher level changes. The Inception phase anticipated that any WFP contribution would be most tangible /

<sup>13</sup> Drawing on for example the NORAD and AFDB syntheses of gender mainstreaming evaluations and studies such as the IFAD gender evaluation of 2010

evident at *interim* level, and less tangible / evident at medium term level<sup>14</sup> – a perception that was borne out by the evaluation.

A review of ‘low prevalence’ WFP operations was also planned to take place in 12 country contexts. It was not expected that the institutional documentation would generate rich data on WFP gender results within these operations, but when supported by phone interviews, it was hoped that this would indicate a) whether WFP’s institutional processes and guidance had supported the inclusion of gender within programming; b) whether gender issues had been recognised, encountered or addressed within a sample of WFP operations and c) what some of the main barriers / resistances had been to identifying and tackling gender issues within programming.

Once the intervention logic and associated Logic Model had been validated by stakeholders,<sup>15</sup> these tools provides a framework for the evaluation to explore the extent to which progress had been achieved and could be *plausibly associated* with the Policy. Interconnections (or ‘*pathways of contribution*’) between different results areas were sought out and identified.

Finally, **results at country level** were identified and tracked as far as feasible through field and desk review. This provided an indication of whether, where and how results were being generated that lay out with the corporate reporting systems; the nature of these; and at what levels. It also provided insight into how the different operating environments influenced the achievement of results – and particularly how they constrained their generation.

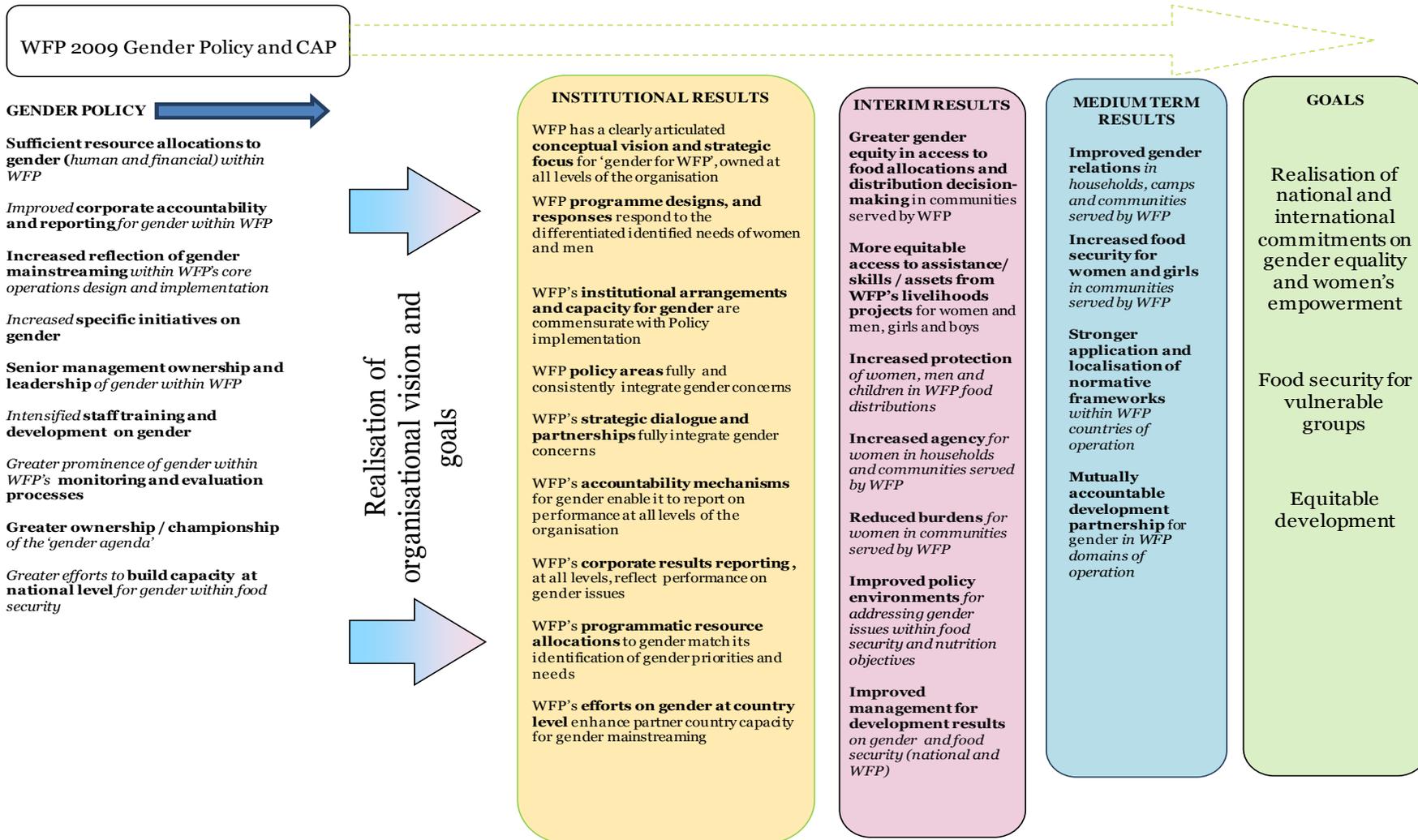
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<sup>14</sup> Inception report July 2013

<sup>15</sup> Conducted in June 2013

**Figure 2.3 WFP Gender Policy Logic model**

**WFP GENDER POLICY - LOGIC MODEL**



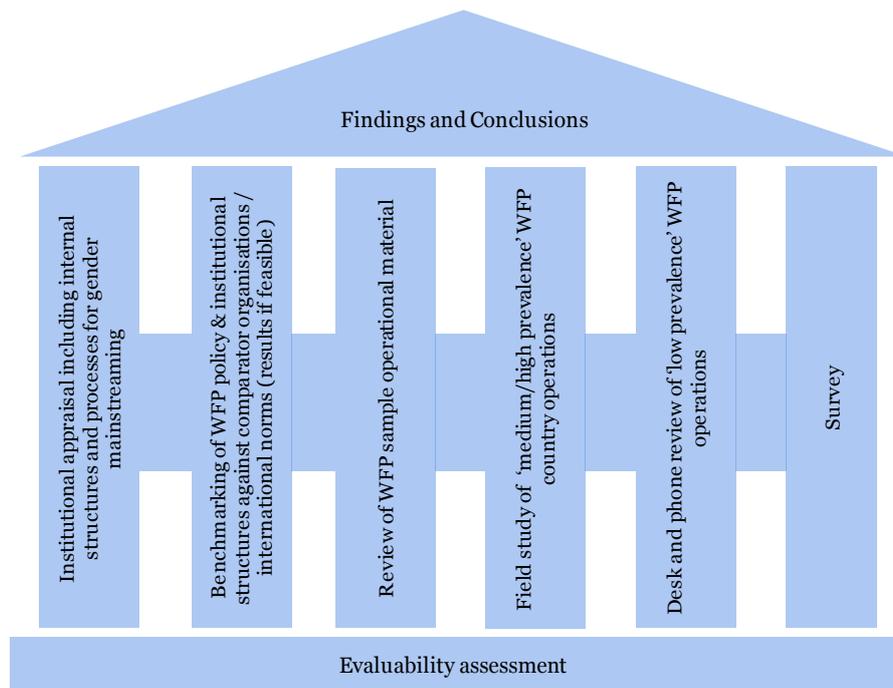
### **Question 3: Explanations for results**

As part of establishing ‘*plausible contribution*’, the **explanatory factors and reasons** for why the results above had occurred (or not), in relation to Policy implementation, were extracted and identified. Two types of factors were identified here:

- Firstly, those related to the ***internal institutional environment*** (of WFP). Some potential factors here were cited within the ToR; however, the evaluation team felt that these could not be assumed and others might arise. To try to counter the lack of historical memory, effort was made to engage with former members of the Gender Service /Unit, with interviews conducted with its former Head and with consultants previously employed within it. Validating the indicative intervention logic was a key part of this process.
- Secondly, factors related to the ***external environment*** – particularly at country level – were recognised as a major influence on the achievement of results, as the introduction to the report sets out. The identification of critical gender issues within the national and local environments within which WFP works constituted a major factor in enquiry, particularly at field level.
- Thirdly, the ***current environment of institutional change*** -namely: the shift from food aid to food assistance, the organizational change process, the increased emphasis on protection and nutrition, and WFP’s updating, in 2013, of its Strategic Plan. The evaluation sought evidence of attention to gender dimensions in some of those organisational shifts, as a means of identifying improved means of mainstreaming going forward.

#### **2.0 Building the evidence base**

The evidence base of the study, applying both the conceptual approach above and the guidance of the Terms of Reference was designed around six main pillars, below. Bringing these together indicated both for the evaluation team and commissioners in Office of Evaluation how the Policy universe would be explored.



**Figure 2.4 Six Pillars of Evidence**

Evidence within each pillar was then generated through a fully systematic approach, one of the hallmarks of this evaluation. Table 2.2 below sets out the individual **components of the evidence** generated within each pillar, with sampling and selection strategies subsequently described.

**Table 2.2 Constructing the Evidence Base**

Question	Pillar Content	Selection / sample	Rationale
<p><b>Q1-3</b></p>	<p><b>Institutional appraisal.</b></p> <p><i>Purpose: to assess the alignment of the Policy with institutional capacity for its implementation; and to assess the extent to which the institutional aspects of its commitments have been implemented.</i></p> <p>This had two dimensions:</p> <p>a) Review of internal structures and processes for gender mainstreaming, and</p> <p>b) Review of selected business processes and policy areas, to assess their conduciveness or otherwise for supporting gender mainstreaming</p>	<p>a) The Gender Unit and architecture within WFP, management and Executive Board role in setting the direction and holding accountability for gender; the Gender Marker and UN SWAP reporting system; the GIF</p> <p>b) Selected processes were: i) project design and approval processes; ii) corporate results reporting systems; iii) human resources management; iv) financial management and budgeting system and v) selected policy areas of: VAM; Protection; Nutrition and HIV; School Feeding and Chronic Hunger; Purchase for Progress. Commentary was also provided on evaluation structures and processes; audit and Innovation (Cash for Change, CIFF) though these could not, within the resource envelope, be examined in depth.</p> <p>c) Examination of institutional systems and functioning at field level</p> <p>d) Identification of the presence of gender within current organisational shifts, namely: the change from food aid to food assistance, the organizational change process (Fit for Purpose), the increased emphasis on protection and nutrition, and the 2013 updating of the Strategic Plan</p>	<p>a) The Gender Unit and associated architecture (e.g. the 51 regional Gender Advocates were the main focal point for gender mainstreaming within WFP; the Gender Marker system provided currently the main system for gender mainstreaming within operations; the UN SWAP was the main mechanism for internal and external performance reporting on gender.</p> <p>b) WFP has a vast range of business processes, but these identified constitute the core aspects of a gender mainstreaming approach; are all core to WFP operations and management; and were considered closest to gender equality results on the ground. They were examined at HQ and field level.</p>
<p><b>Q1 and 3</b></p>	<p><b>Benchmarking of WFP policy and institutional structures against ‘comparator’ organisations and international norms.</b></p> <p><i>Purpose: to locate WFP’s efforts within those of the wider humanitarian and development partnership</i></p>	<p>This exercise recognised that WFP has its own unique mandate and ways of working, so was not a direct comparison <i>per se but</i> rather a learning exercise.</p> <p>Institutions selected for benchmarking were those</p>	<p>Organisations were sought (and advice taken on) which have a similar <i>operating model</i> to WFP – namely, were two or more of: highly decentralised; with strong field outreach; work in humanitarian and emergency situations.</p>

	<i>on gender, focusing on the identification of commonalities and differences, and the extraction of learning and good practice.</i>	with a similar operating model to WFP. Those selected were: <ul style="list-style-type: none"> <li>• UNHCR</li> <li>• CARE</li> </ul> Oxfam FAO													
<b>Q2/3</b>	<p><b>Field and desk study of ‘medium/high prevalence’ country portfolios<sup>16</sup></b></p> <p><i>Purpose</i></p> <ul style="list-style-type: none"> <li>• <i>To understand the range of gender issues that WFP faces in sample operational contexts</i></li> <li>• <i>To understand the role of the Policy and its implementation in a range of different country contexts</i></li> <li>• <i>To identify different results/pathways of contribution</i></li> </ul>	<p>The four countries selected for field study were:</p> <ul style="list-style-type: none"> <li>• Ethiopia</li> <li>• Bangladesh</li> <li>• Democratic Republic of Congo</li> <li>• Syria Regional Emergency Programme</li> </ul> <p>The four countries selected for desk review were:</p> <ul style="list-style-type: none"> <li>• Burkina Faso</li> <li>• Malawi</li> <li>• El Salvador Regional Programme</li> <li>• Ghana</li> </ul>	The sampling process was extended and is described below												
<b>Q2/3</b>	<p><b>Review of WFP operational material</b></p> <p><i>Purpose: to allow for analysis of operating environments where gender is less prominently reflected in WFP programming and operations, and explore the reasons for this, including any challenges and barriers.</i></p>	<p>Material from 12 operations was desk-reviewed, with a focus on country operations where gender is, according to the OE ranking exercise, rated as ‘low-prevalence’ (39 countries). Operations selected were from the following countries:</p> <table> <tr> <td>Haiti</td> <td>Cote D’Ivoire</td> </tr> <tr> <td>Somalia</td> <td>Mauritania</td> </tr> <tr> <td>Congo (Brazzaville)</td> <td>Pakistan</td> </tr> <tr> <td>South Sudan</td> <td>Zimbabwe</td> </tr> <tr> <td>Yemen</td> <td>Palestine</td> </tr> <tr> <td>Tunisia</td> <td>Laos</td> </tr> </table> <p>Telephone interviews with one WFP interlocutor were also conducted.</p>	Haiti	Cote D’Ivoire	Somalia	Mauritania	Congo (Brazzaville)	Pakistan	South Sudan	Zimbabwe	Yemen	Palestine	Tunisia	Laos	Specific criteria described below
Haiti	Cote D’Ivoire														
Somalia	Mauritania														
Congo (Brazzaville)	Pakistan														
South Sudan	Zimbabwe														
Yemen	Palestine														
Tunisia	Laos														

<sup>16</sup> Determined by an exercise conducted by Office of Evaluation prior to the study – see Terms of Reference at Annex 1 for more information

<p><b>Q2/3</b></p>	<p><b>Phone interviews and survey</b></p> <p><i>Purpose: to broaden participation in the evaluation and to seek information on challenges / barriers / opportunities for gender-focused programming.</i></p>	<p>A targeted <b>survey</b> was issued to WFP staff across a broad range of country offices, Regional Bureaux and HQ, to seek <i>perceptions</i> of WFP's efforts on gender from their vantage points, and to identify specific opportunities, challenges and barriers.</p> <p>This was supplemented with a structured telephone survey of 16 further countries, selected applying the same criteria as for the review of operational material. Those identified were:</p> <table data-bbox="992 501 1451 740"> <tr> <td>Kenya</td> <td>Indonesia</td> </tr> <tr> <td>Sierra Leone</td> <td>Peru</td> </tr> <tr> <td>Liberia</td> <td>Cambodia</td> </tr> <tr> <td>Rwanda</td> <td>DPR Korea</td> </tr> <tr> <td>Nepal</td> <td>Namibia</td> </tr> <tr> <td>Senegal</td> <td>Iraq</td> </tr> <tr> <td>Egypt</td> <td>Togo</td> </tr> <tr> <td>Tanzania</td> <td>Iran</td> </tr> </table> <p>Further interviews were also conducted with INGO and donor partner centrally, as well as with a range of WFP staff, including those involved in the organisational reform process.</p>	Kenya	Indonesia	Sierra Leone	Peru	Liberia	Cambodia	Rwanda	DPR Korea	Nepal	Namibia	Senegal	Iraq	Egypt	Togo	Tanzania	Iran	<p>Survey: WFP-wide</p>
Kenya	Indonesia																		
Sierra Leone	Peru																		
Liberia	Cambodia																		
Rwanda	DPR Korea																		
Nepal	Namibia																		
Senegal	Iraq																		
Egypt	Togo																		
Tanzania	Iran																		

### 3.0 Sampling

Prior to the engagement of the evaluation team, the Office of Evaluation had conducted a detailed analysis of WFP country portfolios in terms of: the intensity of gender-specific activities at country level; the extent to which “regular” programming was likely to be gender-sensitive; and related indicators.

Criteria applied are summarised below (see the Terms of Reference for details of criteria definitions, indicators and scale, and how scores were applied):

Priority 1 sampling criteria	
<i>Gender specific initiatives</i>	Gender Innovations Fund
	P4P
	SAFE
	UN Joint programme (none started as yet)
<i>Gender sensitivity at operational level</i>	Gender Marker
	School Feeding Take Home Rations
	Food for Work
	Food for Training

Based on the application of these criteria, the analysis also mapped the 76 Country Offices where WFP is present against the criteria and ranked the COs by score for gender *prevalence* (high, medium, low). Arising from this exercise, a shortlist of 20 countries for country visits was developed, which presented the highest three ranking countries by region (three were ranked as high; 13 as medium and 2 as low).

#### 3.1 Approaches to sampling

With resources available for four desk and four field studies, a **fully ‘representative’** sample of field studies for studying WFP’s work on gender could not be developed. There were also concerns about the paucity of data in some locations. It was therefore agreed that a **purposeful** selection would be made. The primary rationales for the sampling process were **a) learning** and **b) diversity**.

In essence, field and desk sample countries study needed to:

- Be located in country programmes where some gender-related programming (either specific or within mainstream operations) was underway, in order that maximum data could be gathered on how gender is being tackled within WFP programming;
- Cover as broad a range of country contexts, WFP programming and operations as feasible;
- Be broadly reflective of the kinds of contexts in which WFP operates, in order to maximise the relevance of findings across the organisation.

To achieve this, the following sampling decisions were made:

- Field and desk study selection applied the ranking exercise ratings developed by WFP as part of its preparatory work for the evaluation;

- To provide maximum value for the gathering of evidence, field and desk study studies did not seek to be ‘representative’ of WFP gender activity. Rather, sampling took place to provide a range of relevant contexts, and to maximise learning;
- Field study concentrated on WFP country offices with medium or high prevalence against the criteria applied by WFP, since these are where maximum data was anticipated to be available;
- To ensure a reasonable diversity of locations, the sample was also stratified by a range of contextual criteria;
- ‘Low’ prevalence contexts were considered likely to provide valuable information on the barriers and challenges to programming for gender. A supplementary strategy was therefore adopted to broaden the enquiry to these environments, and ensure full coverage, as far as feasible, of the WFP ‘universe’.

### 3.2 Updating rankings / feasibility

Following dialogue with the evaluation team, WFP conducted further research with those of the 20 shortlisted Country Offices scoring either medium or high – namely, to a) verify the information available and b) test for the feasibility of hosting an evaluation mission during July 2013, which is the timeframe available for the country studies. Following this process, ratings were revised as follows:

<b>4</b> country offices scored high	Ethiopia, Ghana, Kenya and El Salvador
<b>8</b> scored medium	Sierra Leone, Burkina Faso, Bangladesh, DRC, Rwanda, Nepal and Egypt
<b>2</b> were not approached	Afghanistan, Kyrgyzstan excluded from field study for different reasons <sup>17</sup>
<b>2</b> indicated that they could not receive a visit in the timeframe	Malawi, Mozambique
<b>3</b> did not provide a response <sup>18</sup>	Zambia, Guatemala, Honduras

### 3.3 Stratifying for context / programming

To this refined sample, the evaluation team applied *second*-round criteria to identify as broad as possible a sampling base, bearing in mind the objectives of a) learning and b) diversity:

<sup>17</sup> Afghanistan – 2012 Country Portfolio Evaluation included a gender analysis which was applied within the evaluation: Kyrgyzstan – recent evaluation contained gender dimensions which were applied within the evaluation

<sup>18</sup> Interpreted as ‘unlikely to be willing or able to receive a mission during the timeframe’

Second round sampling criteria	Criteria
<i>Priority 2i) sample characteristics (applied to shortlisted countries)</i>	<ol style="list-style-type: none"> <li>1. Geographical diversity – to ensure as broad a spread of regional diversity as possible whilst mindful of WFP’s portfolio distribution (52% in Africa, 26% in MENA, 13% in Asia and 9% in Latin America) and to include one study location from each Regional Bureau if possible</li> <li>2. Type of gender activity – to ensure a spread of gender-focused instruments (GIF, P4P, SAFE) and gender mainstreaming within programming</li> <li>3. Type of WFP operation – EMOP, PRRO, DEV (mindful of WFP’s portfolio distribution by operation type of 12% EMOPs, 31% PRROs; 17% DEV and CP 22%)<sup>19</sup></li> <li>4. Other on-going gender initiatives in the country</li> </ol>
<i>Priority 2ii) sample characteristics (context-related)</i>	<ol style="list-style-type: none"> <li>1. Degree of inequality / inequity (inequality-ranked HDI) and Gender Inequality Index status)</li> <li>2. Income status – middle, low</li> <li>3. Conduciveness of context – strong gender architecture and leadership, policy frameworks in place, gender within reporting frameworks etc.</li> <li>4. Presence of fragility / conflict</li> </ol>

### 3.4 Field study - sample content

Applying the second-round criteria to the final shortlist of 11 countries, and balancing these for diversity and spread, gave rise to the following sample of countries for field study: Bangladesh, Syria Regional Emergency Programme, Democratic Republic of Congo and Ethiopia. This selection provided a sample of:

- 2 field studies in Africa, one in MENA (Syria) and one in Asia
- One rated high and three medium under the prevalence score
- A mix of WFP programming instruments (EMOP / PRRO / DEV)
- A set of operating contexts reasonably reflective of those of WFP – both conducive and non-conducive for gender work; mature and non-mature operating contexts plus fragility; a complex and unfolding regional emergency; a mix of income levels; a mix of gender policy architectures
- A mix of different issues affecting gender (poverty and food insecurity, exclusion, political upheaval etc.)

In terms of WFP **gender prevalence rating and context**, the sample was constructed as follows:

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<sup>19</sup> 18% of WFP operations are Special operations which are commonly logistical or other operations, less relevant to GEWE

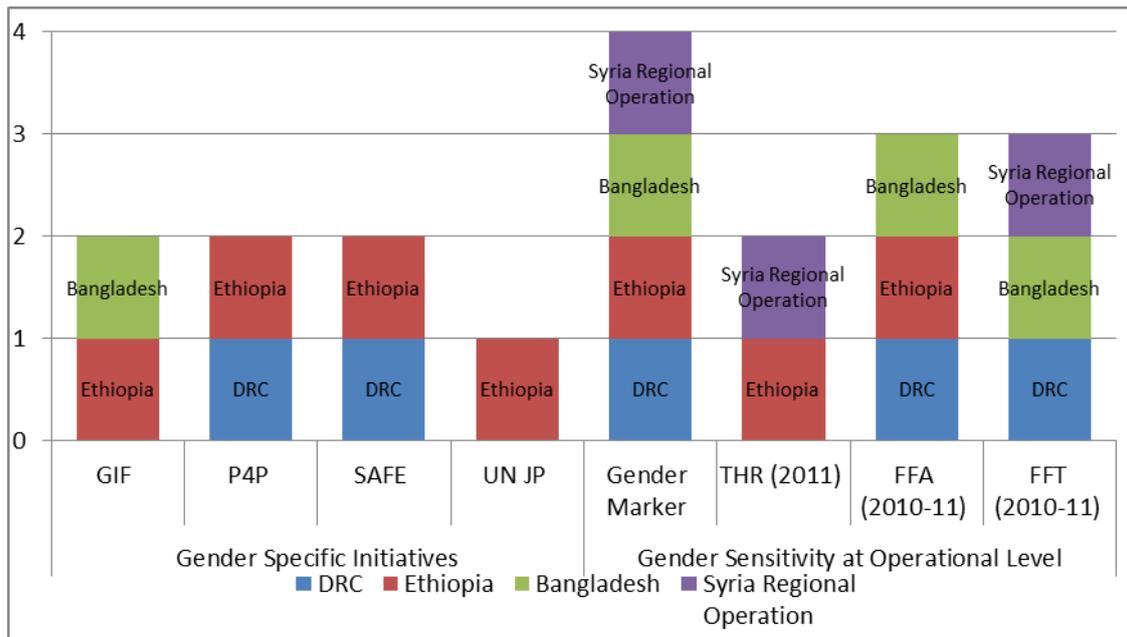
Country office	RB	Prevalence rating	Context <sup>20</sup>
Bangladesh	ODB	Medium – 4	Income status = low Inequality- adjusted HDI 0.374 in 2013 (low) GII 0.518 in 2013 Highly conducive operating context (policy frameworks, national commitment), strong and organised civil society on gender issues; much government, donor and civil society gender activity in the country.
Syria Regional Programme	ODC	A regional programme, country score not appropriate	Income status / HDI - multi-country (Turkey, Iraq, Egypt) , but targeting refugees GII 0.551 in 2013 Complex and unfolding emergency. Refugee crisis (outflow from Syria). Regional dimension raises additional complexities for gender. Example of acute crisis and volatility
DRC	ODJ	Medium 4	Income status = low Inequality-adjusted HDI of 0.183 in 2013 (low) GII 0.681 Some government efforts on women in post-conflict but persistent institutional and cultural issues; inequality and violence. Challenging governance context. Gender a key driver of poverty and food insecurity.
Ethiopia	ODN	High 6.3	Income status = low Inequality-adjusted HDI 0.269 in 2013 (low) No GII. Relatively mature aid architecture but a challenging governance and operating context for gender issues. Gender and food security issues deep rooted and closely linked to politics of ethnic federalism. Close links between gender and exclusion (political, geographical, and ethnic).

In terms of **WFP programming**, the sample was constructed as follows:

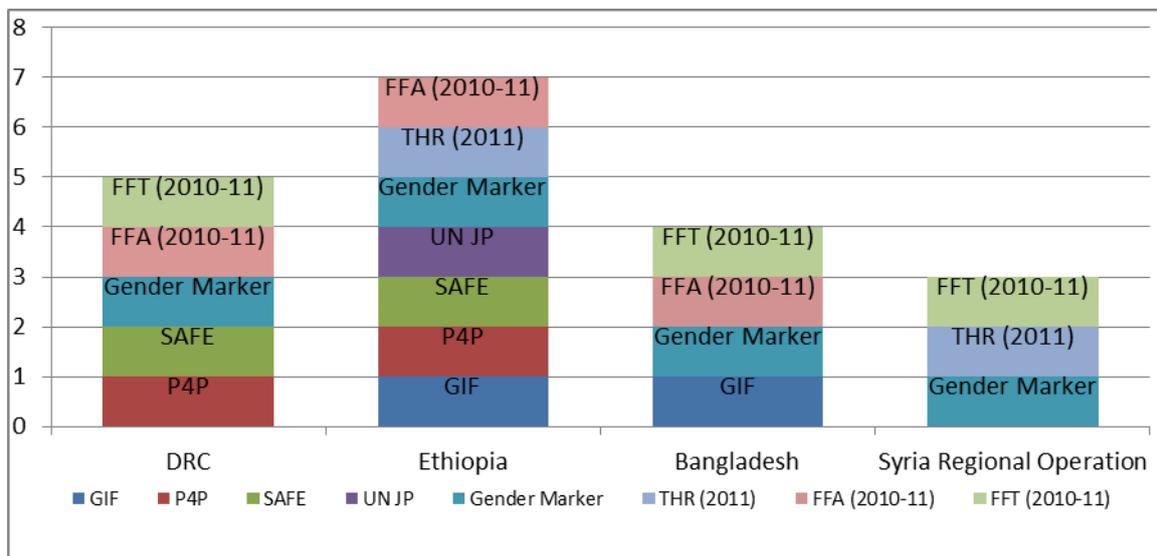
By gender initiative:

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<sup>20</sup> Information from: UNDP human development index 2013; country data; evaluation reports and team experience



By country:



### 3.5 Desk study

To supplement field study, desk study in four countries / regions was conducted. The main strategy for desk study sampling was to *supplement gaps* in the field studies through in-depth analysis of WFP operations in relation to context. The remaining countries available for study were as follows:

Ghana, Kenya, El Salvador, Sierra Leone, Burkina Faso, Rwanda, Nepal, Egypt, Malawi

The same criteria as for field study were *purposively* applied to provide for maximum learning / spread of contexts, namely:

- Geographical spread

- Type of WFP activity
- Type of WFP operation
- Other on-going initiatives in the country
- Contextual diversity (income status, Gender Inequality Index ranking, conduciveness for gender-related work)

Their application gave rise to the following selection: El Salvador, Ghana, Burkina Faso and Malawi.

### *3.6 Low prevalence operations*

The evaluation also sought to analyse operations where country portfolios had scored 'low' for of gender prevalence, to ensure thorough analysis of the reasons for lesser gender prevalence in activities and programming, notably the barriers, and the gaps in WFP's gender work. A sample of project documentation was therefore identified from such country operations.

To achieve this, the following parameters were applied:

- The scores of the low prevalence countries range from 2.5-0; the sample was therefore taken from across this range of scores.
- The sample was selected from operations which had been scored against the Gender Marker, in order to concurrently assess the scoring process for the Marker;
- To ensure a reasonable diversity of locations, the sample was stratified using the same characteristics as for field and desk studies, namely:
  - Representations of regional bureaus and portfolio distribution—taking into account the distribution of WFP's portfolio distribution (52% in Africa, 26% in MENA, 13% in Asia and 9% in Latin America).
  - Including both countries that had a specific gender intervention (GIF, P4P, SAFE) as well as those where there was no specific intervention taking place.
  - Type of WFP operation – EMOP, PRRO, DEV (mindful of WFP's portfolio distribution by operation type of 12% EMOPs, 31% PRROs; 17% DEV and CP 22%).

### *3.7 Sample content*

Applying the criteria to the list of 36 countries, and balancing these for diversity and spread, gave rise to the following sample of 12 countries for project cycle documentation analysis: Haiti, Yemen, Palestine, Tunisia, Laos, Pakistan, Mauritania, Cote d'Ivoire, Congo Brazzaville, Somalia, South Sudan and Zimbabwe. This selection provided a sample of:

- Representation of each regional bureau;

- 6 countries from Africa;1 from Latin America, 3 from MENA, 2 from Asia (so broadly reflective of WFP's portfolio balance)
- Scores of prevalence from between 2.5 and 0.5;
- A mix of WFP programming instruments (EMOP / PRRO / DEV) as far as can be ascertained;
- A mix of country income level statuses and WFP country expenditure levels;
- A mixture and range of prevalence of gender specific activities/initiatives and evidence of gender-sensitive programming

**Benchmarking study:** The evaluation design included comparison of WFP with four other organisations, to assess where WFP 'sits' in relation to gender mainstreaming. The four organisations selected were FAO, UNHCR, Oxfam and CARE. These were selected based on:

- Similar scale of field outreach
- Similar experience working in crisis and emergency situations
- Similar business practices and operating model in terms of direct delivery to beneficiaries
- Similar focus on food security and nutrition issues and the gender concerns which transect these
- Similar engagement in the co-ordination structures surrounding food security and nutrition at country level

Although the organisations are not identical and therefore 'direct' comparators per se, there was considered to be sufficient similarities between their objectives, practices and business models to generate learning on 'how gender mainstreaming is done' for WFP.

#### **4.0 Coverage**

The evaluation touched most parts of WFP during its implementation. In terms of **breadth of enquiry**: to summarise: with four desk and four field studies conducted, plus operational material from 12 countries, plus telephone survey of a further 16; this allowed for a minimum of **36 countries** to be consulted at varying levels of depth - plus a WFP-wide survey (See Annex 8). In total, over 60 country offices were consulted, as well as Regional Bureaux and HQ.

##### *4.1 Stakeholder perspectives*

Inclusion of stakeholder perspectives were considered extremely important for grounding the evaluation within the institutional context; both for triangulation and validation purposes; and for ensuring institutional 'traction' for a high-profile policy study. The evaluation therefore sought to integrate them in the following ways:

1. **Headquarters** - Through the consultative mechanism set up by Office of Evaluation, in which a Reference Group was consulted at key stages of the

Evaluation process; also through on-going evaluation team interviews and consultations.

2. **Gender Architecture** - Through on-going engagement, e.g. through a workshop to validate the indicative intervention logic<sup>21</sup> and Logic Model and through structured consultation with Gender Advocates via desk and field study, and phone survey, as well as through e-survey;
3. **WFP field staff and national stakeholders** - Through consultation during field study; phone interviews at desk study stage; and for WFP field staff, through telephone and e-survey.
4. **Co-operating partners:** through interviews and through consultation during field and desk study;
5. **National government:** Through consultation during field study: phone interviews where possible during desk study (though this proved limited);
6. **Recipients of WFP food assistance:** As a Policy and institutional evaluation, the study was not designed as e.g. a large-scale collection of beneficiary perceptions. However, as the introduction to the evaluation report sets out, it was considered important, both in substantive terms and for credibility, that the evaluation design sought to, integrate the perceptions for beneficiaries.

Accordingly, the voices of beneficiaries were prioritised in the design in a number of ways. Firstly, through interviews and focus groups conducted during field studies, and including with women and men, boys and girls. Secondly, through interviews with Co-operating partners, including CSOs who represent target constituencies. Thirdly, through interviews with NGOs, also within field studies and at HQ level, who represent vulnerable constituencies for whom gender issues are paramount. Finally, through the use of secondary data (evaluations, studies etc.) which had benefited from the opportunity to collect beneficiary perceptions more widely (e.g. those based on detailed survey) than this evaluation had the opportunity to do.

Combined, it is felt that these methods allowed overall for a credible approach within the limitations of the evaluation, to the inclusion of beneficiary perceptions. Other options – such as the conducting of large-scale survey work with direct beneficiaries – were discounted at Inception stage as a) unfeasible within time and resource constraints and b) risking a distortion of the focus of the study, which is centred on the Policy and institutional level.

## **5.0 Methodology and methods**

To guide the evaluative process, an Evaluation Matrix was developed as the ‘spine’ of the evaluation. This provided the main analytical framework against which data was gathered and analysed. It was shaped around the evaluation questions and embedded the evaluation criteria below. All other enquiry tools, such as interview guides and the field study template, were geared towards it.

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<sup>21</sup> Note: held 23 and 24 June 2013

The full Matrix, including sub-questions, indicators, data sources and prescribed methods, is presented at Annex 3. It presents, for all the Evaluation Questions, the relevant sub-questions, slightly adapted in some cases. Changes were:

- Two sub-questions were added into Q1 (Quality) to assess a) the analytical basis and b) the extent of consultation surrounding the Policy (to support the assessment of relevance / ownership of the Policy respectively)
- The sub-question on the extent to which the Policy matches similar policies of comparator organisations was posed as a separate question
- The final bullet under Question 3, ‘external operating environment and factors’ was separated out and some suggested factors identified

The second column of the Matrix presents a series of indicators by which progress / performance can be assessed (assuming that evidence is available). For Question 2 (results), the Matrix applied the Logic Model with specific indicators added. The third column set out the methods to be applied; and the fourth the data sources.

The indicators, methods and data sources included in the Matrix were based on research conducted during the Inception phase; experience from other similar studies; and a review of the available data. The list of indicators presented was comprehensive (up to 4 per sub-question) with a view to changing these if data was unavailable or unreliable (in the event, this was unnecessary). Methods were set out per sub-question, and the forms of triangulation between them made clear.

Under each evaluation question was listed a set of concluding questions. These provided a guide for the evaluation team in conducting analysis and drafting the findings of the report against each question.

### *5.1 Data Collection Methods*

The evaluation applied a mixed-method approach<sup>22</sup> to maximise validity and reliability. Key methods and data sources are set out in the Evaluation Matrix, but to summarise:

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<sup>22</sup> *Combining methods is a way to overcome limitations and enhance strengths*, recognising that ‘different techniques meet specific purpose, from measurement and description of events and states to understanding of a situation or a process, bringing their own strengths and limitations. Stern et al (2012)

**Table 2.3 Data Collection Methods**

<b>Question 1</b> <b>Policy Quality</b>	<ul style="list-style-type: none"> <li>• Documentary analysis applying a structured tool</li> <li>• Technical analysis of Policy and CAP documents (vertical and horizontal logic, results logic, accountability lines, target realism and alignment)</li> <li>• Budgetary analysis of the CAP, GIF</li> <li>• Institutional enquiry (staffing and human resources, organisational systems and processes review of gender architecture, business and policy area analysis including budgetary processes, accountability mechanisms, corporate reporting)</li> <li>• Semi-structured interviews</li> <li>• Focus group with key stakeholders in Rome (Gender Unit and Reference Group)</li> <li>• Comparative analysis (other organisations in terms of policy frameworks, strategies, resource allocations (to the extent feasible), corporate accountability and reporting, UN SWAP analyses)</li> </ul>
<b>Question 2</b> <b>Results</b>	<ul style="list-style-type: none"> <li>• Structured documentary analysis, as above</li> <li>• Field study, using a multi-method approach (systematic documentary analysis using a structured tool geared to the Evaluation Matrix; quantitative analysis of food security and gender datasets; semi-structured interviews and focus groups with a range of partners and key informants; possible consultation with beneficiaries; etc.)</li> <li>• Desk review of ‘medium/high’ prevalence country operations applying a standard tool and to include interviews with WFP and up to 4 key partners</li> <li>• Desk review of sample operations, using a structured tool</li> <li>• Standard survey (electronic and phone) of WFP country offices</li> </ul>
<b>Question 3</b> <b>Factors Explaining Results</b>	<ul style="list-style-type: none"> <li>• All methods above including institutional analysis (business process and policy area analysis, partnerships and research,</li> <li>• Semi-structured interviews with a wide range of partners</li> <li>• Standard survey (electronic and phone) of WFP country offices</li> <li>• Desk and field study, as above</li> </ul>

These methods were selected because:

- They are appropriate ones for Policy and organisational analysis and field enquiry
- On the basis of data review during the Inception Phase, they appeared both feasible and sensible (validated by the evaluation process)
- Combined, they form a relatively effective means of triangulation
- An emphasis on interview and focus group, particularly at field study level, maximised the scope for voices of beneficiaries and co-operating partners to be included
- Given the context of data paucity on results arising from the Policy and its implementation, reliability on secondary data alone would increase unreliability – field study was considered by both the evaluation team and Office of Evaluation essential to ensure a degree of validity

**Analysis of policy areas, sample operations and business processes:** These areas of enquiry supported systematic analysis of the indicators in the Evaluation Matrix to assess the extent to which the Gender Policy had been institutionally mainstreamed (and, beyond the Policy itself, to what extent gender as an issue had been integrated into WFP institutional practice). To minimise threats to validity, and

ensure a robust analytical process, standardised analytical tools were applied across each area. The Evaluation Team developed analytical tools geared to the Evaluation Matrix to allow data to be systematically comparable at overall analysis stage. These are attached at Annex 22.

**Benchmarking study:** The explicit focus of this exercise was learning rather than accountability. Analysis took place, also according to a structured tool presented in Annex 13, across a range of dimensions relating to gender mainstreaming, to generate lessons learned for WFP. Interviews were also conducted.

**Survey:** the study included two forms of survey, one by telephone to 16 WFP focal points, and an e-survey to widen participation. Both surveys were semi-structured, and geared to the indicators in the matrix, field desk analytical tools. They sought responses to such questions as: the intensity of WFP's efforts on gender; barriers and opportunities. The e-survey was distributed to such participants as WFP deemed appropriate e.g. field offices and regional bureaux.

**Data analysis:** Once the composite body of evidence was in place, a core template for analysis –geared to the Evaluation Matrix- was also drawn up. Analysis took place against this in the following ways:

- Across the analytical fields, drawn from the Evaluation Matrix, common trends, contradictions and difference were sought out and explored.
- The different pathways of contribution at different levels of results were tracked, identified and triangulated
- Explanatory factors related to the internal environment, Policy design and implementation and external environment were assessed
- Gaps in information available were also reported

**Validity and reliability:** The evaluation design is considered to have minimised threats to validity in three ways:

- Firstly, and primarily, the use of a systematic approach, to which the Evaluation Matrix (above) was key. Plotting sources of evidence onto a core tool, geared itself to the Policy's implicit intervention logic and Effectiveness Framework, and applying all data collection tools and instruments to this enabled systematic and rigorous data collection. In fieldwork, for example, research took place against the standard fieldwork tool provided at Annex 22, which emphasised triangulation, verification, and explanations ('how' and 'why' questions);
- Secondly, an emphasis on triangulation and the use of multiple sources of data- this was particularly important given the likely paucity of results data;
- Thirdly (and also linked to credibility) the adoption of a consultative approach, with findings validated on an on-going basis with key stakeholders (below).

Methods for ensuring validity and reliability at analysis stage included:

- **Triangulation** – to confirm and corroborate results reached by different methods – e.g. confirming that the articulation of gender mainstreaming structures present in documentation was actually reflected in organizational practice
- **Complementarity** - to explain and understand findings obtained by one method by applying a second. E.g. explaining and understanding the nuances around the design of GIF-related interventions stated in reports
- **Interrogation** - where diverging results emerged from the application of different methods – these were interrogated to either reconcile, or explain, the differences apparent (in the event, few such differences emerged).

## 6.0 Limitations

The major risks to evaluability, and how the evaluation sought to tackle them, are mentioned above. The following limitations also arose during the evaluation; mitigation was sought follows:

1. It prove challenging to extract results from desk study and programmes reviewed from COs with low prevalence of gender work. Key informant phone interviews helped to resolve this somewhat, but full testing of the Logic Model prove fully feasible only in the case study countries.
2. WFP staff turnover made it challenging to assess the validity of a) assumptions embedded in the intervention logic at policy level and in programmes and b) how effectively WFP had responded over the evaluation period to risks and to changes in the external environment. The evaluation included informants from different stages of the Policy process in order to assemble sufficient evidence to make a judgement.
3. Weaknesses in financial tracking of gender led to systemic difficulties in identifying and tracking investments – human and financial resources - in support of the gender Policy beyond the CAP. This difficulty had been recorded by previous evaluations of WFP’s predecessor Gender Policies. In the event, the use of the Gender Marker for 2012 allowed for some limited analysis, though this served more as a benchmark than as a robust assessment.
4. The review of operational documentation was anticipated to yield little information on gender within programming given the nature of WFP documentation. However, it was considered important to be able to: a) identify whether or not WFP programming documentation at all stages of the project cycle had supported or prevented the explicit recognition and treatment of gender issues, b) indicate the extent to which WFP was able to

report, through its standard documentation on a sample of projects, on its gender efforts and c) investigate whether, where operating contexts and programming modalities demanded attention to gender issues, WFP analyses, programme design process, implementation and reporting had recognised gender issues or otherwise. Combined with interviews, this area of enquiry did shed light on a broader range of operations than can be investigated through field and desk study.

5. Due to time constraints, country visits had to be scheduled in short sequence during July (this was essential if the end deadline for the study is to be met). Visits therefore needed to be conducted by different team members. To mitigate the risks in this approach: a) the visits applied the structured tools for field study (analytical framework and Aide Memoire structure); b) liaison among the team was extensive in the lead up to field visits, to ensure clarity and consistency on approach, methods etc., c) the first visit was conducted by the team leader, who led on the development of the methodological material and was therefore well placed to test and refine it in the field and d) a team meeting was held at the point of overlap between the first and subsequent studies, to ensure that learning is fed back to subsequent teams.<sup>23</sup> Weekly feedback emails were also issued by each team leader to the other teams.
  
6. The very short timeframe of the study and its resource limitations meant that it could not be as in-depth as desirable (for example, fieldwork was compressed into two-week periods; engagement with beneficiaries and partners could not be comprehensive. To mitigate this, the systematic approach adopted, and the balance of breadth and depth through the methods proposed, including consultation with 36 countries and fieldwork / desk review in eight, allowed the study to be as comprehensive as feasible within these limitations. This has helped support credibility.

## 7.0 Evaluation standards and criteria

The study sought to integrate the OCED DAC Evaluation standards, and in fact reports explicitly on these, as well as recent ALNAP work on criteria for evaluations in humanitarian contexts.<sup>24</sup> The evaluation team were committed to conducting the evaluation in accordance with WFP's EQAS guidance and UNEG's Ethical Guidelines and Code of Conduct.

Key criteria were addressed as follows:

**Table 2.4 Key Relevance Criteria**

Relevance	The relevance of the Policy to WFP's corporate and operational environment; alignment with international standards and norms
Effectiveness	The extent to which the results intended in the Policy had been realised, and whether a contribution had been demonstrated towards those which could have

<sup>23</sup> Held on 4<sup>th</sup> July 2013

<sup>24</sup> ALNAP 2013 Evaluation of Humanitarian Action: Pilot Guide. Available at <http://www.alnap.org/eha>

	been reasonably expected
Efficiency	The evaluation could not present a ‘value for money’ or full efficiency analysis, but was able to comment on the resource allocations to the Policy and their deployment relative to the results generated
Impact	It proves unfeasible to robustly assess impact given the paucity of results data. However, the Logic Model did allow for some reasonable measure of <i>plausible contribution</i> to results to be established.
Sustainability	This focused on the Policy’s institutional components, complemented by analysis of the results generated by field study. Dimensions of sustainability considered were: efforts to embed a gender perspective within national systems and structures including accountability frameworks; the absorption of WFP gender-related initiatives by national stakeholders; and efforts to increase national or Co-operating partner capacity on gender.
Coverage	The extent to which WFP assistance on gender had reached vulnerable women and girls, particularly refugees and those experiencing crisis
Connectedness	The extent to which WFP’s operations had taken longer-term and interconnected issues surrounding gender equality and women’s empowerment into account, particularly at country level
Coherence	The extent to which WFP’s operational work at field level had taken wider UN policies and commitments on gender equality into account, and had embedded a human rights based approach (in relation to Beijing and CEDAW commitments)
Co-ordination	The extent to which WFP’s efforts on gender had been harmonised and promoted synergy with those of other actors, particularly national partners and those within the UN system

## Annex 3: Evaluation Matrix

<b>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?</b>			
<b>Sub-questions</b>	<b>Progress markers</b>	<b>Methods</b>	<b>Data sources</b>
<i>To what extent is the Policy underscored by a robust analysis including of the particular gender-related and organisational challenges facing WFP?</i>	<p>Use of relevant analyses explicit in policy document (gender and food security, gender in humanitarian contexts etc.)</p> <p>Policy strategies geared towards addressing gender and food security-related challenges arising from analysis</p> <p>Use of organisational / financial analyses explicit in Policy document</p> <p>Policy strategies geared towards these analyses</p>	<p>Technical analysis of Policy and CAP documents for use of relevant and up to date analysis / gearing of Policy strategies towards this</p> <p>Semi-structured interviews</p>	<p>The Policy / CAP</p> <p>Previous Policies and their evaluations</p> <p>WFP-commissioned or wider international analysis of gender and food security</p> <p>Organisational / financial analyses of WFP</p> <p>Semi-structured interviews</p>
<i>To what extent was the Policy inclusive in its development?</i>	<p>Breadth of consultations undertaken during Policy / CAP development</p> <p>Issues raised during consultation reflected in Policy/ CAP content</p> <p>Extent of Executive Board engagement in / direction to Policy/CAP development</p> <p>Extent of Senior Management engagement in /direction to Policy and CAP development</p>	<p>Focus group with key stakeholders in Rome (Gender Unit and Reference Group)</p> <p>Interviews with key stakeholders (including former members of gender Service / Unit, senior management)</p> <p>Analysis of EB minutes, statements, directives, verbatims</p>	<p>Semi-structured interviews</p> <p>Focus groups</p> <p>Documentation (if available)</p> <p>Documents related to development and launch of policy and CAP</p> <p>EB meeting minutes of the time</p>
<i>To what extent does the Policy conform to the 2006 CEB policy and with agreed international norms?</i>	<p>Reflection of CEB policy statements / directions in Policy document</p> <p>Policy contains explicit reflection of standards of CEDAW, the Beijing Declaration, SPHERE, and the Paris Declaration on Aid Effectiveness</p>	<p>Analysis of CEB policy statements and directives as they are reflected within the Policy</p> <p>Analysis of CEDAW, Beijing, SPHERE, Paris Declaration</p>	<p>Wider international policy and strategy documents</p> <p>CEB Policy</p> <p>CEDAW, Beijing Declaration, SPHERE,</p>

		standards as they are reflected within the Policy	Paris Declaration UN SWAP WFP reporting and wider documentation
<i>To what extent does the Policy match similar policies of comparator organisations? (posed as a separate question)</i>	Similarities and differences between the Policy and those (including actions plans) of: OXFAM CARE UNHCR FAO	Benchmarking study - Comparative analysis of policy documents (including actions plans) of: OXFAM, CARE, UNHCR, FAO	Comparator organisation policies, results framework and resourcing  UN SWAP reports, evaluations and reviews;
<i>To what extent does the Policy take account of the findings and recommendations of the 2003-2007 WFP gender policy evaluation?</i>	Policy content explicitly reflects and responds to findings of 2003-2007 gender policy evaluation  Policy content explicitly builds on recommendations of 2003-2007 evaluation	Analysis of Policy in relation to 2003-2007 evaluation findings, conclusions and recommendations	2008 gender policy evaluation and management response
<i>To what extent is the Policy coherent with other relevant corporate policies or frameworks?</i>	Policy explicitly reflects the content/ intended results of the below <ul style="list-style-type: none"> <li>• WFP's Strategic Plan 2008-11 extended to 2013</li> <li>• WFP's Strategic Results Framework 2011</li> <li>• WFP's Management Plan 2010-11</li> <li>• WFP's Management Results Framework (2008-2011)</li> <li>• WFP's Human Resource Strategy</li> </ul>	Business process analysis (corporate results reporting)	WFP Strategic Plan and Results Framework 2008-11  Human Resource Strategy  Nutrition, Protection, Disaster Risk Reduction, HIV, Vouchers and cash transfers, Humanitarian Protection, School Feeding and Evaluation Polices
<i>To what extent does the Policy set clear objectives and functional and organizational arrangements to ensure that gender equality and women's empowerment are promoted?</i>	Policy objectives set at consistent and appropriate level, which reflect clear horizontal and vertical logic.  Presence of clear and realistic targets (scale of ambition)  Presence of clear lines of intra-organisational accountability.  Objectives and arrangements are sufficiently flexible to allow for adaptation to cultural context	Technical analysis of Policy and CAP documents (vertical and horizontal logic, results logic, accountability lines, targeting, sustainability, realism and alignment etc.)  Business process analysis of monitoring and evaluation systems  Business process analysis of	Policy and CAP  Human resource strategy and data  Corporate reporting systems and reports  Gender Unit reporting lines  Project design, implementation and approval processes

	Objectives are geared to sustainability (creating national capacity, building ownership etc.)	gender architecture (including accountability lines)		
<b>Conclusions questions</b> (to guide the team in drafting)				
<ul style="list-style-type: none"> <li>To what extent was the Policy <b>evidence-based</b>, being geared towards the critical gender needs facing the organisation?</li> <li>To what extent (and how) was the policy <b>aligned with</b> international norms for gender equality and women’s empowerment at the time?</li> <li>To what extent was the Policy <b>‘owned’</b> within WFP, by a broad range of stakeholders at different levels?</li> <li>To what extent was the Policy <b>realistic</b> given WFP’s financial and organisational constraints?</li> <li>To what extent was the Policy <b>results-oriented</b> and geared towards the reporting of results?</li> <li>To what extent does the Policy build on WFP’s <b>comparative advantage</b>? Where and how?</li> <li>In what respects (and how) does the policy constitute <b>‘good practice’</b>? What are <b>gaps and shortcomings</b>?</li> </ul>				
<b>Question 2 Results - What results has the Policy achieved?</b>				
<b>Assessment of Policy contribution to results</b>				
<i>Gender has been mainstreamed throughout the organisation, including how far:</i>	<b>Institutional changes and results</b>	<b>Contribution to realisation of organisational vision</b>	<b>Methods</b>	<b>Data sources</b>
<i>Institutional measures were taken and have been effective to support an enabling environment for the promotion of gender equality.</i>	<p>WFP has a clearly articulated <b>conceptual vision and strategic focus</b> for ‘gender for WFP’, owned at all levels of the organisation</p> <ul style="list-style-type: none"> <li><i>Policy and related documentation contain a clear vision statement / strategic focus for ‘gender in WFP’</i></li> <li><i>Vision and strategic focus for gender in WFP reflected in senior management directives and communication</i></li> <li><i>Staff at different levels voice common vision and understanding of WFP’s vision and strategic focus for gender</i></li> <li><i>Sample country strategies reflect gender as an issue for WFP</i></li> </ul>	<b>Strengthened and maintained institutional environment</b> for gender mainstreaming	<p>Analysis of Policy, CAP and associated documentation</p> <p>Systematic analysis of policy areas</p> <p>Analysis of EB / management statements, minutes, verbatims, plans, directives etc.</p> <p>Semi-structured interviews at HQ, regional and field level</p>	<p>Policy and CAP</p> <p>WFP Strategic Plan and Results Framework 2008-11</p> <p>EB minutes</p> <p>EB statements, directives and plans</p> <p>Semi-structured interviews</p>

	<p><i>programming</i></p>		<p>Analysis of operational material</p> <p>Desk and field study of 8 country programmes</p>	<p>Survey</p> <p>Sample of senior management directives and communications</p> <p>Country strategies and country programme documentation</p>
	<p>WFP's <b>institutional arrangements and capacity</b> for gender are commensurate with Policy implementation</p> <ul style="list-style-type: none"> <li>• <i>Staffing allocations to gender commensurate with Policy / CAP requirements</i></li> <li>• <i>Institutional positioning of Gender Unit / office / advocates commensurate with Policy / CAP requirements</i></li> <li>• <i>Staff trainings carried out commensurate with requirements of Policy and CAP</i></li> <li>• <i>Gender reflected in key institutional reform documents</i></li> </ul>		<p>Analysis of staffing allocations to CAP and Gender unit</p> <p>Analysis of gender architecture in WFP</p> <p>Analysis of key institutional reform documents</p> <p>Analysis of Gender Unit and other trainings conducted</p> <p>Analysis of HR business process area / staff surveys / staffing</p>	<p>CAP</p> <p>Gender Unit work plan</p> <p>WFP Organogram</p> <p>Semi-structured interview and staff survey</p> <p>ToRs for Gender Unit staff</p> <p>Gender Unit training programme</p> <p>Gender Unit staffing documentation</p> <p>WFP Strategic Plan and Results Framework 2008-11</p> <p>WFP Annual</p>

				Performance reports 2008,2009,2010,2011,2012
				Fit for purpose documentation, Framework for Action
	<p>WFP <b>policy areas</b> fully and consistently integrate gender concerns</p> <ul style="list-style-type: none"> <li>• <i>Presence of gender issues within selected policy areas</i></li> <li>• <i>Understanding of gender issues evidenced by key policy leads in WFP</i></li> </ul>		<p>Analysis of selected policy areas</p> <p>Semi-structured interviews with key policy leads</p> <p>Analysis of sample operational material (low prevalence countries)</p>	<p>Policies, policy guidance, policy implementation plans and policy evaluations.</p> <p>Semi-structured interviews</p> <p>Sample operational material</p>
	<p>WFP's <b>strategic dialogue and partnerships</b> fully integrate gender concerns</p> <ul style="list-style-type: none"> <li>• <i>Extent to which gender has been raised within EB dialogue and deliberations since 2009</i></li> <li>• <i>Extent to which gender has been raised in policy-level dialogue with donors since 2009</i></li> <li>• <i>Extent to which gender has been raised in policy-level dialogue with partner UN agencies since 2009</i></li> <li>• <i>Extent to which gender has been raised in policy-level dialogue with key INGO partners since 2009</i></li> </ul>		<p>Analysis of key UN, donor and INGO partnership documentation</p> <p>Semi-structured Interviews with donor, UN and INGO partners</p> <p>Analysis of key EB minutes, verbatims, etc.</p>	<p>EB minutes, statements and directives</p> <p>Partnership MoUs</p> <p>Donor and INGO partnership documentation</p> <p>UNSWAP documentation</p> <p>Food Security Cluster Documentation</p> <p>Semi-structured</p>

			interviews Gender Equality Institutional Assessment (CIDA)
<p>WFP's <b>accountability mechanisms</b> for gender enable it to report on performance at all levels of the organisation</p> <ul style="list-style-type: none"> <li>• <i>Standard project monitoring systems reflect requirement to report on gender issues</i></li> <li>• <i>Central evaluation systems include a requirement to report on gender issues</i></li> <li>• <i>Decentralised evaluations include reporting on gender issues</i></li> </ul>		<p>Analysis of sample operational material</p> <p>Analysis of programme monitoring requirements</p> <p>Analysis of evaluation systems (EQAS)</p> <p>Field and desk study</p>	<p>Update on the implementation of the WFP Gender Mainstreaming Accountability Framework</p> <p>WFP Output &amp; outcomes indicators</p> <p>SPRs</p> <p>Standard Project Report 2012 Guidance Manual</p> <p>Project logframes</p> <p>Evaluations</p> <p>EQAS documentation</p> <p>UNSWAP documentation</p>
<p>WFP's <b>results reporting</b>, at all levels, reflect its performance on gender issues</p> <ul style="list-style-type: none"> <li>• <i>Presence of gender within strategic and management results frameworks</i></li> <li>• <i>Presence of gender within WFP's</i></li> </ul>		<p>Business process review - analysis of corporate results reporting systems</p> <p>Analysis of SRF and MRFs over the Policy</p>	<p>WFP Strategic Plan and Results Framework 2008-11/13</p> <p>Project logframes</p>

<p><i>annual corporate reporting</i></p>		<p>period</p>	<p>WFP Management Plan</p> <p>WFP Annual Performance reports 2008,2009,2010,2011,2012</p>
<p><b>WFP programme designs, and responses</b> since 2009 respond to the differentiated identified needs of women and men</p> <ul style="list-style-type: none"> <li>• <i>Use / application of analyses on gender issues within sample programme designs since 2009</i></li> <li>• <i>Sample VAM analyses identify key gender issues in food security since 2009</i></li> <li>• <i>Post-2009 sample project designs reflect evidence of recognition of different gender needs</i></li> <li>• <i>Sample programme designs since 2009 reflect gender-sensitive strategies in varying contexts</i></li> <li>• <i>Post-2009 sample designs reflect differentiated targeting for women and men, boys and girls</i></li> <li>• <i>Post-2009 operations reflect evidence of other gender-sensitive implementation modalities, including efforts to tackle structural imbalances and to improve voice and empowerment</i></li> </ul>	<p><b><i>Increased effectiveness and sustainability</i></b> of programmes addressing extreme poverty and hunger</p>	<p>Business process review – analysis of project design and approval processes</p> <p>Desk study of four country programmes</p> <p>Field study of four county programmes</p> <p>Analysis of sample operational material (low prevalence countries)</p> <p>Analysis of sample policy areas (school feeding, protection, HIV, nutrition, VAM, chronic hunger, P4P)</p>	<p>Gender Marker documentation</p> <p>Field and desk study reports</p> <p>Policy area documentation and analyses</p> <p>PRODOCs, PAC documentation, budgets, budget revisions, SPRs, evaluations</p> <p>Semi-structured interviews</p>
<p><b>WFP’s programmatic resource allocations</b> to gender match its identification of gender</p>		<p>(if feasible)</p> <p>Business process</p>	<p>Gender Unit budgets</p>

	<p>priorities and needs</p> <ul style="list-style-type: none"> <li>• <i>Budgetary allocations to gender meet requirements of CAP</i></li> <li>• <i>Scale of specific initiatives on gender, such as the GIF, relative to WFP main operational expenditure</i></li> <li>• <i>Volume of gender-related expenditure identified from sample operational material (if feasible)</i></li> </ul>		<p>review – analysis of financial and budgeting systems</p> <p>Analysis of Gender Unit and CAP budgets over the Policy period</p> <p>Analysis of GIF funding levels compared to overall WFP expenditure</p> <p>Analysis of financial data from review of sample operational material</p> <p>Field and desk study</p>	<p>WFP budget</p> <p>Financial reporting documentation</p> <p>Financial data from the desk and field operations analysed</p>
	<p>WFP’s <b>efforts on gender at country level</b> enhance partner country capacity for gender mainstreaming</p> <ul style="list-style-type: none"> <li>• <i>Extent to which gender has been raised within partner government and civil society dialogue and deliberations since 2009</i></li> <li>• <i>Evidence of WFP raising gender issues within cluster dialogue and debates on gender issues</i></li> <li>• <i>Volume of training conducted with partner government and civil society representatives at national level since 2009</i></li> </ul> <p><i>Sample of partner memoranda of understanding and field-level agreements since 2009 which contain a gender dimension</i></p>	<p>3, Integration of a gender perspective into <b><i>food and nutrition policies, programmes and projects of partner countries / Co-operating partners</i></b></p>	<p>Field study of four country programmes</p> <p>Desk study of four country programmes</p> <p>Review of sample operational material</p>	<p>Field and desk study documentation (see Q2) including national documentation (policy documents etc.)</p> <p>Semi-structured interviews</p> <p>Survey results Country Strategies</p> <p>Partnership MoUs and agreements</p> <p>Partner reports</p>

<b>NOTE – PENDING DATA AVAILABILITY</b>	<b>WFP contribution to interim development results</b>	<b>WFP contribution to higher level results</b>	<b>Methods</b>	<b>Data sources</b>
<p><i>WFP achieves results relating to gender equality and women's empowerment in its own programmes in the countries it works including through partnerships.</i></p>	<p>Gender equity in access to food allocations and distribution decision-making in communities served by WFP</p> <ul style="list-style-type: none"> <li>• <i>Women and girls accessing resources and services in equal or prioritised proportion in communities of WFP operation</i></li> <li>• <i>Women's voices proportionately represented on key committees and decision-making structures in communities of WFP operation</i></li> </ul> <p>More equitable access for women and men, girls and boys to assistance/ skills / assets from WFP's livelihoods projects</p> <ul style="list-style-type: none"> <li>• <i>Positive changes in gender imbalances in the % of women, men, adolescent girls and boys accessing WFP livelihoods projects since 2009</i></li> </ul> <p>Increased protection of women and men, girls and boys in WFP food distributions</p> <ul style="list-style-type: none"> <li>• <i>Sample of WFP programmes since 2009 demonstrate efforts to comply with WFP food distribution guidelines on protection</i></li> <li>• <i>Sample of WFP programmes show</i></li> </ul>	<p>Improved gender relations in households, camps and communities served by WFP</p> <ul style="list-style-type: none"> <li>• <i>Evaluative or other reporting indicates evidence of change in men's knowledge, attitudes and perceptions regarding gender roles in WFP areas of operation</i></li> <li>• <i>Evaluative evidence of more equitable intra-household decision-making, particularly over food and education, in communities of WFP operation</i></li> </ul> <p>Increased food security and empowerment for women and girls in communities served by WFP</p> <ul style="list-style-type: none"> <li>• <i>Improved gender balance in WFP standard indicators at Outcome level / national statistics or surveys</i></li> <li>• <i>Stronger and more sustainable nutrition benefits at household level</i></li> <li>• <i>Evidence of changes in economic status, political engagement, education level or other dimensions of empowerment in communities served by WFP e.g. increased women's non-</i></li> </ul>	<p><i>Composite analysis across data from field, desk and survey reports: triangulated with other data sources on results</i></p> <p>Field study - multi-method</p> <ul style="list-style-type: none"> <li>• Systematic documentary analysis;</li> <li>• Quantitative analysis of food security and gender datasets;</li> <li>• Semi-structured interviews and focus groups with a range of partners;</li> <li>• Consultation with beneficiaries</li> <li>• Analysis and review of national documentation (datasets, gender statistics, reports etc.)</li> <li>• Analysis and review of</li> </ul>	<p>PACs/SPRs</p> <p>WFP Strategic Plan and Results Framework 2008-11</p> <p>Programming documentation (school feeding, Cash 4 Vouchers, P4P, R4 etc.)</p> <p>National reporting and statistics, particularly those on gender</p> <p>Gender Innovation Fund documentation</p> <p>Semi-structured interviews</p> <p>Joint Programme Documentation (FAO/IFAD)</p> <p>WFP Country strategies and related documentation (field study)</p> <p>MDG-F Achievement Fund</p>

	<p><i>evidence of country-level innovations to protect women and children in food distributions</i></p> <p>Increased agency for women in household decision-making, in communities served by WFP</p> <ul style="list-style-type: none"> <li>• <i>Sample WFP programmes show increases proportion of women food distribution committee members included and trained since 2009</i></li> <li>• <i>Sample WFP programmes indicate increased number / scale of awareness-raising activities</i></li> <li>• <i>promoting gender equality and the empowerment of women since 2009</i></li> </ul> <p>Reduced burdens for women in communities served by WFP</p> <ul style="list-style-type: none"> <li>• <i>Evidence of reductions in women's time poverty in communities served by WFP</i></li> <li>• <i>Evidence of increased productive labour by women in communities served by WFP</i></li> </ul> <p>Improved policy environments for addressing gender issues within food security and nutrition objectives</p> <ul style="list-style-type: none"> <li>• <i>Gender issues in national food security dialogue and commitments reflect WFP position and dialogue</i></li> </ul>	<p><i>exploitative participation in labour markets; Enhanced social capital for women;</i></p> <p>Stronger application and localisation of normative frameworks within WFP countries of operation</p> <ul style="list-style-type: none"> <li>• <i>Presence of CEDAW / shadow CEDAW, CRC or Resolution 1325 reporting in WFP countries of operation</i></li> <li>• <i>Reporting reflects food security issues from a gender perspective</i></li> </ul> <p>Mutually accountable development partnership for gender in WFP domains of operation</p> <ul style="list-style-type: none"> <li>• <i>Joint planning and programming for food security from a gender perspective</i></li> <li>• <i>Joint reviews, assessments and evaluations of food security strategies and programmes from a gender perspective</i></li> </ul>	<p>partner data and reports (Co-operating partner, partner UN, donor, other civil society)</p> <ul style="list-style-type: none"> <li>• Etc.</li> </ul> <p>Desk review of 'medium/high' prevalence country operations</p> <ul style="list-style-type: none"> <li>• Structured analysis of documentation</li> <li>• Interviews with 3 x key partners</li> </ul> <p>Desk review of sample operations for low-prevalence operations using a structured tool</p> <p>Analysis of Gender Innovations Fund datasets (particularly results)</p> <p>Analysis of Gender Marker ratings (composite)</p> <p>Analysis of WFP Gender Corporate</p>	<p>Documentation</p> <p>Programme Guidance Manual- Gender and Enhanced Commitment to Women IDS Research</p> <p>Partner documentation and MoUs</p> <p>VAM Reports</p> <p>Gender Marker Results and Documentation</p> <p>Semi-structured interviews with a range of partners</p> <p>GIF documentation</p> <p>SPRs</p> <p>WFP Gender Corporate Indicators, standard Outputs and Outcome Indicators</p> <p>WFP Gender Mainstreaming Accountability</p>
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	<ul style="list-style-type: none"> <li>• <i>Gender issues in national food and nutrition policies, programmes and activities reflect WFP position and dialogue</i></li> </ul> <p>Improved management for development results on gender and food security (national and WFP)</p> <ul style="list-style-type: none"> <li>• <i>WFP agreements with national partners on food security include clear intended gender results</i></li> <li>• <i>WFP's programmes at country levels are aligned with national gender results, if these exist</i></li> <li>• <i>WFP reporting on gender and food security results integrated into national systems reporting, if relevant</i></li> </ul>		<p>Indicators and standard Outcome and Output indicators</p> <p>Standard e- and telephone survey of WFP country offices</p> <p>Any other relevant results-related data</p>	<p>Framework</p> <p>Gender Mainstreaming in WFP: an Integrated assessment</p> <p>Gender Policy CAP Update</p> <p>WFP Programme Evaluations Gender Advocate Network documentation</p> <p>National Government documentation (Gender Policy, National Food Security Strategy, CEDAW reporting etc.).</p>
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**Question 3: Factors. Why and how has the Policy produced the results that have been observed?**

<b>Factor</b>	<b>Possible explanatory factors</b>	<b>Methods</b>	<b>Data sources</b>
<p><i>Communication and dissemination of the policy including field outreach.</i></p>	<p>Presence of communication / dissemination strategy or plan</p> <p>Volume of communication / dissemination activities held at:</p> <ul style="list-style-type: none"> <li>• HQ level</li> <li>• regional level</li> <li>• country level</li> </ul>	<p>Analysis of documentation surrounding Policy and CAP</p> <p>Semi-structured interviews with key WFP staff and partners,</p>	<p>Policy</p> <p>Communication/Dissemination Plan/Strategy</p> <p>WFP Annual Performance Reports</p> <p>Semi-structured interview</p>

	<ul style="list-style-type: none"> <li>• Volume of communication / dissemination activities held with:</li> <li>• partner UN agencies</li> <li>• donor partners</li> <li>• NGO partners</li> <li>• National government partners (across sample of 8 field and desk studies)</li> </ul>	<p>particularly those involved in Policy development</p> <p>Standard survey (electronic and phone) of WFP country offices</p> <p>Desk and field study, as above</p>	
<i>Institutional enabling environment</i>	Evidence of supportive leadership and governance for the Policy ( <i>Executive Board, senior management leadership on / oversight to gender issues / the Policy</i> )	<p>Business process review – analysis of Gender Architecture, including Executive Board / senior management role in taking forward the Gender Policy / gender agenda more broadly</p> <p>Analysis of strategic shifts / organisational reform documentation</p>	<p>Fit for Purpose review</p> <p>Strengthening WFP—A Framework for Action</p> <p>EB documentation</p>
	Evidence of supportive institutional policy and governance framework ( <i>supportive corporate Strategic Plan and results framework; UN policy frameworks; selected policy areas</i> )	<p>Business process review – analysis of corporate results / Strategic Plan reporting</p> <p>Policy area analysis - Nutrition, Protection, Disaster Risk Reduction, HIV, Vouchers and cash transfers, Humanitarian Protection, School Feeding, Evaluation policies</p> <p>Analysis of UN gender environment</p>	<p>WFP Strategic Plan and Results Framework 2008-11</p> <p>WFP Management Plan</p> <p>WFP Annual Performance reports 2008,2009,2010,2011,2012</p> <p>Policies</p> <p>UNSWAP Documentation</p> <p>Benchmarking exercise</p>

<p>Evidence of supportive institutional procedures, systems and tools in place (<i>accountability frameworks, corporate indicators, management reporting lines, project design and approval processes</i>)</p>	<p>Business process review – analysis of corporate results reporting; project design and approval processes; HR</p> <p>Semi-structured interviews</p>	<p>Project Cycle documentation review</p> <p>WFP Output &amp; outcomes indicators</p> <p>WFP Gender Mainstreaming Accountability Framework documentation</p> <p>WFP Gender Corporate Indicators</p> <p>WFP Internal Control Framework</p>
<p>Presence of accountability and incentive structures likely to influence behaviour (<i>senior management ToRs, unit and individual work plans and performance assessments</i>)</p>	<p>Business process review– analysis of HR area</p> <p>Semi-structured interviews</p>	<p>Sample of Senior Management ToRs</p> <p>Sample of Individual Work plans and assessments</p> <p>UNSWAP documentation</p> <p>Gender Mainstreaming Accountability Framework (Staff self-assessment)</p>
<p>Articulated and operationalised commitment to gender balance in staffing (<i>to the extent that progress on gender equality policies is often linked to progress on gender equity in staffing</i>) (<i>human resource strategies and plans; senior management directives on gender balance; reports on gender balance within the organisation</i>)</p>	<p>Business process review – analysis of HR area</p> <p>Semi-structured interviews</p>	<p>HR strategy</p> <p>Recruitment Strategy</p> <p>HR Gender disaggregated statistics</p> <p>HR Policy, PACE, PSEA</p> <p>Global staff survey</p> <p>Staff Work plans</p>

			Staff Performance Assessment Templates
	Articulated and operationalised financial and human resource commitment ( <i>resources allocated to Policy and CAP in relation to estimates per year: source of allocations; staffing of Gender Unit and continuity of staffing</i> )	Business process review – analysis of Gender Architecture, including staffing and funding  Business process review – analysis of corporate financial and budgeting systems  Semi-structured interviews	CAP expenditure  Budgets and financial reporting  Gender Unit work plan and staffing information  Semi-structured interview and staff survey
	Evidence of gender focus within WFP’s monitoring, evaluation and learning ( <i>monitoring and evaluation systems; lesson-learning systems and feedback loops</i> )	Business process review – analysis of monitoring and evaluation systems  Semi-structured interviews	EQAS guidance  Evaluation reports
<i>External operating environment and factors</i>	Possible factors include: <ul style="list-style-type: none"> <li>• Funding climate (<i>funding available to WFP</i>)</li> <li>• Donor, NGO and partner government pressure (<i>Executive Board members; CAP donors</i>)</li> <li>• UN incentives and pressure (System-wide Policy, SWAP, UN system reform, UN Women formation)</li> <li>• International directives, agendas and policy shifts (<i>post 2015 agenda; Busan outcomes</i>)</li> <li>• Contextual features (national level)</li> </ul>		EB ‘Listee’ Statement and Minutes  CIDA Gender Equality Institutional Assessment  UN System-wide Policy and SWAP documentation  Busan Outcome document and dialogue  Food Security Cluster documentation

			<p>Other organisations' Gender Policies</p> <p>Donor Gender Policies and Strategic Frameworks</p> <p>MDG Reports</p> <p>Joint programme Reports</p> <p>Country-level documentation (contextual analyses, operating context analyses etc.)</p>
<p><b>Conclusions questions</b></p> <ul style="list-style-type: none"> <li>• What are the main features of the 'enabling environment' for Gender Policy implementation within WFP?</li> <li>• What have been the main supportive factors, and also the main barriers to Policy Implementation (exogenous and endogenous?)</li> <li>• How well was the Policy communicated and disseminated across WFP and partners?</li> </ul>			
<p><b>Conclusions questions</b></p> <ul style="list-style-type: none"> <li>• <b>Question 1:</b> How relevant was the Policy as an instrument to guide WFP's mainstreaming of gender at the time? To what extent does it remain relevant in the face of evolving gender related concepts and approaches (as well as internal changes)?</li> <li>• <b>Question 2:</b> To what results did the Policy contribute? What is the balance between institutional (WFP-focused) results, and external results for women and men on the ground?</li> <li>• <b>Question 3:</b> Why did the Policy produce the results that have been observed? What has supported / constrained its implementation? What should be done differently next time?</li> </ul> <p><b>Report against: RELEVANCE, EFFICIENCY, EFFECTIVENESS, IMPACT, SUSTAINABILITY, COVERAGE, CONNECTEDNESS, COHERENCE, CO-ORDINATION</b></p>			

## Annex 4: Key Gender Terms

*The following definitions are appended to the Corporate Action Plan of 2010. Since they are congruent with international definitions, their use has been retained for this evaluation, and they are reproduced here.*

**Gender** refers to the social attributes and opportunities associated with being male or female, the relationships between women and men and girls and boys, and the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. (*United Nations Office of the Special Adviser on Gender Issues and Advancement of Women – OSAGI1*)

**Gender analysis** is the examination of a social process which considers the roles played by women and men, including issues such as the division of labour, productive and reproductive activities, access to and control over resources and benefits, and socioeconomic and environmental factors that influence women and men. Gender analysis also refers to the systematic investigation of the differential impacts of development on women and men. (*Inter-Agency Standing Committee 2006. Gender Handbook in Humanitarian Action. Geneva*)

**Mainstreaming a gender perspective** is the process of assessing the implications for women and men of any planned action [...] in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of [...] policies and programmes [...] so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality. (Report of the Economic and Social Council A/52/3/Rev.1)

**Gender equality** refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration [...] Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development (*OSAGI25*)

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<sup>25</sup>Available at [www.un.org/womenwatch/osagi/pdf/factsheet1.pdf](http://www.un.org/womenwatch/osagi/pdf/factsheet1.pdf).

**The empowerment of women:** concerns women gaining power and control over their own lives. It involves awareness-raising, building self-confidence, expansion of choices, increased access to and control over resources and actions to transform the structures and institutions which reinforce and perpetuate gender discrimination and inequality. The process of empowerment is as important as the goal. Empowerment comes from within [...] Inputs to promote the empowerment of women should facilitate women's articulation of their needs and priorities and a more active role in promoting these interests and needs. Empowerment of women cannot be achieved in a vacuum; men must be brought along in the process of change [...] (OSAGI<sup>26</sup>)

**Targeted actions** [...] should compensate for the consequences of gender-based inequality such as the long-term deprivation of rights to education or health care. This is important as in many situations women and girls are more disadvantaged than men and boys [...] but there are a number of situations where boys or men will be targeted for action, for example when boys are the target of recruitment for armed conflict [...] (Inter- Agency Standing Committee. 2006. *Gender Handbook in Humanitarian Action*. Geneva, p. 3.)

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<sup>26</sup> Available at [www.un.org/womenwatch/osagi/pdf/factsheet2.pdf](http://www.un.org/womenwatch/osagi/pdf/factsheet2.pdf).

## Annex 5: Fieldwork coverage and schedule

Country	Team	WFP contact	Dates	Coverage regions visited
Bangladesh	Hope Kabuchu (lead); Mohamed Taher, Nilufer Karim	Christa Rader, Country Director  Mei Liu, Head of Safety Nets	From 13 <sup>th</sup> July	North West: selection of: Food Security for the Ultra Poor in Sirajganj or Bogra; FSUP-Nutrition Sirajganj or IMCN in Gaibandha, School Feeding in Gaibandha; Enhancing Resilience (Cash Grant to Women); Transfer Modality Research area in Rangpur
Ethiopia	Cathy Gaynor, Meseret Kassahun, Metsihet Abraham	Keton Sankei, Programme Officer  Purnima Kashyap  Senior Deputy Country Director	7 <sup>th</sup> July - 17 <sup>th</sup> July	Tigray and SNNPR
Syria regional (Lebanon and Jordan)	Francis Watkins, Jon Bennett, Ahlem Shabaneh	Christine Clarence, Regional Protection Officer	7 <sup>th</sup> – 17 <sup>th</sup> July	Jordan and Lebanon, border areas with Syria
DRC	Julia Betts, Naomi Blight, Amacodou Ndiaye, Bijoux Kibunga	Patrizia Papinutti, Head of Programme / Koffi Akakpo, Programme Officer, VAM  Charlotte Mwarabu, Kashamura, National Programme Officer	1 <sup>st</sup> – 10 <sup>th</sup> July	Goma and Kinshasa

## **Annex 6: Interview guide for field study**

### **Questions for WFP staff (adapted as appropriate)**

1. What are the main features of operating context for WFP - food security; emergency / crisis; unrest; localised conflict; acute humanitarian; etc.; UN Reform etc.?
2. What are the primary gender issues in the country / area of operation (GBV, access to resources, access to justice, economic disadvantage etc.)?
3. What are the specific gender issues confronting WFP operations/programmes (food security etc.), if different?
4. What are the main external 'drivers' and pressures for gender work within the CO?
5. What is the main national or regional gender policy/strategy/architecture, for gender? - if relevant
6. What are WFP's main partnerships related to gender (Govt, CS, Other UN Agency etc.) Does WFP play a role in any gender-related fora in the country?
7. Who are WFP's main target groups as they relate to gender?
8. Are there any gender-specific initiatives within the portfolio? What are these?
9. Are there any WFP statements, country-specific strategies, etc. on gender?
10. Are there any joint initiatives on gender in which WFP is involved?
11. Does the Policy content resonate with national priorities and needs? To what extent / where and how?
12. To what extent does the Policy provide a guiding framework for country office gender work? Why / how / here?
13. Would you say there is a shared vision for gender at country level? If so, what is this?
14. What are the human resource allocations to gender within the CO? duration, core/consultant, etc.)
15. What training has been carried out for WFP staff on gender in the country /region? When / duration /content
16. Have there been any efforts by the CO to raise gender issues within policy and strategic dialogue at national level? Where / how?
17. Have there been any efforts to raise gender issues in dialogue with Co-operating partners since 2009? Where / how?
18. Have there been any efforts to raise gender issues in dialogue with government at country level since 2009? Where / how?
19. Have here been any efforts to raise gender as an issue in dialogue with donors at country level since 2009? Where / how?
20. Have there been any efforts to raise gender issues in dialogue with key UN partners / within the cluster system at country level since 2009? Where / how?
21. Where would you say gender is most prominently mainstreamed in WFP's programme at country level?

22. Has WFP conducted any training with partner government and civil society representatives at country/local level since 2009? What and what volume?
23. Where should I look to see WFP's contributions to gender results in its programming?
24. How resonant is the Policy for staff at country level?
25. How often does the country office engage with the regional office and HQ gender issues? (if relevant)
26. Would you say there is strong management and leadership on gender / Gender Policy implementation at CO level?
27. What are the available/utilised sources of guidance and support on gender for the CO?
28. How has the office applied the Gender Marker? Did you find it a useful tool?

### **Questions for partner UN agencies (to be adapted as appropriate)**

1. What are the main features of operating context for WFP - food security; emergency / crisis; unrest; localised conflict; acute humanitarian; etc.; UN Reform etc.?
2. What are the primary gender issues in the country / area of operation (GBV, access to resources, access to justice, economic disadvantage etc.)?
3. What are the specific gender issues confronting PUNO operations/programmes (food security etc.), if different?
4. What is the main national or regional gender policy/strategy/architecture, for gender? - if relevant
5. What are PUNO's main partnerships related to gender (Govt, CS, Other UN Agency etc.) Does WFP play a role in any gender-related fora in the country?
6. Who are PUNO's main target groups as they relate to gender?
7. Are there any joint initiatives on gender in which WFP is involved?
8. Would you say there is a shared vision for gender at country level among the UN system? If so, what is this?
9. Have there been any efforts by WFP to raise gender issues within policy and strategic dialogue at national level? Where / how?
10. Have there been any efforts by WFP to raise gender issues in dialogue with government at country level since 2009? Where / how?
11. Have there been any efforts by WFP to raise gender as an issue in dialogue with donors at country level since 2009? Where / how?
12. Have there been any efforts to raise gender issues in dialogue with key UN partners / within the cluster system at country level since 2009? Where / how?
13. Where would you say gender is most prominently mainstreamed in WFP's programme at country level?
14. Would you say there is strong management and leadership on gender / Gender Policy implementation within WFP at CO level?

## **Annex 7: Interview guide for Desk study**

### **Questions for all stakeholder groups (adapted as appropriate)**

1. What are the main features of operating context for WFP - food security; emergency / crisis; unrest; localised conflict; acute humanitarian; etc.; UN Reform etc.?
2. What are the primary gender issues in the country / area of operation (GBV, access to resources, access to justice, economic disadvantage etc.)?
3. What are the specific gender issues confronting WFP operations/programmes (food security etc.), if different?
4. What are the main external 'drivers' and pressures for gender work within the CO / RO?
5. What is the main national or regional gender policy/strategy/architecture, for gender? - if relevant
6. What are WFP's main partnerships related to gender (Govt, CS, Other UN Agency etc.) Does WFP play a role in any gender-related fora in the country / region?
7. Who are WFP's main target groups as they relate to gender?
8. Are there any gender-specific initiatives within the portfolio? What are these?
9. Are there any WFP statements, country-specific strategies, etc. on gender?
10. Are there any joint initiatives on gender in which WFP is involved?
11. Does the Policy content resonate with national / regional priorities and needs? To what extent / where and how?
12. To what extent does the Policy provide a guiding framework for CO / RO gender work? Why / how / where?
13. Would you say there is a shared vision for gender at country / regional level? If so, what is this?
14. What are the human resource allocations to gender within the CO/ RO? (duration, core/consultant, etc.)
15. What training has been carried out for WFP staff on gender in the country /region? When / duration /content
16. Have there been any efforts by the CO/RO to raise gender issues within policy and strategic dialogue at national level? Where / how?
17. Have there been any efforts to raise gender issues in dialogue with Co-operating partners since 2009? Where / how?
18. Have there been any efforts to raise gender issues in dialogue with government at country / regional level since 2009? Where / how?
19. Have there been any efforts to raise gender as an issue in dialogue with donors at country level since 2009? Where / how?
20. Have there been any efforts to raise gender issues in dialogue with key UN partners / within the cluster system at country level since 2009? Where / how?
21. Where would you say gender is most prominently mainstreamed in WFP's programme at country / regional level?

22. Has WFP conducted any training with partner government and civil society representatives at country / regional /local level since 2009? What and what volume?
23. Where should I look to see WFP's contributions to gender results in its programming?
24. How resonant is the Policy for staff at country / regional level?
25. How often does the country office engage with the regional office and HQ gender issues? (if relevant)
26. Would you say there is strong management and leadership on gender / Gender Policy implementation at CO / RO level?
27. What are the available/utilised sources of guidance and support on gender for the CO /RO?

## Annex 8: Survey results

The following are the quantitative results of a structured e- survey of all Country and all Regional Offices not otherwise contacted by the evaluation (responses from 29 Country Offices out of the 39 contacted (74%)). Identifying information has been removed; plus qualitative responses for conciseness. In some cases more than one individual per Country Office responded: however, given that a maximum of 3 per Office responded, this is not considered to have introduced a bias.

### 5) WFP faces a number of challenges in its work in different countries. How relevant are the following issues to WFP programming in your Country Office?

	Do not know	Not relevant	A little relevant	Quite relevant	Highly relevant	Total Responses
Vulnerability to food insecurity for women and girls particularly	0 (0%)	0 (0%)	1 (2%)	18 (40%)	26 (58%)	45
Access to education for women and girls particularly	0 (0%)	4 (9%)	9 (19%)	13 (28%)	21 (45%)	47
Access to justice for women and girls particularly	2 (4%)	8 (17%)	9 (20%)	12 (26%)	15 (33%)	46
Access to primary healthcare for women and girls particularly	1 (2%)	6 (13%)	7 (15%)	16 (35%)	16 (35%)	46
Access to land for women particularly	1 (2%)	5 (11%)	9 (20%)	13 (28%)	18 (39%)	46
Discriminatory cultural practices affecting women and girls	1 (2%)	4 (9%)	5 (11%)	16 (35%)	20 (43%)	46
Gender-based violence	1 (2%)	4 (9%)	6 (13%)	15 (33%)	20 (43%)	46
Vulnerability to HIV/AIDS for women and girls particularly	1 (2%)	6 (13%)	9 (20%)	18 (40%)	11 (24%)	45
Human rights violations committed against women and girls	1 (2%)	4 (9%)	11 (24%)	21 (46%)	9 (20%)	46
Maternal mortality	0 (0%)	2 (4%)	11 (24%)	16 (35%)	17 (37%)	46
Vulnerability for women and girls caused by conflict/displacement	1 (2%)	10 (22%)	10 (22%)	13 (28%)	12 (26%)	46

**6) Are you aware of a National Gender Policy/ Framework/ Strategy or equivalent?**

Response	Chart	Percentage	Count
Yes		70%	33
No		15%	7
Do not know		15%	7
Total Responses			47

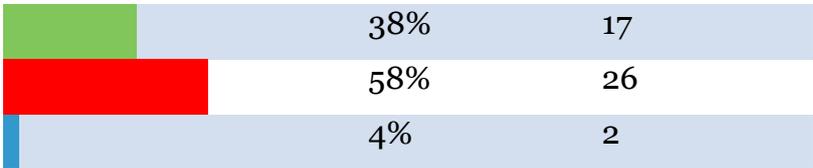
**7) Are you aware of a UN Gender Theme Group or equivalent?**

Response	Chart	Percentage	Count
Yes		91%	43
No		9%	4
Do not know		0%	0
Total Responses			47

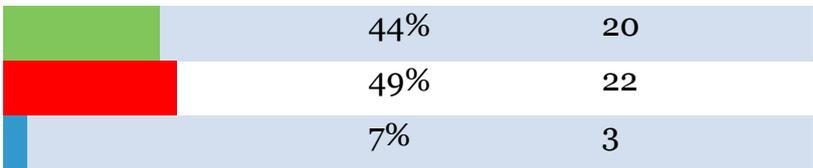
**9) Gender issues are often treated differently in WFP's programming areas. In your opinion, how intensively is WFP addressing gender issues in the following programming areas in your Country Office?**

	Do not know	Not addressing gender at all	Addressing gender a little	Addressing gender quite intensively	Addressing gender very intensively	Total Responses
Cash and voucher	7 (20%)	1 (3%)	10 (29%)	7 (20%)	10 (29%)	35
Food for Assets	3 (8%)	4 (11%)	12 (32%)	12 (32%)	7 (18%)	38
Food for Training	5 (14%)	2 (6%)	4 (11%)	14 (39%)	11 (31%)	36
Food for Work	2 (5%)	2 (5%)	11 (29%)	16 (42%)	7 (18%)	38
General Food Distribution	2 (5%)	3 (7%)	10 (24%)	14 (33%)	13 (31%)	42
HIV/TB	7 (19%)	2 (6%)	10 (28%)	9 (25%)	8 (22%)	36
Nutrition	0 (0%)	0 (0%)	5 (12%)	16 (39%)	20 (49%)	41
Purchase for Progress	11 (35%)	2 (6%)	1 (3%)	11 (35%)	6 (19%)	31
School Feeding	3 (7%)	1 (2%)	10 (24%)	12 (29%)	16 (38%)	42

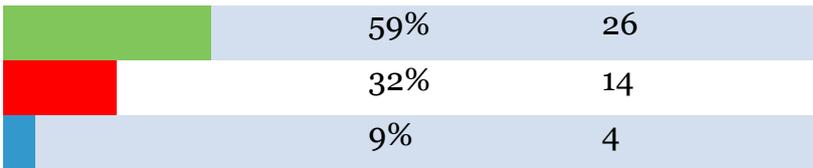
**10) Are you aware of any activities taking place in your Country Office under the Gender Innovations Fund?**

Response	Chart	Percentage	Count
Yes		38%	17
No		58%	26
Do not know		4%	2
Total Responses			45

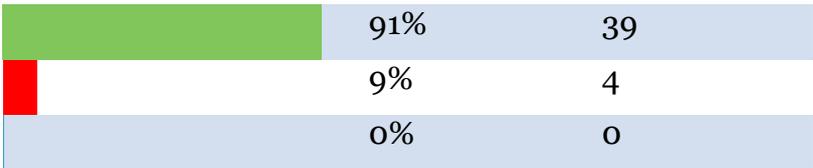
**11) Are you aware of any other gender-specific initiatives or operations in your Country Office's portfolio?**

Response	Chart	Percentage	Count
Yes		44%	20
No		49%	22
Do not know		7%	3
Total Responses			45

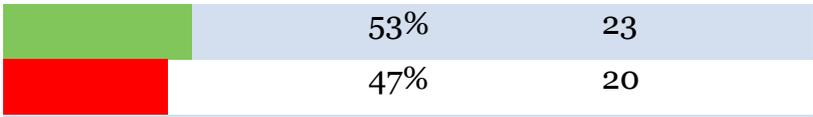
**12) Is WFP involved with any other UN initiatives on gender at country level?**

Response	Chart	Percentage	Count
Yes		59%	26
No		32%	14
Do not know		9%	4
Total Responses			44

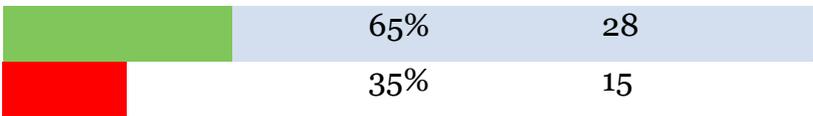
**13) Are you aware of a Gender Focal Point/Gender Advocate Network in your Country Office?**

Response	Chart	Percentage	Count
Yes		91%	39
No		9%	4
Do not know		0%	0
Total Responses			43

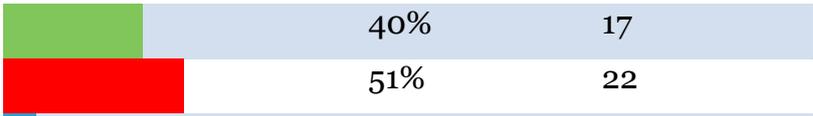
**14) Are there any other staff whose role contains a large gender component in your Country Office?**

Response	Chart	Percentage	Count
Yes		53%	23
No		47%	20
Do not know		0%	0
Total Responses			43

**15) Have you ever received any training from WFP on gender?**

Response	Chart	Percentage	Count
Yes		65%	28
No		35%	15
Do not know		0%	0
Total Responses			43

**16) Are you aware of your Country Office conducting any gender training for partners?**

Response	Chart	Percentage	Count
Yes		40%	17
No		51%	22
Do not know		9%	4
Total Responses			43

**17) Beyond training, how much guidance do you get on gender from your Country Office management/Regional Bureau/Headquarters?**

	Do not know	No guidance	Hardly any guidance	Quite strong guidance	Strong guidance	Total Responses
Country Office	6 (16%)	9 (24%)	8 (22%)	12 (32%)	2 (5%)	37
Regional Office	3 (8%)	11 (28%)	11 (28%)	10 (26%)	4 (10%)	39
Head Quarters	5 (13%)	7 (18%)	12 (31%)	13 (33%)	2 (5%)	39

**18) Are you aware of any dedicated financial resources to gender in your Country Office?**

Response	Chart	Percentage	Count
Yes		29%	12
No		67%	28
Do not know		5%	2
Total Responses			42

**19) Are you aware of any gender specific analyses that have been conducted in your Country Office?**

Response	Chart	Percentage	Count
Yes		33%	14
No		58%	25
Do not know		9%	4
Total Responses			43

**20) Beyond WFP corporate reporting requirements (e.g. Standard Project Reports), are you aware of any other information that is collected on gender by your Country Office? (E.g. reports, evaluations, impact studies etc.)**

Response	Chart	Percentage	Count
Yes		42%	18
No		51%	22
Do not know		7%	3
Total Responses			43

**21) Please describe your knowledge of the 2009 Gender Policy?**

	Unsure/ Cannot answer	No knowledge	Hardly any knowledge	Some knowledge	Strong knowledge	Total Responses
	1 (2%)	0 (0%)	4 (10%)	22 (52%)	15 (36%)	42

**22) In your opinion, how well known is the 2009 Gender Policy by other staff in your Country Office?**

	Unsure/ Cannot answer	Not at all known	Hardly known	Quite well- known	Well- known	Total Responses
	2 (5%)	1 (2%)	25 (60%)	13 (31%)	1 (2%)	42

**23) In your opinion, how relevant is the 2009 Gender Policy to the work of the Country Office?**

	Unsure/ Cannot answer	Not at all relevant	Hardly relevant	Quite relevant	Very relevant	Total Responses
	2 (5%)	0 (0%)	5 (12%)	29 (69%)	6 (14%)	42

## Annex 9: WFP Gender Policies: Objectives and Resourcing

1996-2001 Commitments to Women	2003-2007 Enhanced Commitments to Women	2009 Gender Policy
<p><b>Five commitments</b></p> <p>i) Provide women direct access to appropriate and adequate food.</p> <p>ii) Take measures to ensure women's equal access to and full participation in power structures and decision-making (as beneficiaries and in the organization itself).</p> <p>iii) Take positive action to facilitate women's equal access to resources, employment, markets and trades (including the use of food aid as leverage to obtain additional resources for women).</p> <p>iv) Generate and disseminate gender-disaggregated data and information for planning and evaluation.</p> <p>v) Improve accountability on actions taken.</p>	<p><b>Eight commitments</b></p> <p>i) Meet nutritional requirements of expectant &amp; nursing mothers, adolescent girls; raise health/nutrition awareness.</p> <p>ii) Expand activities to enable girls to attend school</p> <p>iii) Women benefit at least equally from assets created through food for training and food for work</p> <p>iv) Contribute to women's control of food in relief distributions</p> <p>v) Equal involvement of women in food distribution committees and other local bodies</p> <p>vi) Mainstream gender in programming activities</p> <p>vii) Contribute to an environment that acknowledges the role of women play in ensuring household food security / closing the gender gap</p> <p>viii) Progress towards gender equality in staffing, opportunities &amp; duties; gender-sensitive HR policies</p>	<p><b>Vision</b></p> <p>Enabling environment in WFP for promoting gender equality and the empowerment of women</p> <p>Three goals:</p> <p>i) Strengthen and maintain an institutional environment that supports and encourages gender mainstreaming;</p> <p>ii) Improve the effectiveness &amp; sustainability of WFP programmes addressing hunger in partner countries;</p> <p>iii) Promote the integration of a gender perspective into food &amp; nutrition policies, programmes and projects of partner countries &amp; cooperating partners.</p>
<b>Resourcing</b>		
<p>\$ 3,496,576 spent on Policy implementation (51% being extra-budgetary)</p>	<p>No data on operational allocations to women and girls, but total of \$5.72m spent on Policy implementation. 'Precipitous' drop in funding as 2008 Evaluation concluded.</p>	<p>Total required \$7.05m; \$5m provided as of Jan 2013<sup>27</sup> (all extra-budgetary); \$2.6m spent on Gender Innovations Fund</p>

<sup>27</sup> Source: Terms of reference (Annex 1)

## Annex 10: Chronology of Gender Activities

2008	Strategic Plan and Results Framework 2008-12 adopted <sup>28</sup> . A pivotal change: <ul style="list-style-type: none"> <li>• Set out an intended shift from "food aid" to "food assistance"</li> <li>• Clarified WFP's strategic objectives</li> <li>• Stressed the importance of working in partnerships/moving from a project to a strategic approach/promoting in-country capacity development.</li> </ul>
2008-10	Changes to WFP systems and business processes to bring them into line with the direction of the Strategic Plan and Results Framework: <ul style="list-style-type: none"> <li>• Programme categories review</li> <li>• New financial framework breaking the link between tonnage and funding</li> <li>• Requirement to prepare country strategies, separate from specific programmes</li> </ul>
2008-ongoing	Corporate shift from a Food Aid to a Food Assistance approach: <ul style="list-style-type: none"> <li>• Shift away from large-scale commodity distribution where appropriate</li> <li>• Use of an expanded set of food assistance tools (combining combating hunger with the promotion of development)</li> <li>• Focus on protection and nutrition as part of this shift</li> </ul>
February 2009	WFP Gender Policy issued
November 2009	WFP Gender Policy: Corporate Action Plan (CAP) 2010-2011
December 2009	80 WFP Gender Focal Points from 70 field offices and headquarters met in Cairo, for a workshop to transform WFP's Gender Focal Point system into the Gender Advocates Network (GAN).
2010	Gender Innovation Fund Launched
June 2011	CIDA Gender Assessment
2011	Gender website launched
May 2012	Gender Innovation Fund MTR
June 2012	CAP Update (extended to 2013)
June 2012	Gender mainstreaming accountability framework
August 2012	ED makes Gender a priority in 'Fit for Purpose'. Announces movement of gender unit to under the DED and COO and that it will receive the resources necessary to carry out its functional responsibilities
December 2012	Gender Marker training starts to be rolled out (more than 150 trained by March 2013), • Inter-Agency Standing Committee Gender Marker adopted to assess and score all country programmes/projects
2012	4 New gender indicators introduced into SPR, adopted to track performance on gender equality
September 2012	Partnership involving the Rome-based agencies and the United Nations Entity for Gender Equality and the Empowerment of Women (UNW) results in the five-year, US\$35-million joint programme Accelerating Progress toward the Economic Empowerment of Rural Women
February 2013	Self-reporting to the System Wide Action Plan on gender
March 2013	Gender Policy Evaluation commissioned
April 2013	Update on the Implementation of the WFP Mainstreaming Accountability Framework
April 2013	Beginning of planned 3 year partnership with the Institute of Development Studies

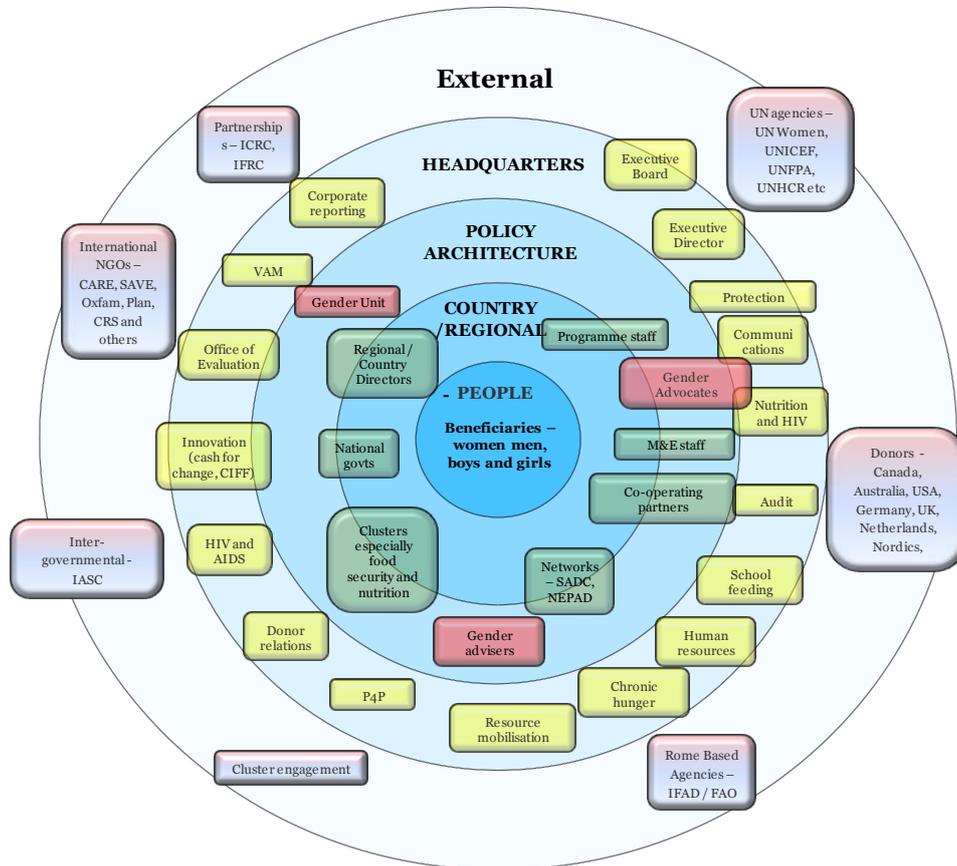
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28 June 2008

	(currently only 1 year funded), called “Innovations from the field: gender mainstreaming from the ground up for WFP”
April 2013	New appointee - Director of the Gender Unit
April- June 2013	Addition of 2 P-4 staff posts and one G-5 post in the 2013–2014 budget. The two professional staff members assumed their new positions in mid-2013; the G-5 staff member took up the new post in April 2013.
July 2013	ED issues Circular on Special Measures for Protection from Sexual Exploitation and Abuse (PSEA)
July/November 2013	Gender integrated into new Strategic Plan and Results Framework
October 2013	Gender Policy Draft Evaluation submitted by team of external consultants
November 2013	Agreement on Business Process Review work streams/ improvement initiatives to be prioritised and funded according to the decision of the Executive Board meeting
December 2013	Gender Policy Evaluation Finalised
February 2014	Gender Policy Evaluation Submitted to the Executive Board for Approval

# Annex 11: Stakeholder influence on and importance for the Gender Policy

The diagram below presents an analysis of the key stakeholders in the 2009 Gender Policy. It is supported by tables 11.1 and 11.2 below:



The tables below present team analysis of stakeholder influence / importance for the Gender Policy:

**Table 11.1: Internal and External Stakeholders**

Category	Stakeholder Group	Role	Influence	Importance
Governance and Management	Executive Board	Overseeing development and implementation of policy	High	High
	Executive Director			
	Deputy Executive Director, Assistant Executive Director, Directors of Divisions, Chiefs of Units	Overseeing development and implementation of policy	High	High

	Regional Directors, Deputy Regional Directors	Implementation of policy	High	High
	Country Directors, Deputy Country Directors	Implementation of policy	High	High
Policy and Programmes	Gender Service/ Unit	Development and implementation of policy	High	High
	Protection	Implementation of policy	Low	High
	Nutrition and HIV unit		Low	High
	School Feeding and Chronic Hunger		Low	High
	Purchase for Progress		Low	High
	HIV		Low	High
	Innovation (Cash 4 Change, CIFF)		Low	High
	Vulnerability Assessment and Mapping (VAM)		Low	High
Accountability	Corporate Reporting		Holding policy sections to account	Low
	Office of Evaluation	Low		Low
	Audit	Low		Low
Resource Management	Resource Management and Accountability	Ensuring resources are available for implementation	High	High
	Donor Relations		High	High
	Human Resources		Low	Low
	Communications		Low	High
Planning/ Preparation	Emergency Preparedness and Response	Inclusion of gender in planning and preparedness	Low	High
	VAM		Low	High
WFP Operational	Programme staff	Understanding and	Low	High

Staff	M&E	implementing policy	Low	High
	Food monitors		Low	High
Gender Advocates	Advocates (and former focal points)	Advocating for and implementing policy	High	High
	Advisers		High	High
<b>External Stakeholders</b>				
Rome Based Agencies	IFAD, FAO	Policy partners	Medium	Medium
	Rome Women's Group		High	High
Other UN orgs	UNWomen, UNICEF, UNHCR, UNFPA, IAGWE	International Partners	Medium	Medium
Donors	Canada	Providing resources and holding WFP to account	High	High
	Australia		High	High
	USA		High	High
	Germany		High	High
	UK		High	High
	Nordics		High	High
	Netherlands		High	High
Inter-governmental	IASC	International partners	High	High
National/Regional Partners	SADC, NEPAD, Regional Network	National / regional partners	Low	Low
	National Governments	Taking gender into account in policies	Low	High
Co-operating partners	NGOs (International, national, local – including Red Cross and Red Crescent Movement ActionAid, etc.)	International partners	Low	High
Beneficiaries	Women's groups, community groups, food management groups,	Recipients of support	Low	High

	households)			
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**Table 11.2: Stakeholder interest in the evaluation**

<p><b><i>Governance and Management</i></b></p> <p>Executive Board, Executive Director, Deputy Executive Director, Assistant Executive Director, Directors of Divisions, Chiefs of Units, Regional Directors, Deputy Regional Directors, Country Directors, Deputy Country Directors</p>	<ul style="list-style-type: none"> <li>• Clarity on gender as a corporate priority plus ‘what gender means’ for WFP</li> <li>• A narrative on WFP’s achievements in gender over the Policy period</li> <li>• Understanding what WFP is doing right and what challenges are faced</li> <li>• Understanding of Policy, CAP and institutional mechanisms strengths and weaknesses</li> <li>• Guidance on future direction in line with international priorities / dialogue</li> <li>• Greater clarity on roles and responsibilities for Policy implementation, and on how to implement</li> </ul>
<p><b><i>Gender Architecture</i></b></p> <p>Gender Unit, Advocates and advisers</p>	<ul style="list-style-type: none"> <li>• Understanding of Policy, CAP and institutional mechanisms for gender strengths and weaknesses</li> <li>• Assessment of progress on Policy implementation</li> <li>• Understanding of corporate knowledge and prioritisation around gender issues – and resistances / barriers</li> <li>• Understanding of entry points for addressing gender within WFP policy, programming and operations</li> <li>• <i>others</i></li> </ul>
<p><b><i>Policy and Programmes</i></b></p> <p>Emergency Preparedness and Response, VAM, Protection, Nutrition and HIV unit, School Feeding and Chronic Hunger, Purchase for Progress, HIV and AIDS, Innovation ( Cash 4 Change, CIFF), Vulnerability Assessment and Mapping (VAM)</p>	<ul style="list-style-type: none"> <li>• Greater awareness around gender as an issue in areas of WFP programming</li> <li>• Greater understanding of the Policy and of corporate responsibilities to gender</li> <li>• Knowledge of approaches to gender that will improve programming</li> <li>•</li> </ul>
<p><b><i>Accountability and Resource Management</i></b></p> <p>Resource Management and Accountability, Donor Relations, Human Resources, Communications, Corporate Reporting, Office of Evaluation, Audit</p>	<ul style="list-style-type: none"> <li>• Review of resources raised for gender over the Policy period, and the effects on implementation</li> <li>• Accountability to Executive Board members</li> <li>• Accountability to donor partners who have invested in the Policy / CAP</li> <li>• Resource (human and financial) implications of evaluation findings</li> </ul>
<p><b><i>WFP Field Staff</i></b></p> <p>Programme staff, M&amp;E</p>	<ul style="list-style-type: none"> <li>• Greater awareness around gender as an issue in areas of WFP programming</li> <li>• Greater understanding of the Policy and of corporate responsibilities to gender</li> <li>• Knowledge of approaches to gender that will improve programming</li> </ul>
<p><b><i>Rome Based Agencies</i></b></p> <p>IFAD, FAO</p>	<ul style="list-style-type: none"> <li>• Understanding of Policy, CAP and institutional mechanisms for gender strengths and weaknesses</li> <li>• Knowledge of approaches to gender that</li> </ul>

	<ul style="list-style-type: none"> <li>will improve programming</li> <li>• Understanding of what progress has been made on shared commitments to GEWE</li> <li>• Greater understanding of institutional and programme approaches that deliver gender equality results</li> <li>•</li> </ul>
<p><b>Other UN organisations</b></p> <p>UNWomen, UNICEF, UNHCR, UNFPA, IANGWE</p>	<ul style="list-style-type: none"> <li>• Understanding of Policy, CAP and institutional mechanisms for gender strengths and weaknesses</li> <li>• Knowledge of approaches to gender that will improve programming</li> <li>• Greater understanding of institutional and programme approaches that deliver gender equality results</li> <li>•</li> </ul>
<p><b>Donors</b></p> <p>Including: Canada, Australia, USA, Germany, UK, Nordics, Netherlands</p>	<ul style="list-style-type: none"> <li>• Holding WFP to account for investment in the Policy / CAP</li> <li>• Greater understanding of institutional and programme approaches that deliver gender equality results</li> <li>• Greater understanding of institutional and programme approaches that deliver gender equality outcomes and results</li> <li>•</li> </ul>
<p><b>Inter-governmental</b></p> <p>IASC</p>	<ul style="list-style-type: none"> <li>• Understanding of Policy, CAP and institutional mechanisms for gender strengths and weaknesses</li> <li>• Knowledge of approaches to gender that will improve programming</li> <li>• Understanding of what progress has been made on shared commitments to GEWE</li> <li>• Greater understanding of institutional and programme approaches that deliver gender equality results</li> <li>•</li> </ul>
<p><b>National/Regional partners</b></p> <p>National Governments</p> <p>SADC, NEPAD, Regional Network</p>	<ul style="list-style-type: none"> <li>• Role of Policy in supporting them to design gender-sensitive food and nutrition policies</li> <li>• Holding WFP to account for resources allocated for their country/region</li> <li>•</li> </ul>
<p><b>Co-operating partners</b></p> <p>NGOs (International, national, local)</p>	<ul style="list-style-type: none"> <li>• Understanding of Policy, CAP and institutional mechanisms for gender strengths and weaknesses</li> <li>• Knowledge of approaches to gender that will improve programming</li> <li>• Understanding of what progress has been made on shared commitments to GEWE</li> <li>• Greater understanding of institutional and programme approaches that deliver gender equality results</li> <li>•</li> </ul>
<p><b>Beneficiaries</b></p> <p>Women's groups, community groups, food management groups, households and others</p>	<ul style="list-style-type: none"> <li>• Understanding how gender sensitive policies and programmes can more directly address practical and strategic needs</li> <li>• Understanding their role in decision-making processes and whether this gives greater access to resources</li> </ul>

	<ul style="list-style-type: none"> <li>• Holding WFP to account for resources allocated on their behalf</li> </ul>
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## Annex 12: Integration of the recommendations of the 2008 Evaluation of WFP’s Gender Policy into the 2009 Gender Policy

Recommendation <sup>29</sup>	Management response <sup>30</sup>	Included in 2009 Policy?
<b><i>i. Take immediate steps to communicate the Enhanced Commitments to Women (ECW) and gender equality</i></b>		
Issue the new gender policy with strong senior management endorsement.	A new gender policy is to be approved and a corporate gender action plan is to be developed and implemented, reaffirming WFP’s commitment to these concepts.	<b>Yes.</b> <sup>31</sup> The Gender Policy was developed and approved in 2009, and the CAP in 2010
Develop and disseminate a gender-integrated version of WFP’s Strategic Plan (2008–2011).	This commitment is also demonstrated by the linkage of the gender policy with the Strategic Objectives in the new Strategic Plan. The Secretariat will develop guidance to ensure that gender perspectives are reflected in the Country Strategy Document (CSD) process.	<b>Partially</b> - the CAP? (now linked to the Strategic Plan of 2012/2013). The Policy is explicit on its commitment to include gender into WFP’s Strategic Results Framework. No statements on country strategies.
Improve gender content of WFP’s public statements by coaching public information staff in gender mainstreaming.	Public information staff will be trained in gender advocacy; corporate messages on gender will be developed for incorporation into all public statements.	<b>Mostly</b> - Para 39 – commitment to developing ‘a communication and advocacy strategy for a better understanding of the links between gender inequality, hunger and the sharing of responsibilities.’ (though no specific statement on training communications staff on gender issues)
<b><i>ii. Build gender-mainstreaming capacity by enhancing training and guidance.</i></b>		

29 Source: End of Term Evaluation of WFP’s Gender Policy 2003-2007 (Office of Evaluation)

30 Source: Agenda item 6 – Management Response to the Summary report of the End-of-Term Evaluation of WFP’s Gender Policy 2003-2007: Enhanced Commitments to Women to ensure Food Security. 2008, Second Regular Session - 27 - 30 October

31 WFP Gender Policy ‘Promoting Gender Equality and the Empowerment of Women in addressing Food and Nutrition Challenges’

<p>The new gender policy should include a strategic action plan for capacity-building</p>	<p>Training needs will be assessed to identify the staff to be trained and areas where training is needed. A training plan will be developed and implemented to increase capacity in gender analysis, gender audit and the use of gender information in policy and programming decisions and learning.</p>	<p><b>Yes</b> - This is the major thrust of the Policy and CAP. Para 36 contains a commitment to ‘ A comprehensive capacity development plan  will be implemented to address the capacities and competencies of staff for mainstreaming gender’</p>
<p>Monitoring and evaluation should be a basis for learning and innovation.</p>	<p>No reference to M&amp;E in response</p>	<p><b>Yes</b> – Para 38 of the Policy commits WFP to improving its accountability systems and tools to incorporate gender perspectives including monitoring and evaluation tools</p>
<p>WFP should use its new gender policy to encourage forward thinking and collaboration with other agencies to research the impacts of different approaches</p>	<p>The Secretariat will collaborate with academia on gender research that will inform its policies and programmes</p>	<p><b>Yes</b> - Para 46 commits WFP to collaborating with academic institutions on research to improve its policies and programmes and will collaborate with partners in assessing the impacts of its interventions.</p>
<p><b>ii. Re-orient the roles of Headquarters, country offices and regional bureaux.</b></p>		
<p>Headquarters should concentrate on: -Making it clear that WFP takes gender mainstreaming seriously; -Generating commitment to gender mainstreaming by engaging with staff and sharing successes; -Mobilizing and managing technical and financial support for country offices, sub-offices and cooperating partners; and -Collecting and sharing reports from the field. Other aspects of</p>	<p>Headquarters and the regional bureaux will continue to provide policy guidance and technical support for country offices. The Secretariat also recognizes the importance of country office ownership of actions to achieve gender equality and empower women, and encourages country offices to include gender activities in project budgets. The proposed gender policy requires country offices to develop action plans that reflect country-specific contexts.</p>	<p><b>No</b> - Little on this within the Policy other than:  Para 40: WFP will harness the extensive experience of its gender focal points by transforming them into a gender advocacy network.  Para 43: To further help country offices to mainstream gender, WFP will: i) launch a  Gender-Friendly Country Office Initiative, whereby country offices will be rewarded for compliance with the measures set out in this policy;  No commitment on country level action plans for gender</p>

gender mainstreaming should be left to context-driven needs and initiatives.		
Country offices should be responsible for: i) undertaking or gaining access to gender analyses; ii) formulating locally appropriate targeted measures and developing relevant and meaningful indicators; iii) providing gender-related training or expertise; and iv) identifying resources and attracting gender-oriented funding from country-focused donors.	The Secretariat will help country offices to build gender planning and analysis capacity to inform programme design and decision-making. Management will make a financial commitment to support gender activities at the country level.	<b>Partly</b> - Para 43 part ii) WFP will mobilize resources to establish a Gender Innovations Fund to help country offices implement innovative activities that promote gender equality and the empowerment of women. However, this was a discrete project, rather than the commitment to financially support gender mainstreaming within programmatic actions at country level
To shift funding and control to the local level, a mechanism such as a grant fund could be used. Funds could be leveraged to encourage Rome-based agencies to share resources.	The Secretariat will follow up on this recommendation and seek extra-budgetary funding to establish a gender facility fund to help country offices develop and implement gender initiatives. Country offices will be helped to develop and use country-level gender indicators under the results-based management approach. Country offices will use performance indicators agreed by United Nations country teams to report progress in achieving gender equality.	<b>Partly</b> - As above - Gender Innovation Fund was the response to this.  Policy does not contain an explicit commitment to use of performance indicators for gender at country level, or in adopting UNCT gender markers at country level. Accountability aspects of the Policy, whilst comprehensive, are very focused on the HQ level.
<b><i>iv Making more funding available at the country level.</i></b>		
	Subsumed into iii) above	<b>Partly</b> – as above (Gender Innovations Fund)
<b>Overall Recommendations</b> Concerning women in workforce	OMH is developing a strategy that addresses the recommendations of the gender evaluation and considers action to increase the percentage of women in the WFP workforce.	<b>No</b> – HR removed from the Policy and embedded in a separate strategy.

## Annex 13: Comparator Agencies

A review of the gender policy and practice of four comparator agencies was undertaken as one strand of the evaluation. The organisations were identified based on a) having a somewhat similar business model as WFP with significant field presence and b) engaged in both humanitarian and development work. The purpose of the review was to identify good practice for WFP along with common challenges and measures taken to address these. It was not an evaluation of the comparator organisation's work on gender. The work was undertaken by review of a range of documentation including each agencies gender policy, strategy and action plans; and evaluations and progress reports plus a review of the agencies external websites on gender. Most of these documents were publicly available. The exercise was supported by key informant interviews with personnel at headquarters and in the field for each organisation. A systematic tool was applied to analysis of information from each agency. Table 13.1 provides some basic facts on the four comparator agencies, along with WFP.

**Table 13.1: Comparator Agencies and WFP – Basic Facts**

Agency	No. staff	Affiliation	Income	Global Presence
Care-USA	12,000	Care International (14 members)	\$586m (2012)	84 countries
FAO	3,576 <sup>^</sup>	A United Nations entity	\$1b regular + \$1.4b voluntary (Budget for 2012-13)	130 countries
Oxfam-GB	5,175 (includes volunteers)	To Oxfam International (17 members)	\$615m (2012)	Over 70 countries
UNHCR	7,765 of whom 85% are field based	A United Nations entity	\$4.3 billion 2012	126 countries
WFP	11,335 staff* of whom 92% are field based	A United Nations entity	\$3.9 billion (2012)	80 countries

<sup>^</sup> On fixed term and continuing employment; \* On contracts of one year or more

Source: all data from external websites

The comparator agencies identified are CARE-USA; FAO; Oxfam-GB and UNHCR. The review was augmented by studying other agency evaluations and research on gender policy and practice which took place in recent years, where reports were publicly available.<sup>32</sup> All interviewees and evaluations made clear that nobody has found the 'magic bullet' and that effectively addressing gender equality is not mechanistic and requires sustained investment and constant re-evaluation and refinement of approaches. It is in this spirit that examples of good/promising practice are identified here.

<sup>32</sup> This included ECG (2012) Gender Equality and Development Evaluation Units: Lessons from Evaluations of Development Support of Selected Multilateral and Bilateral Agencies Gender Policies; IFAD (2010) evaluation of performance on gender equality and women's empowerment; AfDB (2012) Synthesis Evaluation of Gender Mainstreaming encompassing a range of organisations; the Gender and Development Network (2013) on Achieving Gender Equality and Women's Empowerment post 2015 and the MDG-F (2013) Two Roads One Goal assessment of gender equality programming.

## The Gender Policies

All four comparator organisations have policies on gender which offer (to varying degrees) a rights-based and development effectiveness-based rationale for work on gender equality and women's empowerment. FAO is most specific in identifying both while the international NGOs have policies that are more explicitly rights based (with some acknowledgement of development effectiveness/poverty reduction). UNHCR has adopted the unusual approach of combining age and diversity with gender mainstreaming. The policy is primarily a rights-based one and includes attention to rights of people who are lesbian, gay, bisexual, transsexual or intersex (LGBTI) whom they identify as often exposed to discrimination and abuse linked to their sexual orientation and gender identity.

All four organisations have separate policies or strategies addressing gender parity in staffing.

Gender mainstreaming is the overarching approach to realising their gender commitments; but all of the agencies adopt a two-pronged approach, which includes also women-specific targeted actions. The UNHCR policy indicates this as an option and places it within the wider mainstreaming/inclusion approach.

- Mainstreaming/integrating attention in all policies, practices and programmes;
- Targeted interventions aimed at addressing inequalities and meeting women's needs

While not explicit, the underlying approach identified in all policies is that of gender and development more so than women in development. Evidence, however, suggests that practice often veers more towards the latter – indicating a greater affinity with WID, sometimes as a legacy effect from prior policy and also as it is deemed by many to be conceptually clearer than GAD and easier to implement. It also speaks to the gap that exists between the highly gender aware personnel who draft policy and the beliefs of those who implement in the field, as well as the challenges of translating policy on gender equality into implementation. The current crop of policies is underpinned by evaluations of prior experience which enabled the above analysis of policy statements and practice.<sup>33</sup>

None of the policy documents provide an explicit theory of change but their gender equality goal, objectives and expected results are set out clearly.

All policies provide some form of implementation process for their gender policies. Of these, UNHCR provides this in a separate Action Plan while other policies make these implementation procedures explicit, such as FAO minimum standards, and require them to be actioned within wider programmatic and country strategies and plans. Accompanying accountability frameworks will be discussed below. In the past FAO had gender plans of action annexed to the overall plan and budget but these

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<sup>33</sup> UNHCR/Beck 2010; FAO 2011;

must now be integrated. Oxfam GB does not have a gender action plan but procedures stipulate that gender must be integrated into all programmes and interventions (e.g. all programmes must have one or more core objectives that explicitly focus on transforming women's lives).

Evidence is clear that one of the main challenges to successful gender policy implementation is competing priorities. Thus the manner in which a gender policy is communicated and disseminated is critical to ensuring response from those who will implement it. This process starts much earlier than when the policy document is ready.

The FAO policy was developed following highly participatory Gender Audit (2010-11) and a hard hitting evaluation (2011), which created momentum for the policy and won support from senior management<sup>34</sup>. The audit and evaluation demonstrated the low level of resources for gender, which caught the attention of the board and member states and raised the appetite for the gender policy. All country offices were visited in 2012 by the relevant section in FAO; discussions and presentations were tailored to the context of each office and, reportedly, provoked a strong reaction, particularly around some of the tough minimum standards such as that on resourcing. So nobody could be unaware of the policy.

The Oxfam GB policy document is only two pages long. Their approach is to have the policy embedded in programming systems and instruments such that all sections and offices know about and address gender issues and the procedures to be followed contain explicit triggers and requirements that make this obligatory. Oxfam is currently developing a new staff induction document on Gender.

The UNHCR AGD mainstreaming strategy established a direct link with the development of UNHCR's operational budgets and actions must now be 'spelled out in the country operations plans' and captured in the corporate reporting system (Focus).

Oxfam-GB identified one of its greatest strengths as consistent communication of commitment to gender equality by leadership and one of the weaknesses as lack of clarity of message in terms of what is to be achieved.<sup>35</sup> Interestingly, both INGOs are headed by individuals who have been gender activists throughout their careers. It was suggested in interviews that this leadership has helped sustain attention to gender equality, and create a culture that is conducive to doing so<sup>36</sup>.

The literature on gender policy evaluations is clear that gender policies need:

1. Strengthening through clarity including a theory of change that captures the dimensions and causal pathways of gender equality<sup>37</sup>;

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34 Interviews at HQ and field

35 Oxfam (2012) Accountability Report

36 Interviews however engaged just 3 people from each INGO. None suggested that progress was without challenge but leadership was seen to be strong

37 ECG (2012); AfDB (2012)

2. A clear results framework with statements of expect results (including time bound targets and indicators) at outcome and output levels – ideally developed into an Accountability Framework;
3. To be operationalised in organisational and programmatic systems and procedures

Operationalization of gender policies is examined in the next sub-sections

**Table 13.2: Gender Policies, objectives and approaches of comparator agencies**

<b>Organisation</b>	<b>Policy type</b>	<b>Policy Date</b>	<b>Policy Goal</b>	<b>Strategy</b>	<b>Action Plan (Costed)</b>
<b>CARE USA</b>	Gender Policy Gender Equity and Diversity Strategy (Also draw on Care International gender policy and strategy)	2010-2015  Due for review in 2014	Gender equity	Gender equity and diversity strategy (2010-2015) Gender mainstreaming in programmatic and organisational practices including 3 minimum standards	Policy Annex gives guidance for implementation of programme and organizational goals. Each CO must have at least one programming objective on gender included in their Long Range Strategic Plan
<b>FAO</b>	FAO Policy on Gender (Attaining Food Security Goals in Agriculture and Rural Development) Human Resources Strategic Action Plan for Achieving Gender Equality 2012 (reviewed annually)	2012	Gender equality And Development effectiveness in agriculture and rural development	Gender mainstreaming and women-specific targeted actions Minimum standards, institutional mechanisms and processes specified to be in place by 2015	Not separate Policy sets minimum standards for ensuring gender mainstreaming includes: a financial target for resource allocation to the policy by 2015; 30% of operational work and budget at the country and regional levels allocated to women-specific targeted interventions, by 2017.
<b>Oxfam GB</b>	Gender Policy Also Equal Opportunities & Diversity policy	2010 – updated twice since 2003	Gender equality	Gender Mainstreaming: ‘Place women’s rights at the heart of everything’ Implementation procedures to ensure analysis, explicit objective/s and culturally appropriate strategies	No Has to be integrated and resourced within policies, country programmes and projects –procedures and guidance provided for this
<b>UNHCR</b>	Age, Gender and Diversity Policy: working with people and communities for equality and protection Also: Policy on achieving gender equity in UNHCR staffing	2011	Gender equality – a human right essential for ensuring protection and durable solutions for all women and men	Gender mainstreaming Includes option for targeted actions but within an overall inclusion approach	Age Gender and Diversity Mainstreaming Forward Plan 2011-2016 – sets 7 strategic results as vision of a gender mainstreamed organisation (to be achieved by 2016)

*Source: Review of Policy documents*

## Gender Architecture

The ECOSOC principles make clear that for gender mainstreaming to be effective, it needs to be backed by resources and leadership, combined with the application of specialist knowledge across organizations centrally and in country offices<sup>38</sup>.

The most recent evaluations of the four comparator agencies indicate that insufficient human and financial resources were allocated to support effective gender mainstreaming<sup>39</sup>. In particular they found: (a) insufficient specialist gender expertise at headquarters and/or in the field<sup>40</sup>; (ii) over reliance on junior staff and/or consultant support; (iii) lack of influence of those charged with responsibility for gender with management and operations.

A classic substitute for dedicated gender expertise is a Gender Focal Point (GFP) system. All but one of the four comparators has moved away from reliance on this approach. FAO has retained and strengthened it under its new policy and this is underpinned by a set minimum standard. Formal recruitment of GFPs at headquarters and field level was undertaken to support the new policy; most of those recruited are at P4 or above; and their roles and responsibilities are incorporated in their job descriptions, with a commitment to spend at least 20% of their time on gender. This is tracked in the performance assessment system. They are backed by a team of gender officers in headquarters and will soon have a gender officer/specialist in each region.

UNHCR, with its combined policy has a relatively low number of staff supporting gender (insufficient according to evaluation and interviews). The Division responsible has four units, one of which is Gender Equality and Women headed up by a P4. The unit responds to field requests and disseminates guidance and best practice. This expertise is often also combined with that of protection and there are also dedicated Sexual and Gender Based Violence Officers. But the agency does put much effort into promoting the message of everyone's responsibility, backed up by senior management oversight that includes the High Commissioner (see also accountability section). Each Regional Bureau has someone as the entry point for gender as have most if not all services and divisions.

Oxfam and Care have a core of gender expertise on gender at the centre but give considerable latitude to regions and countries to secure their own gender expertise and to develop their own mechanisms. This has given rise to active but regional/localised groups working on specific gender issues.

The wider literature/evaluations support those of the comparator agencies and indicate that:

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<sup>38</sup> ECOSOC UN 1997: A/52/3.18.

<sup>39</sup> Consistent with other evaluations of multilateral and bilateral agencies

<sup>40</sup> Oxfam Accountability Report (2012)

- a comprehensive approach to mainstreaming requires gender specialists with a mandate and a budget at both headquarters and the country level;
- The expectation that gender mainstreaming would make gender ‘everyone’s business’ did not happen and this responsibility has to be integrated into the roles and responsibilities of non-gender specialist staff if it is to become a reality
- To be effective a gender focal point system needs to have roles integrated in job descriptions, dedicated time and resources and support of management

**Table 13.3: Gender Architecture/Institutional Arrangements for Comparator Agencies**

<b>Organisation</b>	<b>Gender Expertise at Headquarters</b>	<b>Gender Expertise in Field</b>	<b>Responsible unit</b>
<b>Care-USA</b> (Also links to a Care International Gender Network)	Gender expertise is a key part of several positions related to policy advocacy; technical support; knowledge management and communications as well as human resources (not possible to quantify numbers as many combined). Many thematic teams have their own gender expertise e.g. food security and agriculture. Directorate at HQ provides & also sources additional expertise to support COs	Many country teams have their own gender expertise embedded – each office is free but obliged to create its own mechanisms for supporting gender Gender Working Group of 350 staff from country offices, this is a voluntary group Gender Equity and Diversity steering committee made up of staff from different regions for whom this is a voluntary activity A women’s empowerment steering committee is made up of the executive management team	Directorate of Gender and Empowerment
<b>FAO</b>	Are 8-10 gender officers at headquarters Gender Focal Point system in HQ (mostly P4 and above): 47 GFPs at HQ	Currently hiring 5 gender officers for regions Have a Gender Focal Point system at region and country level whereby GFPs spend 20% of their time on gender and it is incorporated in job descriptions and performance appraisals Also informal networks on gender and rural areas in some regions e.g. North Africa which bring together other partners	Currently in Gender, Equity and Rural Employment division but this might change under current re-structuring
<b>Oxfam-GB</b>	Three gender specialists at headquarters: 1 senior gender adviser 1 for gender in humanitarian crisis 1 for advocacy and campaigns There is a corporate level formal system whereby 2 senior managers lead on gender at corporate level – these are champions with clout who ensure communication and mobilisation on gender – one is based at HQ and one is a senior Regional Director	This depends on regions, countries and programmes and varies over time e.g. West Africa region has a Regional Gender Adviser and a regional strategy; and several COs and projects have formal gender posts. Country offices and regions are free to set up own initiatives e.g. the Latin America region set up a Gender Champions Network in 2012; and a Gender Steering Group was set up in the Middle East Eastern Europe and Commonwealth of Independent States region to spearhead implementation of recommendations arising from a gender audit in the region	Part of Gender, Governance and Social Development Team
<b>UNHCR</b>	One gender specialist at HQ 100% time supported by a P3, a JPO (P2), interns and consultants. There is a ‘Troika’ of senior management made up of High Commissioner; Deputy High Commission; Assistant High Commissioner (Protection) who promote AGD work with all managers	One regional adviser with 50% time in East Africa Other regions advisers spend 20% time on gender – all have written job descriptions Champions from each Bureau and Division meet every 6 months to review implementation progress against Forward Plan Multi-functional teams take forward work on AGD. There was a focal point system for which there are ToRs but this has not really been sustained	Division of International Protection, which has four units, one of which is Gender Equality and Women

*Source: Implementation Plans, Action Plans, Evaluations, Performance Reports and Interviews*

## Financial Resources

Information from comparator organisations was less available in this area. All agencies indicate that their gender policy evaluations led to an increase in resources for gender equality. Informants also highlight the vulnerability of funds for gender when there is a crisis in funding – and the need for regular advocacy and negotiating to secure these funds.

Neither of the INGOs has a system for tracking funds spent on gender mainstreaming, though both are seeking to address this currently. In the case of CARE-USA this will be linked with a Value for Money tracking system. In the case of Oxfam GB, they are able to track gender specific programmes, which were at 10% in 2012, according to the key informant interview.

FAO’s audit and evaluation found that only about 1% of overall budget could be attributed to support for gender equality. The organisation has now set a minimum standard indicating that:

- A financial target for resource allocation to the FAO Policy on Gender Equality is set and met (for 2015);
- Special funds are allocated to support Gender Focal Point networking (by 2015)
- Human and financial resources related to gender equality from the HQ to the country levels will be systematically traced and reported (for 2015)
- 30% of FAO’s operational work and budget at the country and regional levels will be allocated to women-specific targeted interventions (by 2017)

UNHCR applies the IASC Gender Marker for eligible projects. While this tracks gender sensitivity it does not provide information on resource allocation.

The wider literature highlights that:

- Financial resources to support gender mainstreaming have been ‘seriously insufficient’
- Absence of a budget line or tracking system for implementing gender policy which makes assessment of effectiveness, efficiency and overall value for money very challenging.
- Good practice in some agencies who have put in place financial tracking through a marker on gender expenditures in interventions but warn also that such systems can be unreliable due to uneven assessments and interpretations.

**Table 13.4: Financing and tracking of finances for gender**

<b>Organisation</b>	<b>Financing</b>	<b>Tracking of finances</b>
<b>Care-USA</b>	A figure is not available.	Do not have systems to support tracking of spend on gender mainstreaming Currently developing a Gender Transformation Strategy that will work as a Value of Money system to ensure that there are returns on funds spent
<b>FAO</b>	FAO audit reported that only 1% of budget could be traced to gender,	Minimum standards for financing gender equality have been set to be achieved by

	triggering new commitments	2015 and 2017 (see narrative above); Plans to underway to introduce gender maker
<b>Oxfam-GB</b>	No specific budget for gender Budgeting for gender is the responsibility of country offices and programmes who must include this in their fundraising	Have a system for tracking gender specific investments but not gender mainstreaming <sup>41</sup> . The former is, reportedly, in region of 10%
<b>UNHCR</b>	A figure is not available	Tracker system does not support financial tracking

*Source: documents and interviews*

## **Corporate Reporting and Accountability**

All four comparator organisations reflect gender concerns in their strategic plans and associated results frameworks. All recent comparator evaluations indicate challenges with the quality of reporting on gender equality results, including absence of baselines and sex disaggregated data (and results focus in general). Closely associated with the quality of reporting is the need to respond to it. For this, sustained commitment, leadership and follow-up by senior management are essential. Each organisation has instituted or is initiating measures to address these issues.

Amongst the measures introduced by UNHCR is a mechanism for holding senior managers accountable for mainstreaming and targeted action through an Age Gender and Diversity (AGD) Mainstreaming Accountability Framework. Now in its seventh year, it provides an annual snapshot over time, across regions and at Headquarters on the basis of 2007 baseline data. All senior managers at country and regional level are required to report against four dimensions of the framework of which two, in particular related to gender equality and women's empowerment (all four do to some extent):

- Integration of age, gender and diversity (AGD) into all actions, at all levels;
- Specific actions to enhance the protection of women and children with specific needs;

The reports are analysed to identify trends; strengths, gaps and constraints; and promising examples of field practice. In 2013 87 % of senior managers at field level complied. Different challenges faced by regions/countries are highlighted but the report does not shirk in highlighting where performance has been weak.

At headquarters, the seven strategic results of the AGD Forward Plan (2011-2016) have been incorporated into tailored AF reporting formats for senior managers. All, including the High Commissioner, is required to complete this. In 2013 compliance was 100% at headquarters level. These are:

- Strengthened internal leadership and accountability for AGD
- Integration of AGD in Programming
- Expanded Capacity and Knowledge for Enhanced AGD Impact

<sup>41</sup> The Oxfam Annual (2012) and Accountability (2012) reports do not provide a breakdown of spend by gender

- AGD shortcomings addressed in Resource Allocation and Expenditure
- Enhanced Leadership externally for AGD100
- Enhanced and Expanded Partnerships to Strengthen AGD
- Strengthened Monitoring and Evaluation of AGD and its Impact.

The UNHCR 2010 evaluation endorsed the Accountability Framework as a means for clarifying managerial accountability for AGD at senior level and improving the results of protection and assistance. The annual reports on compliance were seen as ‘state of the art’ syntheses providing a comprehensive review of performance related to gender (and age and diversity). But the evaluation also found that the commitment of senior management to AGD mainstreaming had been variable and was still quite dependent on individual convictions and that renewed efforts were needed to revitalise this.

FAO has set a number of minimum standards (for 2015) related to improved gender results reporting and accountability. These include:

- For all (5) strategic objectives, a gender analysis is carried out and a gender action plan developed; progress on gender equality is measured for all corporate outcomes;
- All organisational units and regional, sub-regional and country offices report annually on their gender equality results;
- Departmental heads and regional, sub-regional and country representatives provide oversight for implementation of the gender policy in their units

A benchmarking project is under development whereby performance of FAO representatives in decentralised offices will be reviewed during 2013. This will provide a baseline and incentive for an upward trajectory in annual performance relative to the minimum standards.

Oxfam is working to develop 360-degree accountability tools for reporting to key stakeholders (SP 2013-19).

Gender-specific performance indicators have been introduced in UNHCR and FAO staff personal development plans and have been a feature for CARE and Oxfam for some time. Such measures are seen as essential incentives to concretise staff commitments for gender equality. Recognition for strong performance on gender can also be a motivator, hence the team achievements in gender scheme in UNHCR.

Other recent evaluations and evaluation syntheses highlight deficiencies in corporate results reporting on gender. The AfDB (2012) study says that ‘no systematic organisation-wide good practices (are) yet observable’ and that monitoring and reporting remains ‘a stubbornly challenging area’. It speaks of the ‘vicious cycles’ created for gender mainstreaming due to (a) not having results to report on and thus insufficient ammunition to argue for further investment in mainstreaming as well as (b) lack of reported gender results, feeding a lack of interest in gender work and

consequently a low level of results. The situation was better when gender advisors made inputs into project monitoring and evaluation.

A further observation from evaluation syntheses is the tendency to report on participation rates by female/male rather than more qualitative changes in gender equality. Underpinning this scenario is a paucity of analysis on underlying causes of gender inequality and how programme activities might affect women and men, girls and boys differently.

DFID experience shows the importance not only of having senior gender champions, but of also building in an incentive scheme for senior managers (in this case a financial reward). The Gender Equality Action Plan included a requirement for reporting. Country Offices reported annually on what they were doing to implement gender policy commitments. The Director General of Country Programmes led on implementation of the plan. After an initial year of some progress, individual behavioural change at senior level was identified as the key to effecting greater change. Pay incentives were introduced in the bonus scheme for senior managers, including Heads of Country Programmes<sup>42</sup>. Senior managers developed and reported on personal performance objectives on gender. The scheme yielded valuable evidence of the extent and patterns of contribution by senior staff on gender and was effective in galvanising action.<sup>43</sup>

Evaluation syntheses highlight a need for strong incentive systems, and performance tracking to ensure that these mechanisms are producing the desired increased commitment and activity. Thus gender needs to be included in the competency assessments of senior management, and in annual performance objective setting and review. Otherwise, it is unlikely to be adopted by the staff they supervise. They in turn are then likely to ignore gender, whatever the policy might say.

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<sup>42</sup> Gender and Development Network (2012) DFID's Strategic Vision for Girls and Women: A step in the right direction? Briefings 2 May 2012

<sup>43</sup> Social Development Direct (2010) Gender Equality Action Plan Light Touch Review Summary Document for DFID

**Table 13.5: Corporate gender results reporting and accountability measures in comparator agencies**

<b>Organisations</b>	<b>Gender in Strategic Plans</b>	<b>Corporate Indicators</b>	<b>Corporate Reporting</b>	<b>Accountability Measures</b>
<b>Care-USA</b>	The SP 2008-15 is gender and women focused and includes a specific strong statement of rationale for this	Gender-sensitive M&E indicators and guidance on standards supports programming in COs Need for qualitative indicators to balance primarily quantitative reporting <sup>44</sup>	Annual reports significantly report on gender; Report to CEO & COO then ED on gender policy benchmark progress At the Federation level there is a Care International Gender Policy Implementation Report	Gender Equity and Diversity Strategy 2010-2015 stipulates 7 Accountability Priorities for gender that encompass leadership; data tracking and use; planning and reporting; rewarding positive action and change; performance management and evaluation; and communication
<b>FAO</b>	One of 11 Strategic Objectives in current Strategic Plan but new Strategic Framework has 5 SOs with gender cross-cutting all (offers both opportunity and risk);	Are gender specific results, outputs and indicators for specific SO in current SP and gender indicators in all 5 SOs of new plan	Annual internal Progress Report on Gender Equality since 2012 (draft) Inputs come from GFPS; Gender achievements and challenges are reported on in monitoring, mid-term review and end biennium assessments	A monitoring system to show progress in gender policy is under development All senior managers and GFPS must have a gender equality objective in Performance Mgt System Steering Committee to monitor gender policy progress Minimum standards set for 2015/2017
<b>Oxfam-UK</b>	Follow Oxfam International Strategic Plan Gender Justice 1/4 priorities previous SP and 1/6 goals in current SP;	Gender Justice is a corporate goal + Global outcome & gender output indicators Gender indicators are part of a M&E and Learning Framework that triggers gender indicator use and reporting by all offices	Annual Gender Reports plus Global Accountability Framework and Annual Progress reports <sup>45</sup> – there is a substantial Section on gender and women’s rights in all reports, internal and public	Every CO must have 1/more gender objective; All staff must have 1/more performance objective on gender; All partnership agreements have gender in work and reporting; Minimum standards on GE & women’s rights for humanitarian context <sup>46</sup>
<b>UNHCR</b>	The SP <sup>47</sup> has x1 diversity and x1 programmatic (SGBV) priority. The new SP will specifically address women and leadership and other GE issues, including SGBV	Results Framework being revised to include AGD in online reporting system; 35 gender specific or sex disaggregated indicators (available in 2015 for 2014) Detailed guidance on each indicator is being drafted	Global Report includes gender (but not comprehensively) Annual reporting on gender by senior managers is analysed synthesised, and on intranet Progress reports on AGD to Steering Committee every 2 years	Competency Framework has indicators supporting GE ‘Cutting-edge’ AGD Accountability Framework for all senior managers at headquarters and in the field Seven specific AGD results to be achieved over 5 years Team Achievements in Gender Award

44 CARE GED Strategy 2010-2015

45 Oxfam (2012) a & b

46 Oxfam (2011)

47 UNHCR Global Appeal 2012-2013

## **Programming arrangements and supports, including gender analysis**

All comparator organisation evaluations and performance assessments of gender policy and practice identify a need to deepen and strengthen gender analysis and its translation into action.

The UNHCR 2010 evaluation found much to admire in the agencies use of participatory assessments which feature strongly in planning and design processes. These were found to have improved programme and protection responses and led to specific targeted action and improvements on protection. The multi-functional teamwork, which is an essential part of the process, was deemed to have improved the quality of operational responses and the incorporation of AGD into policies and guidelines.

UNHCR's participatory assessments were assessed by the 2010 evaluation as having increased interaction with persons of concern and to have changed staff attitudes and assumptions about working with persons of concern. But it also highlights gaps in development of the concept of gender and systematic integration of AGD analysis into UNHCR's protection and programme delivery and in its delivery of targeted actions. The results of the participatory assessments were judged to be highly variable and not always well utilised in planning. The multi-functional teams did not necessarily continue to operate after the assessment was done and the link between the results of the participatory assessment and the county operations plans was not always robust. This year, UNHCR is undertaking a review of a sample of 35 participatory assessments to determine if the methodology used is appropriate and if the results have influenced programming.

FAO's flagship Socio-Economic and Gender Analysis (SEAGA) tool has been used by the agency and its partners to support gender mainstreaming in programmes since the 1990s. It provides guidance and a methodology for gender and wider social analysis. The 2011 evaluation found that it was widely used and adapted to different contexts. The tool was deemed of good value but the assessment was that the momentum behind its creation had been lost and that the tool required revision and re-vamping. Many staff interviewed in that evaluation indicated that they needed training in order to more confidently apply the SEAGA tool.

Oxfam emphasises the importance of gender analysis but has found it a challenge to get quality gender analysis. In a review of 25 country gender analyses, all were found to be insufficient to support the identification of strategic and measurable gender equality objectives, indicators and interventions. Challenges include lack of understanding of staff and partners on what constituted a gender analysis and poor capacity in integrating gender in results based planning.<sup>48</sup> The West Africa region has responded to these findings by recruiting a regional Gender Advisor and

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48 Oxfam (2012) Accountability Report

developing a regional Gender Strategy with focus on systematising and driving improved gender analysis and response.

The AfDB synthesis indicated that evaluations endorsed the belief that gender analysis provides a 'firm foundation' for gender mainstreaming but of 26 evaluations; 22 indicated that the use of gender analysis was insufficient to effectively integrate gender into interventions. The focus of analysis was also found to be substantially on women as potential beneficiaries rather than assessing the potential differential effects by gender.

**Table 13.6: Programming arrangements for gender mainstreaming and gender analysis, in comparator agencies**

<b>Organisations</b>	<b>Programmatic requirements</b>	<b>Systems for gender analysis</b>	<b>Guidance &amp; Supports</b>
<b>Care-USA</b>	Gender sensitive indicators Partnerships with women’s groups and gender activists Support national women’s movements which are working to create change Follow Programming Principles in emergency, rehabilitation and development work including HAP, ALNAP, IASC and other best practice standards	Gender analysis is obligatory and incorporated in programme design and implementation requirements; Gender analysis has to be translated into programmatic interventions Socio-cultural factors associated with power relations between women and men Promote participatory assessments of Knowledge, Attitudes & Practices	Gender Toolkit – a comprehensive resource for gender analysis including tools for ethical research; tools for gender-sensitive situational analysis, M&E and impact measurement; Good Practices Framework in gender analysis has examples and questions; Guidance on gender assessments in emergencies
<b>FAO</b>	Country Programming Frameworks incorporate gender at all stages, including analysis (and quality assurance)	The Socio-economic and Gender Analysis (SEAGA) approach is the main tool used to incorporate gender dimensions into development initiatives and rehabilitation interventions	Gender Officers review results matrices for gender sensitive results/ indicators; SEAGA handbooks are provided for field workers, development planners and policy makers with tools and guidance on gender analysis in specific sectors
<b>Oxfam-GB</b>	Minimum Standards (16) on GE and Women’s Rights for the Humanitarian context are used to design gender-sensitive programmes At least one programme objective on gender Identify and support women’s organisations Culture-sensitive interventions that promote women’s dignity and self-esteem	Gender analysis is part of the Joint Country Assessment process – the foundation of programming Programme/policy design system triggers questions that lead to gender in analysis Support is available from HQ or externally to support analysis (depending on size of programme)	Oxfam Minimum Standards for Gender in Emergencies Handbook on Gender Equality and Women’s Rights in Emergencies A series of policy and practice publications offer illustrations and lessons
<b>UNHCR</b>	All Protection and Programme related guidance and reporting mechanisms are required to be AGD sensitive and explicitly ensure that groups with specific needs are reflected in programmes Regional dialogues are held with women and girls Adhere to Global Humanitarian Platform <i>Principles of Partnership: A Statement of Commitment</i>	Participatory assessment (PA) methodology is central to introduction of the AGD approach – this is conducted in multifunctional teams, led by the Representative, conducted annually, and is required to ‘visibly and measurably’ incorporate sound gender (and diversity) analysis into country operation plans and special appeals.	UNHCR Action against SGBV: an updated strategy (2011) provides guidance including a Quick Guide for managers of country and field offices with 10 minimum steps required to establish an SGBV prevention and response programme Use IASC GBV Guidelines Guidance note on working with Men and Boy Survivors of SGBV

## **Capacity assessment, development and supports**

The UN SWAP system has assigned two indicators to capacity – one on capacity assessment of staff and the other on capacity development. UNHCR had not conducted a comprehensive assessment according to its SWAP report 2013, nor does it have an institution-wide capacity development plan guiding initiatives. FAO, on the other hand, has in recent years carried out a Gender Audit in 2010, a Gender Evaluation in 2011 and numerous other assessments of specific field offices and units.

**UNHCR** has invested significantly in staff training and makes considerable use of web-based technology. Using this platform it now offers Age, Gender and Diversity training (which will shortly be mandatory when the French version comes on line, it is currently offered only in English); an SGBV e-learning course; and a six month distance learning Programme via self-study, which includes coached and web-based modules and a workshop that promotes an integrated approach to SGBV, Child Protection and Education. Staff members also use IASC on-line training courses on gender and protection issues. The AGD approach is also systematically incorporated into all UNHCR training and learning programmes, including induction and emergency management.

Two minimum standards in FAO's policy are (i) that a gender equality stock take exercise is conducted for all services and (ii) that a mandatory gender equality capacity development programme is developed and implemented for all professional staff and managers. This will be tailored to the needs of specific units, country and regional offices and be delivered by trainers with both gender and relevant technical expertise. The 2011 evaluation found that insufficient human and financial resources were provided to support training and advisory services; this has been addressed in the provisions of the 2012 policy.

Oxfam country offices conduct Gender Audits to assess capacity and develop a plan to support integration of gender. Offices are expected to respond to the findings of Audits. For example, Oxfam's West Africa region followed up by recruiting a Regional Gender Advisor and developing a Gender Strategy. But overall the organisation has assessed its own capacity development performance as insufficient. They are now developing a more comprehensive gender training programme at basic, intermediate and more advanced levels. The course will be offered in different forms: on-line or face to face depending on the requirements of each country tea.

CARE USA benefits significantly from the Care International website Gender Wiki which provides space for staff to connect informally, hold discussion groups, and access resources such as papers, guidelines and further links on a range of gender topics. This can also be externally accessed and is a good resource. <http://gender.care2share.wikispaces.net/>

Wider evaluations of gender policy and practice all stress the importance of capacity development of management, staff and partners but caution that efforts often fail to raise capacity to the level required to be able to mainstream gender comprehensively in their work. This is most often due to insufficient human and financial resources but also because training is not tailored to specific needs of individuals and of contexts; and because senior managers and operational staff often fail to attend gender training. A recurrent problem in understanding gender-related concepts was reported along with the challenge of translating these into action in programmes and operations. These wider evaluations do not offer robust evidence on the effectiveness of different types of training.

**Table 13.7: Capacity assessment, capacity development, knowledge and information management**

<b>Organisations</b>	<b>Capacity Assessment</b>	<b>Capacity Development</b>	<b>Knowledge Management</b>
<b>Care-USA</b>	Undertake gender audits and follow up capacity development plans	Offers several gender training course in various filed. Has held training of trainers for staff globally (e.g. 124 trainers from COs were trained on gender and diversity) Have a whole series of CD-ROMS and training videos (Care Videos for Training inventory)	Care USA has a comprehensive and active advocacy programme around women's empowerment with topic based materials targeting public, policy makers and staff members There is a Care Academy for sharing information across staff on strengthening institutional capacity on gender
<b>FAO</b>	Gender audit (2010) and also included in gender evaluation (2011). Plus several assessments of gender capacity in technical units and field offices; gender stocktaking exercises conducted in units within the organisation; short surveys with GFPs and other selected staff.	Strategy for developing capacities of Member countries and staff on gender equity in food and agriculture was endorsed end 2012 with a work plan; Multiple training programmes available through corporate learning platforms including web-based courses on gender analysis in humanitarian and development settings; others in the pipeline including gender and food security and a training course for GFPs	Gender is included in media training for spokespersons and Representatives Gender post in Partnerships & Advocacy Unit. A new communications plan is being finalised Both the general and gender specific external website and internal website have a rich source of documents, well laid out in user friendly format
<b>Oxfam-GB</b>	Carry out gender audits to assess and respond to capabilities for integrating gender	Gender is included in regular staff training On-line training on gender in DRR Gender leadership programme But overall need more intensive training on gender in programming – developing a Gender Capacity Building programme with 3 levels from basic, to intermediate and advanced which will be offered in different forms	Gender is embedded in KM measures to strengthens links between learning and decision-making by embedding 'moments for review' in Oxfam GB's Monitoring, Evaluation and Learning (MEL) system, Spread learning and evaluative knowledge via its Programme Resource Centre Gender in Oxfam reflects (every 3 years)
<b>UNHCR</b>	No institution-wide capacity development plan or staff capacity assessment at present but a survey of skills attitudes and experience on AGD will be conducted with all staff from the lowest grade to senior managers	AGD e-learning course is operational and mandatory (352 staff have completed) SGBV e-learning course (543 staff have completed) Also use IASC on line training course for staff 6 month Protection distance learning programme via self-study, coached and web-based modules & a workshop that promotes an integrated approach to SGBV, Child Protection and Education	No specific communication plan for gender Regularly document and share information on GEEW within and outside the organisation. In 2011 undertook a series of Dialogues with refugee women and girls in 7 countries from which information was widely disseminated Launched in 2013 a research project on UNHCR's gender work since 1970s

## Annex 14: Assumptions of the Policy

The following Assumptions were identified through a technical analysis of the 2009 Gender Policy and CAP:

Assumptions of the Policy
<b>Conceptual:</b>
<ul style="list-style-type: none"> <li>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</li> </ul>
<b>Organisational</b>
<ul style="list-style-type: none"> <li>That sufficient political will existed across WFP (including within senior management) for the Policy and CAP to be prioritised and implemented</li> <li>That Executive Board endorsement of the Policy would feed down, through management layers, to implementation</li> <li>That resources would be available for the implementation of the CAP within the intended timeframe (initially 2010-2011)</li> <li>That sufficient capacity existed to provide guidance on mainstreaming gender in the priority programme areas of the Policy</li> <li>That WFP’s programme design processes would support the integration of a gender perspective into new programme initiatives e.g. cash and voucher, cash for work</li> <li>That WFP’s monitoring systems would allow for the capturing of information including but beyond sex-disaggregated data to enable for reporting against gender-related intentions</li> <li>That WFP’s corporate accountability systems could be revised to enable the integration of a gender perspective into work plans, risk-management profiles, monitoring and evaluation.</li> </ul>
<b>Substantive</b>
<ul style="list-style-type: none"> <li>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)</li> <li>That WFP’s programming modalities would support the realisation of the Policy’s intended outcomes e.g. on gender and HIV&amp;AIDS, protection</li> <li>That sufficient capacity, commitment and political will existed among partner governments in gender to enable the realisation of WFP’s capacity development intentions as articulated in the Policy and CAP</li> </ul>

## Annex 15: Financial Resourcing of the Policy and CAP

With the exception of a June 2013 Strategic Resource Allocation Committee contribution of nearly half a million dollars, the CAP was wholly funded from extra-budgetary sources. Also, funding was not committed to the CAP from the start, but had to be raised piecemeal from donors during the period 2009-2012.

The funding target of \$7m to implement the CAP (including \$2m required for GIF projects) has still not been met, with total funds amounting as of September 2013 to a total of \$5.2m. 49 Of this, \$5.2 million, \$3 has been received for GIF. Contributions are spread over a three year period, with the bulk of contributions starting in 2011. Volumes of financial contributions over the period were as follows:

	2010	2011	2012	2013	Total 2010-13
GIF	252 350.57 (Germany)	1,769,881.50 (various)	879, 395.59	81,308.41	2, 982, 936.07
CAP	280 373.83 (USAID)	436 800 (CIDA)	1, 495, 327.10(USAID/ multilateral)	[487 200 (SRAC)]	2, 699, 700.93
Total	532,723	2,206,681.5	2,374,722	568,508.41	5, 682, 637

*Source: Evaluation ToR Annex 1 and information from Gender Office 2013*

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49 All data supplied by Gender Office, October 2013

## Annex 16: Alignment between the Gender Innovations Fund and the CAP

**Table 16.1 GIF alignment with Gender Policy and CAP**

<b>Policy and CAP</b>	<b>Components</b>	<b>GIF Alignment</b>
New Programming Priorities	Addressing gender-related protection challenges	1 Project
New Programming Priorities	Integrating a gender perspective in HIV&AIDS programmes	1 Project
New Programming Priorities	Improving mother-and-child health and nutrition programmes	5 Projects
Policy Outcome 3	Indicator 3.1: Number of partner portfolios with food and nutrition policies, plans and projects formulated with WFP assistance, integrating gender	1 Project
Policy Output A2	Indicator A.2.1 Number and % of country offices with activities supported by the fund	29 country offices accounting for 40% all WFP country offices
Policy Output A3	Indicator A.3.1: Number of government counterparts in partner portfolios trained	45 government counterparts from 2 portfolios
Programming Outcome 3	Change in men's knowledge, attitudes and perceptions regarding gender roles	5 projects
Programming Output B6	Indicator B.6.1 Number and % of women, men, adolescent girls and boys participating in livelihood projects, by type	818 women (2 projects)

*Source: Gender Office (Data from completed projects only, as of July 2013)*

## Annex 17: Programme expenditure and Gender Marker Score

Table 17.1: Programme expenditure (2009-13) by Gender Marker Score

0		1		2	
<b>PRROs</b>					
200162 (Zimbabwe)	261,299,547	200037 (Palestine)	108,574,450	200087 (Malawi)	8,793,671
200046 (Ghana)	22,013,370	200145 (Pakistan)	621,170,995	105860 (Malawi)	103,093,815
		200365 (Ethiopia)	304,278,984	200290 (Ethiopia)	814,995,412
		200066 (Cote d'Ivoire)	20,728,463	106650 (Ethiopia)	561,946,745
		200167 (DRC)	323,882,196	101273 (Ethiopia)	83,896,765
				200054 (Burkina Faso)	26,386,144
				200142 (Bangladesh)	10,830,751
	<b>283,312,917</b>		<b>1,378,635,088</b>		<b>1,609,943,303</b>
<b>DEV</b>					
				105810 (Malawi)	40,270,299
		200150 (Haiti)	63,240,517	100781 (Laos)	68,900,000
		200493 (Tunisia)	1,462,940	106780 (Syria)	3,361,151
				200211 (Congo)	2,591,144
				104100 (Bangladesh)	101,600,000
			<b>64,703,457</b>		<b>216,722,594</b>
<b>EMOP</b>					
200338 (South Africa)	252,232,347	200306 (Yemen)	111,594,880	200040 (Syria)	32,061,874
200196 (Burkina Faso)	2,756,609	200281 (Somalia)	304,020,764	200480 (DRC)	80,939,264
		200321 (Ghana)	1,339,679	200362 (DRC)	26,133,519
		200339 (Syria)	1,997,380	200186 (DRC)	25,205,011
	<b>254,988,956</b>		<b>418,952,703</b>		<b>164,339,668</b>
<b>Country Programme</b>					
		200242 (Laos)	68,945,603	200287 (Malawi)	109,900,000
		200247 (Ghana)	44,900,000	104180 (Ghana)	16,200,000

		200163 (Burkina)	50,000,000	200253 (Ethiopia)	306,600,000
		200251 (Mauritania)	76,400,000	104300 (Ethiopia)	108,200,000
				200243 (Bangladesh)	214,600,000
			<b>240,245,603</b>		<b>755,500,000</b>

**Table 17.2: Gender Marker Scores**

Country	Programme	Score
DRC	DRC PRRO 200167	1
	EMOP 200186	2
	EMOP 200 362	2
	EMOP 200480	2
Bangladesh	Country Strategy	2
	CP 200243	2
	DEV 104100	2
	PRRO 200142	2
Burkina Faso	Country Strategy	2
	CP 200163	1
	EMOP 200196	0
	PRRO 200054	2
Congo Brazzaville	DEV 200211	2
	DEV 200144	0
	EMOP 200095	0
	PRRO 200147	1
Cote D'Ivoire	PRRO 200066	1
	EMOP 200255	1
El Salvador	Country Strategy	2
Ethiopia	Ethiopia Country Strategy	2
	PRRO 101273	2
	CP 104300	2
	PRRO 106650	2
	CP 200253	2
	PRRO 200290	2
	PRRO 200365	1
Ghana	Country strategy	2
	CP 104180	2
	CP 200247	1
	EMOP 200321	1
	PRRP 200046	0
Haiti	DEV 200150	1
	PRRO 108440	1
Laos	Country strategy	1
	DEV 100781	2
	DEV 103060	2

	DEV 200129	2
	CP 200242	1
Malawi	Country strategy	1
	CP 200287	2
	DEV 105810	2
	PRRO 105860	2
	PRRP 200087	2
Mauritania	COUNTRY PROGRAMME MAURITANIA 200251	1
Pakistan	EMP 200177	0
	PRRO 200145	1
	PRRO 200250	2
Palestine	PRRO 200037	1
Somalia	EMOP 200281	1
	EMOP 108120	2
	EMOP 200281	1
	PRRO 200243	2
	PRRP 200443	2
South Sudan	EMOP 200338	0
Syria	EMOP 200040	2
	DEV 106780	2
	EMOP 200339	1
Tunisia	DEV 200493	1
	EMOP 200256	0
	PRRO 200307	1
Yemen	CP 104350	2
	200451	2
	EMOP 200039	1
	EMOP 200306	1
	PRRO 200038	1
	PRRO 200044	2
Zimbabwe	PRRO 200162	0

## Annex 18: Humanitarian and Development Results

The following analysis categorises the development results identified through systematic review of data gathered from four field studies, four desk reviews and 12 operations reviews.

### INTERIM RESULTS

#### Humanitarian / Inclusion

<b>Greater gender equity in access to food distributions</b>	<p>Positive evidence from: <b>All 20 portfolios/operations</b> (though with caveats that:</p> <ul style="list-style-type: none"> <li>• Some operations (e.g. DRC, Syria EMOP) include blanket targeting in e.g. refugee / IDP camps. Where the majority of beneficiaries are women, as in DRC, this is likely to be an indicator of increased vulnerability of women, rather than a proactive approach to gender equality</li> <li>• Most (other than Syria) country programmes include women-only categories in their targeting groups, notably female heads of household and pregnant and lactating mothers</li> <li>• This is a measure only of distribution – but it is not possible to tell whether distribution has led to more equitable intra-household consumption )</li> </ul>
<b>Key strategies</b>	<ul style="list-style-type: none"> <li>• Women’s name on distribution cards (though not more than 50% in all cases)</li> <li>• Protection at point of delivery (DRC, Syria regional EMOP, Congo Brazzaville)</li> <li>• School feeding targeting girls (also use of take-home ration)</li> </ul>

<b>Increased protection of women and children girls and boys in WFP food distributions</b>	<p>Positive evidence from: <b>11 portfolios / operations</b></p> <ul style="list-style-type: none"> <li>• DRC , Bangladesh, Burkina, Ethiopia, Malawi, Pakistan, Palestine, South Sudan, Syria regional EMOP, Yemen, Zimbabwe (some evidence)</li> </ul> <p>No evidence from Congo Brazzaville, Cote d’Ivoire, Ghana, Haiti, Laos, Mauritania, Somalia, Tunisia</p>
<b>Strategies</b>	<p>Inclusion of protection mechanisms in camps/ food for assets and work initiatives, use of protection policy approaches, etc.</p>

#### Humanitarian / Participation

<b>Greater gender equity in decision making surrounding food</b>	<p>Positive evidence from: <b>14 portfolios/operations</b></p> <ul style="list-style-type: none"> <li>• DRC, Bangladesh, Burkina Faso, El Salvador, Ethiopia, Haiti, Malawi, Somalia, Tunisia, Yemen, Haiti, Ghana, Mauritania, Palestine</li> </ul>
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<b><i>distribution</i></b>	<ul style="list-style-type: none"> <li>• N/A in the case of the Syria Regional EMOP (blanket targeting)</li> <li>• No evidence from Cote d'Ivoire</li> <li>• Negative evidence (e.g. female participation below target levels in Food Management Committees) – Pakistan, Congo Brazzaville, South Sudan, Laos</li> </ul>
<b><i>Key strategies</i></b>	<ul style="list-style-type: none"> <li>• Women represented / in leadership roles on food distribution / management committees</li> <li>• Including men and boys in nutrition education sessions (Bangladesh, El Salvador)</li> </ul>

### **Resilience-Development / Participation-Empowerment**

<b><i>More equitable access for women and men, girls and boys to assistance/ skills / assets from WFP's livelihoods projects</i></b>	<p>Positive evidence from: <b>5 portfolios/operations</b></p> <ul style="list-style-type: none"> <li>• DRC, Bangladesh, Burkina Faso, Ethiopia, Somalia</li> <li>• N/A or no evidence from: Congo, Haiti, Laos, Syria Regional EMOP, Cote d'Ivoire, Ghana, Malawi, Palestine, South Sudan, Tunisia, Yemen, Zimbabwe</li> <li>• Negative evidence - Pakistan (women 25% of participants in FFW activities)</li> </ul>
<b><i>Strategies</i></b>	Female-focused Food for Work or resilience programmes (e.g. El Salvador, Bangladesh)

### **Resilience-Development / Empowerment -Transformational**

<b><i>Increased agency for women in household decision-making, in communities served by WFP (and beyond households)</i></b>	<p>Positive evidence from: <b>5 portfolios / operations</b></p> <ul style="list-style-type: none"> <li>• Bangladesh, Burkina Faso, El Salvador, Ethiopia, Malawi</li> <li>• Some evidence of change in Cote d'Ivoire, Ghana (but cannot be verified)</li> </ul> <p>(Note: dependent on evaluations / impact assessments being conducted)</p>
<b><i>Strategies</i></b>	<ul style="list-style-type: none"> <li>• P4P, which has conducted evaluations</li> <li>• Joint / multi-donor programmes which have been evaluated e.g. in Ethiopia, El Salvador</li> </ul>

<p><b>Reduced burdens for women in communities served by WFP</b></p>	<p><i>Note: Evidence only available where impact evaluations have taken place / fieldwork has observed anecdotal evidence from beneficiaries</i></p> <p>Positive evidence from: <b>3 portfolios/operations:</b></p> <ul style="list-style-type: none"> <li>• Bangladesh, Ethiopia and (limited) DRC (anecdotal evidence)</li> </ul> <p>No evidence/NA: Burkina Faso, Congo Brazzaville, Cote d'Ivoire, Haiti, Laos, Malawi, Pakistan, Somalia, South Sudan, Yemen, Tunisia, Zimbabwe, Syria Regional EMOP</p>
<p><b>Strategies</b></p>	<ul style="list-style-type: none"> <li>• FFW</li> <li>• Safety nets initiatives (FSUP in Bangladesh, MERET programme Ethiopia)</li> </ul>

## Policy reform

<p><b>Improved policy environment for addressing gender issues within food security and nutrition objectives</b></p>	<p><i>Note: Evidence only available from desk and field study (8 portfolios / operations)</i></p> <p>Positive evidence from: <b>5 portfolios / operations</b></p> <ul style="list-style-type: none"> <li>• Bangladesh, El Salvador, Ethiopia, Burkina Faso, Ghana (although evidence could not be verified)</li> <li>• No evidence /NA– Congo Brazzaville, Cote d'Ivoire, Haiti, Laos, Malawi, Pakistan, Palestine, Somalia, South Sudan, Tunisia, Yemen, Zimbabwe, Syria regional EMOP</li> </ul>
<p><b>Strategies</b></p>	<ul style="list-style-type: none"> <li>• Involvement in national policy dialogue fora (Bangladesh)</li> <li>• Participation in development of national plan on gender (Bangladesh, El Salvador)</li> <li>• Member of inter-agency task force on gender (El Salvador)</li> <li>• Close liaison with govt (El Salvador)</li> <li>• Participation in multi-donor programme (Ethiopia)</li> </ul>

<p><b>Improved management for development results on gender and food security (national and</b></p>	<p>Positive evidence from <b>4 portfolios/operations:</b></p> <ul style="list-style-type: none"> <li>• Ethiopia, Burkina Faso, Bangladesh and El Salvador, Ghana (although evidence could not be verified)</li> <li>• Negative evidence available from DRC and Syria (results not geared to national/regional strategies or plans)</li> <li>• No evidence from Congo Brazzaville, Cote d'Ivoire, Haiti,</li> </ul>
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<b>WFP)</b>	Laos, Malawi, Mauritania, Pakistan, Palestine, Somalia, South Sudan, Tunisia, Yemen, Zimbabwe
<b>Strategies</b>	<ul style="list-style-type: none"> <li>• Explicit gearing of WFP intended results to those of the national gender policy (Burkina Faso, El Salvador)</li> <li>• Efforts to build and participate in thematic groups tasked to improve the management of development results in specific areas (Ethiopia)</li> </ul>

## MEDIUM TERM RESULTS

<b><i>Increased food security and empowerment for women and girls in communities served by WFP</i></b>	<p>Positive evidence from 7 portfolios / operations – Bangladesh, Burkina, Ethiopia, Ghana, Malawi, Somalia, Yemen</p> <p>No evidence from: Congo Brazzaville, Laos, Haiti, Mauritania, Palestine, South Sudan, Tunisia, Zimbabwe</p>
<b>Strategies</b>	<ul style="list-style-type: none"> <li>• Long established programmes where food assistance is combined with education initiatives</li> <li>• Monitoring and evaluation (often community M&amp;E e.g. Ethiopia)</li> </ul>

Improved gender relations in households, camps and communities served by WFP	<p>Positive evidence in only in 2 cases:</p> <ul style="list-style-type: none"> <li>• Bangladesh and Ethiopia (Joint Programme)</li> </ul>
<b>Strategies</b>	<ul style="list-style-type: none"> <li>• (FSUP) Efforts to expand women’s social space, increase confidence, expand mobility and increase decision making on household investment and expenditure.</li> <li>• Form Local women’s group organizations</li> </ul>

Stronger application and localisation of normative frameworks within WFP portfolios of operation	Indirectly supportive – all e.g. Beijing, CEDAW, Resolutions 1325 and 2098.
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Strategies	Range on a continuum to being 'gender blind' e.g. blanket targeting in Syria Regional EMOP to explicitly gender-focused e.g. Bangladesh, Malawi and El Salvador country programmes
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Mutually accountable development partnership for gender in WFP domains of operation	<p>Positive evidence from <b>4 portfolios</b></p> <ul style="list-style-type: none"> <li>• Bangladesh, El Salvador and Burkina Faso, plus some limited evidence from DRC</li> <li>• No evidence from any others</li> </ul>
Strategies	DRC - some efforts in the Nutrition cluster and through work on SGBV

## Annex 19: Indicators of Human Development, Food Security and Gender Inequality in sample portfolios

	HDI (Inequality adjusted)			MDG Indicator for Goal 1, Target 1.C: Halve, between 1990 and 2015, the proportion of people who suffer from hunger 1.9, % Proportion undernourished (millions)			Gender Inequality Index		
	2010 <sup>50</sup>	2011 <sup>51</sup>	2012 <sup>52</sup>	2010 <sup>53</sup>	2011 <sup>54</sup>	2012	2010 <sup>55</sup>	2011 <sup>56</sup>	2012 <sup>57</sup>
Bangladesh	0.331	0.363	0.374	17.1 (25)	16.8 (25)	n/a	0.734 (116)	0.550 (112)	0.518 (111)
Burkina Faso	0.195	0.331	0.226	24.5 (4)	25.9 (4)	n/a	n/a	0.596 (121)	0.609 (131)
DRC	0.153	0.286	0.183	33 million	34 million	n/a	0.814 (137)	0.710 (142)	0.681 (144)
El Salvador	0.477	0.495	0.499	11.9 (1)	12.3 (1)	n/a	0.653 (89)	0.487 (93)	0.441 (82)
Ethiopia	0.216	0.363	0.269	41 (34)	40.2 (34)	n/a	n/a	n/a	n/a
Ghana	0.349	0.367	0.379	5 (1)	5 (1)	n/a	0.729 (114)	0.598 (122)	0.565 (121)
Malawi	0.261	0.400	0.287	23.2 (3)	23.1 (4)	n/a	0.758 (126)	0.594 (12)	0.573 (1240)
Syria	0.467	0.503	0.515	5 (1)	5 (1)	n/a	0.687 (103)	0.474 (86)	0.551 (118)

<sup>50</sup> UNDP Human Development Report, 2010

<sup>51</sup> UNDP Human Development Report, 2011

<sup>52</sup> UNDP Human Development Report, 2013

<sup>53</sup> Millennium Development Goal Indicators <http://mdgs.un.org/unsd/mdg/Data.aspx>

<sup>54</sup> ibid

<sup>55</sup> UNDP Human Development Report, 2010

<sup>56</sup> UNDP Human Development Report, 2011

<sup>57</sup> UNDP Human Development Report, 2013

## **Annex 20: Gender Parity in Staffing**

While gender parity in human resources is not part of the 2009 Gender Equality Policy, being covered instead by the Human Resources strategy<sup>58</sup>, it was agreed that this does have a potential bearing on programming and achievement of development results as well as commitment to gender equality; and thus that this policy evaluation would 'lightly' explore WFP's human resources strategy and practices related to this issue.

### **WFP's Human Resources Strategy**

The Human Resources strategy endorses the UN wide goal set by the UN Secretary-General of 50% of women in WFP, with particular attention given to senior levels as indicated by the Executive Board.<sup>59</sup> The Human Resources strategy was underpinned by an analysis of international recruitment experience relative to diversity and also makes reference to findings of the 2008 Evaluation of the previous Gender Policy, including the challenge of retention of female staff (in 2007 the percentage of women separating was greater than those being recruited) and the fact that female staff face greater challenges than male colleagues in maintaining a work-life balance. This is rationalised within the context and nature of WFP's activities and field presence in difficult living and working conditions and the requirement for mobility. The strategy is not underpinned by any specific analysis of WFP's context and experience in relation to addressing gender balance in staffing. But it does identify a need to develop a culture and mind set which values and harnesses diversity towards greater organisational success.

### **Current Gender Parity**

Trends are tracked and reported under two corporate Key Performance Indicators related to the above commitments. At the end of 2012, 41% of all staff members were female and 36% of those at P5 or above. The former has been stable over the Policy time frame. The latter figure has not changed since 2010 and only by 3% since the introduction of the present Human Resources strategy in 2008, which equates to an annual average increase of 0.6%. From a review of Annual Performance Reports and additional reporting<sup>60</sup>, it is clear that reporting is primarily quantitative rather than qualitative. Beyond the two headline statistics there is not full consistency in what data are presented and narrated year on year which makes it difficult to interpret changes or lack of. For example there is information on the number of women and men recruited in the 2009 APR which is not provided again until the 2012 APR. The 2012 statistical reporting and commentary is more comprehensive than previous years.

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58 WFP 2008 Preparing for Tomorrow Today: WFP Strategy for Managing and Developing Human Resources (2008-2011) – this was rolled over to 2013, in line with the Strategic Plan

59 WFO/EB.2/2007/4-B

60 APRs from 2008-2012 were reviewed for reporting on gender diversity and additional reports such as Statistical Report on Staffing to end 2012 WFP/EB.A/2013/11-D and information provided by the HR Information Systems Support and Reporting Branch.

The information currently provided in the APRs is not sufficient to support increased tracking of trends and for holding managers to account, as there is reporting by location or division. Given that there is not an annual separate reporting on gender parity progress, this level of APR reporting is not adequate, especially as this is quite a straightforward area in which to track progress. A statistical report to the Board in 2013 provides a table with breakdown on number of international professional staff, by nationality, gender and grade level but does not highlight where the greatest challenges are. The same report provides a breakdown on staff distribution by hardship classification and by duty station location, but does not disaggregate these data.<sup>61</sup>

The following table shows, by comparison with the UN system as a whole, and selected UN agencies, how WFP has fared over a 10 year period.

**Table 20.1: Representation of women\* in WFP and selected UN agencies 2001 and 2011**

<b>Representation of Women</b>	<b>UN System</b>	<b>WFP</b>	<b>UNHCR</b>	<b>FAO</b>
<i>In Professional &amp; Higher Categories</i>				
2001	33.9%	37%	40.1%	23.7%
2011	40.7%	40.0%	42%	35.2%
Change	+6.8%	+3%	+1.9%	+11.5%
<i>In Appointments 1/1/10-31/12/11 (P1-UG)</i>	42.1%	34.2%	43.2%	37.6%
<i>In Promotions 1/1/10-31/12/11 (P2-D2)</i>	42.6%	41.2%	30.0%	29.6%
<i>In Separations 1/1/10-31/12/11 (P1-UG)</i>	39.8%	35.2%	29.5%	27.0%
<i>Years to reach parity at current rates</i>	28	33	41	13
<i>Annual increment to reach parity by 2015</i>	3.7%	2.5%	2.0%	3.7%

\* Data relate to representation of women in the professional and higher categories with appointments of one year or more

Source: UN Women (2012) based on CEB (2001) and UN System Entities (2011) Website:

<http://www.unwomen.org/en/how-we-work/un-system-coordination/women-in-the-united-nations/>

## **Systems and performance measurement**

It is the Human Resources Division that sets targets and oversees human resources planning, but effectively decisions on staffing and recruitment are taken within country and regional offices and within units. The Division does monitor and will intervene if necessary if no female candidates are presented for recruitment. However, as case studies demonstrated,<sup>62</sup> country offices are struggling to attract women, particularly for field positions. There is limited guidance in the HR Strategy and the HR Manual on how to attract and retain female staff at professional levels. A review of the external website and a sample of current job descriptions indicate that vacancies consistently carry a notice to the effect that ‘*Qualified female applicants are encouraged to apply.*’<sup>63</sup> Overall, the concern for balance in treatment of women and men appears to outweigh those measures to recruit them.<sup>64</sup> The Strategy draws

61 WFP (2013) Statistical Report on International Professional Staff and higher categories WFP/EB.A/2013/11-D

62 Aide Memoires for Bangladesh, Ethiopia, DRC and Syria Regional Programme

63 Recurrent statement in sample of current job descriptions on WFP’s website <http://www.wfp.org/about/vacancies>

64 Specifying that women applicants are welcome is the main modality identified to attract female candidates in recruitment.

attention to the fact that ‘closed recruitment’ is not conducive to diversity. Yet a 2012 Audit found<sup>65</sup> that recruitments were still following this closed loop i.e. significantly drawing on short-term contract holders, potentially limiting ability to meet gender and diversity targets. The same audit highlighted challenges in transparency around recruitment, promotions and reassignments, an environment in which females often lose out.<sup>66</sup>

The recent senior reassignments were expected to help advance gender parity in international professional staff composition. Women were encouraged to apply. However data indicate no significant change in the pre and post composition by gender.

**Table 20.2: Comparison of International Professional Staff by Gender pre and post Fit for Purpose Reassignment**

Total No. International Professional Staff	Total		Female		% Female	
	Oct 2012	April 2013	Oct 2012	April 2013	Oct 2012	April 2013
Country Directors	70	67	25	23	35.7%	34.3%
Deputy Country Directors	60	56	18	19	30%	33.9%
P5 and above (excluding CD/DCD)	271	270	101	98	37.3%	36.3%
P5 + CD + DCD	401	393	144	140	35.9%	35.6%

*Source: Data provided by WFP Human Resources Division*

While commitment to the target of gender parity is present, and both Executive Director and Executive Board have stressed this,<sup>67</sup> the mechanisms to make it a reality are limited. The Human Resources Manual contains a number of measures to support a level-playing field for all staff, irrespective of gender:

- ‘due regard’ must be given to attaining a gender balanced workforce
- gender balance in selection panels is desirable
- recommendations must be accompanied by a statistical overview on the gender (and nationality) composition of the candidate pool, and the HR division may intervene if not satisfied with this
- For promotions, the main criteria are performance and potential. In the event that there is a tie gender (and nationality) may serve as an additional criterion.

However, it does not go further than this or propose measures to proactively encourage the recruitment and advancement of women. Nor has there been any in-depth analysis by WFP of the blocks to gender parity in all parts and levels of the organisation and regions of the globe. These are presumed to be well known and understood and to be largely beyond control, the most fundamental being the realities of difficult duty stations.<sup>68</sup> The 2012 Global Staff Survey indicated high

65 HR Management Audit (2012) WFP/EB.A/2012/6-F/1

66 <http://careers.theguardian.com/tackling-gender-inequality-work> 6-Feb-2013

67 e.g. WFP (2009) Policy Issues, 2009, Executive Board 2<sup>nd</sup> Regular Session 9-13 November 2009

68 WFP Human Resources Strategy 2008; (2012) Report of the External Auditor on the Management of HR

levels of satisfaction by workers in WFP but one area flagged for improvement is that of career development, particularly for women.<sup>69</sup>

WFP shares many HR provisions and structures, particularly related to remuneration, with the UN system generally. These provisions have actually constrained to some extent the room for manoeuvre that WFP has in e.g. compensation packages for hardship postings that recognise particular needs of women and men. On the positive side, the organisation has policies that are sympathetic to work-life balance such as telecommuting (appropriate to task) and flexible working hours (though this is at the discretion of country offices); both maternity and paternity provision; childcare provision and breastfeeding facilities (depending on location) and a policy on harassment<sup>70</sup>. A report from the Ethics Office for 2012 indicates that 9% of the 122 requests for advice related to harassment<sup>71</sup>. There are no data indicating the take up of these various policies. There are some indications that not all offices offer a culture that is friendly towards their adoption. It is as much the spirit in how these are implemented as the policies themselves that determine if the organisation is providing the potential for non-linear career paths that many women want and need. Such an investigation is beyond the scope of this evaluation.

Women are encouraged to attend training which will increase opportunities for promotions, with 36 percent of staff in the Leadership Development Programme and 44 percent in the Middle Managers Programme of the Rome-based Management Assessment Centre for 2012, being female.<sup>72</sup> Women at country level however do not have the same opportunities as those at headquarters to avail of such training and 92% of WFP's staff on contracts of at least one year are based in the field. Availability of accessible training and the extent to which women are mentored and encouraged to attend such programmes is likely to be influenced by the personal commitment of senior management in country offices and the prevailing national culture.

Accountability mechanisms for progress on gender parity have not been strong. The target has been set and HR Division oversees progress and reminds recruiting managers about obligations on gender representation. But under the decentralised system, decisions have been devolved and there is no particular reward or sanction for performance. Country Offices monitor staff composition by gender but evaluation field studies indicate that WFP, in common with other agencies, faces challenges in achieving gender parity. Senior Managers are keen for suggestions on how they might address this impasse and for examples of good practice from elsewhere<sup>73</sup>. Senior level staff have a Key Performance Indicator related to contribution to the corporate target in e.g. recruitment of women in their Performance and Competency Enhancement programme, but this does not appear to be a very effective

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69 WFP (2013) Report to ECOSOC and FAO Council on 2012

70 Human Resources Manual (accessed on line); various circulars

71 Annex 4 to APR for 2012

72 APR (2013) for 2012

73 Aide Memoires for Bangladesh; Ethiopia; DRC and Syria Regional programme

mechanism.<sup>74</sup> Gender sensitivity and commitment to gender balance are not required competencies for senior managers at WFP. Nor is there an explicit workplace gender parity policy in place with targets and measures that get beneath headline figures.

The 2008 gender policy evaluation contained three overall recommendations on achieving gender balance (targeting priority areas for attention; addressing systemic issues in recruitment, and in promotion and training). The management response indicates that a strategy would be developed addressing these recommendations but no such strategy could be sourced<sup>75</sup>.

The UN-SWAP provides an opportunity to highlight gender parity. The introduction of the Gender Mainstreaming Accountability Framework,<sup>76</sup> which will set standards and assign accountability for each of 12 indicators and targets to different 'business owners' should help maintain this momentum.<sup>77</sup> Requiring all country offices, regional bureaux and headquarters units to report on a wider range of gender parity indicators would help increase accountability and knowledge of where progress is being made and where more attention is needed.

A 2012 review of 11 evaluations<sup>78</sup> provides some suggestions on measuring gender balance in staffing which get below the headline figures and are more useful for accountability. These include:

- Gender balance by level, by location and by department
- Gender disparities in promotion, professional development opportunities, or salary levels for women and men in similar positions
- Systematic tracking and review of gender ratios in the recruitment process and in resignations or other departures
- Gender disparities in the use of anti-harassment and work-life balance policies and procedures
- Use, timeliness and perceived fairness of harassment resolution processes

## **Promising practice from Comparator Organisations**

**UNHCR** has established a Senior Gender Task Force to take the lead on analysis and making recommendations on gender issues in human resources and in operations. This Task Force is chaired by the Deputy High Commissioner and composed of the two Assistant High Commissioners, the Director of Human Resources, the head of section housing gender and the staff council. It meets on a quarterly basis to review progress. They also use tools such as:

- Gender and Diversity Scorecard to reinforce accountability and transparency;

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74 Supported also by the 2012 Audit (op cit) which found that PACE completion rates were slow and that '*staff and managers do not view the programme as a corporate priority that, if not completed will have an adverse impact on them*'

75 WFP Management Response to the Summary Report of ECW evaluation WFP/EB.2/2008/6-B/Add.1

76 Gender Consolidated GMAF 28-08-13 (draft)

77 Divisions and Units

78 ECG (2012) Lessons from Evaluations of Development Support of Selected Multilateral and Bilateral Agencies

- an all-staff questionnaire on work-life balance;
- an exit questionnaire for female staff members who leave; and
- an intranet-based staff forum where opinions can be expressed

**FAO** has a dedicated Action Plan for achieving Gender Parity (2012-13) as part of its overall HR policy. This plan identifies five strategies and sixteen actions to proactively pursue gender equality in staffing. The Action Plan is focused on:

- improving career development opportunities for female staff to progress;
- extending and targeting recruitment activities in order to encourage a greater number of skilled and qualified women to apply for vacancies in FAO; and
- embedding values and policies which contribute towards an inclusive work culture, which supports work-life balance and facilitates attraction and retention of staff, particularly women

**CARE-USA** has a specific Gender Equity and Diversity Strategy (2010-2015) which stresses a culture that values and actively pursues gender and diversity balance. At headquarters the percentage of women is over 70% but in the field, particularly in humanitarian settings this can drop to less than 30%.<sup>79</sup> It has a framework for action and targets which are monitored and reported against for Representation; Trust; Learning; and Accountability on gender parity. It endeavours (though indicates that it is challenging) to report also on more qualitative aspects such as diversity of perspectives; quality of participation and increased and sustained learning and trust. There is a full time funded post of Senior Gender and Diversity Advisor. Data are tracked twice a year by region and division and by management level.<sup>80</sup> Some of the indicators that are tracked, analysed and reported on include:

- Recruitment data (male/female applicants; long lists; short lists; successful candidates);
- Turnover and reasons for leaving (from exit interviews);
- Talent management – disaggregated information on assessments and talent development;
- On Representation one of 3 indicators is: Increase in the diversity (including gender) of staff in critical parts (defined by data indicating low levels of diversity) of the organisation

### **Looking ahead in WFP**

As part of the Fit for Purpose strategy, a new policy, strategy and work plan for managing human resources will be developed for WFP. The target date is June 2014. There is need to capitalise on this opportunity for:

- a thorough analysis of the systemic and context specific constraints, opportunities and good practices for improving gender parity;
- identification of what female staff in WFP really want;

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<sup>79</sup> CARE (2010) 'I am a Female Humanitarian Worker' World Humanitarian Day August 2010

<sup>80</sup> CARE USA (2011) Report on Gender Policy Implementation and Accountability: internal report to Care International

- deeper knowledge of the levels of competencies and concerns that managers have related to appointment and promotion of women;
- exploration of pro-active means of overcoming challenges, which do not compromise but rather support WFPs commitment to equality of treatment and opportunity

## **Conclusion**

WFP is making slow progress towards its gender parity targets and, on present trends, will not achieve gender parity in international professional staff for 33 years (5 years behind the UN system as a whole and 20 years behind FAO, but slightly ahead of UNHCR). Monitoring has chiefly been mandate and target driven with insufficient investment in understanding systemic and other barriers and opportunities; and what is working and why. Gender roles are changing and it is critical that HR strategy is informed by the realities of female and male staff members lives. Both may have an appetite for hardship postings in younger years and again in older years but may want something different in the child-rearing phase. Development of a new Human Resources strategy aligned with the new Strategic Plan offers opportunity for more proactive mechanisms to advance gender parity, as will operationalization of the Gender Mainstreaming Accountability Framework. Information on what different women and men want and need is crucial to identifying appropriate mechanisms for gender balance. Many managers and staff are aware of the importance of women in food assistance but need support to help them overcome recruitment challenges. Others do not yet understand why having female staff in the field is so critical to effectiveness.

This evaluation has only skimmed the surface but a thorough qualitative audit; more explicit attention in the new Human Resources strategy; increased and devolved accountability; proactive measures including a dynamic communications strategy; and consistent qualitative and quantitative reporting against more than the headline indicators could pave the way for WFP to reach gender parity in its workforce sooner than current trends predict (see Table 20.1).

## Annex 21: Recommendations with Proposed Strategies for Operationalization

<b>THIS TIME AROUND – Gender in WFP 2013-2016</b>	
<b>PRINCIPAL RECOMMENDATION 1: POLICY DEVELOPMENT, STRATEGIZING AND PLANNING</b>	
<b>Sub-recommendation</b>	<b>Proposed strategies for operationalization</b>
<b><i>1a Renew the Gender Policy over the period of a year.</i></b>	<ul style="list-style-type: none"> <li>• Undertake to develop a new Policy, over an extended period, which includes:               <ul style="list-style-type: none"> <li>➤ The development of a clear analytical base, including the substantive, conceptual and institutional dimensions of gender relevant to WFP (this evaluation report may support the institutional)</li> <li>➤ Which specifies WFP’s comparative advantage for gender, and which is closely geared to the realisation of WFP’s mandate (including statement on gender in emergencies)</li> <li>➤ The development of a common understanding and vision across WFP – ‘what gender means to WFP’ and which sets out a clear interpretation of gender terms such as gender equity, gender equality - - and a theory of change allied to this</li> <li>➤ Built ‘from the bottom up’ – applying the experience and processes of existing country practice, and including full consultations at regional level</li> <li>➤ Focused on the country level, rather than HQ, and takes account of 2014 and onwards Country Strategies</li> <li>➤ The development of an associated Results Framework, geared to the Theory of Change and the corporate Strategic Results Framework, which starts from the intended results, and gears strategies and actions to these accordingly</li> <li>➤ Focused on systemic change and cost-neutral activities where feasible (the investment of WFP staff time)</li> <li>➤ The development of an associated rolling resourced annual Action Plan</li> <li>➤ The production of associated guidance for Regional Bureaux and Country Offices, building on resources already available and developed in full consultation with them</li> </ul> </li> <li>• Constitute a high-level Steering Group, which is WFP-wide and includes senior membership, and an external Technical Advisory Group, working closely with the Gender Office and with the objectives of:               <ul style="list-style-type: none"> <li>➤ development of the new Gender Policy and related action plan;</li> <li>➤ the integration of gender into corporate accountability mechanisms;</li> <li>➤ the raising of resources; Executive Board reporting,</li> </ul> </li> </ul>
<b><i>1b) Require Country Offices to integrate gender within their own Country Strategies and operational plans</i></b>	<ul style="list-style-type: none"> <li>• Build on available analysis</li> <li>• Embed in country strategy where possible</li> <li>• Develop a clear vision, strategy and intended results relevant to the country, geared upwards towards the gender indicators and results of the 2014-2017 SRF and GMRF</li> <li>• Responsibility to sit with the Country or Regional Director, supported by the Gender Focal Point</li> </ul>

	<ul style="list-style-type: none"> <li>• Gender Office to develop and provide a template and guidance</li> <li>• Annual reporting to the Regional Bureau and Gender Office to augment SPR-APR corporate reporting</li> </ul>
<b>PRINCIPAL RECOMMENDATION 2: PROGRAMMING AND OPERATIONS</b>	
<b><i>2a Integrate Gender into WFP's Programme Cycle Management instruments and procedures</i></b>	<ul style="list-style-type: none"> <li>• Adapt the SPA Guidance to integrate gender</li> <li>• Revise the PRC Terms of Reference requirements to ensure that new programme designs are explicit on their intentions vis-à-vis gender</li> <li>• Develop practical guidance notes for programming modalities on how to integrate gender</li> <li>• Redevelop the guidance for programme results framework development to include a gender dimension</li> <li>• Revise monitoring guidance to require programmes to integrate and report on key indicators in gender</li> </ul>
<b><i>2b Apply the IASC Gender Marker as an instrument to support gender sensitive programme and/or project design</i></b>	<ul style="list-style-type: none"> <li>• Continue the roll-out of the Gender Marker training, which should be compulsory for all Country/Regional directors</li> <li>• All relevant operations including EMOPs must receive a rating of 2 or above to qualify, or provide a justification for the lower rating</li> <li>• Can be conducted either by the Regional Bureaux, Gender Office or outsourced</li> <li>• Gender Office to conduct and disseminate – including as part of the Annual Performance report – an annual analysis of scores, using 2012 as a baseline</li> <li>• A review of the Gender Marker's applicability be undertaken 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>
<b><i>2c Review WFP's partnerships both centrally and at field level</i></b>	<ul style="list-style-type: none"> <li>• At Country Office level, as part of gender strategy development, engage with key national partners to assess their requirements from WFP on gender</li> <li>• Raise the issue of gender within relevant clusters / sub-groups at country level, and explore the extent to which WFP can contribute to wider national goals and objectives on gender, and with whom it can most appropriately partner</li> <li>• Conduct a scoping exercise at national level to identify strategic (rather than purely delivery) partners on gender. Connect with their training opportunities where feasible;</li> <li>• Revise the text of Field Level Agreements to integrate gender and report on this as part of performance appraisal</li> <li>• Identify relevant joint programmes with which WFP can or could engage</li> <li>• At the Board session at which this evaluation will be presented (February 2014), use the opportunity to clarify Executive Board membership expectations on gender from WFP, in terms of a) approach, b) vision and c) results. Feed these perspectives into the development of the new Policy.</li> </ul>
<b>PRINCIPAL RECOMMENDATION 3: CAPACITY DEVELOPMENT AND KNOWLEDGE MANAGEMENT</b>	

<p><b>3a Work towards developing technical gender expertise at all organisational levels</b></p>	<ul style="list-style-type: none"> <li>• Undertake the capacity assessment of the UNSWAP</li> <li>• Revise the competency base to include gender capacity</li> <li>• Integrate gender into ongoing thinking on knowledge management and skills development to formulate a plan for ‘gender capability enhancement’ along the lines of ‘light cadre’ approach (coaching, workshops etc.)</li> <li>• Prepare the case for gender expertise at Regional Bureau level (e.g. through the 2014-2015 Management Plan, and/or from resources to come on stream in November 2013)</li> <li>• Within PACEs, ensure that gender reflects clear, measurable and well-understood targets</li> <li>• Include gender in the job descriptions and required competencies when recruiting for other appropriate technical specialist posts</li> </ul>
<p><b>3b Expand and sharpen the Advocate Network</b></p>	<ul style="list-style-type: none"> <li>• Gender Advocates need to be selected by Country or Regional Directors for expertise, not interest</li> <li>• They require time in their work plans for gender (20%) and clear, measurable, deliverable results in their PACEs</li> <li>• Training and development as part of the Trust Fund facility above</li> <li>• Responsible for co-ordinating (under the leadership of the Country Director) the development of Country Gender Strategies, intended results and annual reporting to the Regional Bureau and Gender Office</li> </ul>
<p><b>PRINCIPAL RECOMMENDATION 4: ACCOUNTABILITY AND REPORTING, ROLES AND RESPONSIBILITIES</b></p>	
<p><b>4a Build on the opportunity presented by the new 2014-2017 Strategic Plan to ensure that gender is consistently tracked and reported upon.</b></p>	<ul style="list-style-type: none"> <li>• Implement the Gender Mainstreaming Accountability Framework to hold senior managers and Country and Regional Directors accountable for promoting gender equality</li> <li>• Undertake to ensure that gender performance is captured in reporting against the indicators of the new 2014-2017 Strategic Plan (including a revision of the existing set); and that the Annual Performance Report contains a separate section on gender performance</li> <li>• Revise corporate SPR forms to reflect a) the new indicators of the Strategic Plan and b) a space for qualitative information on gender changes emerging at country level as a result of WFP operations</li> <li>• Ensure annual trend reporting on gender as part of the Strategic Plan, and as part of annual departmental reporting</li> <li>• Embed gender in WFP’s evaluation cycle and outputs: <ul style="list-style-type: none"> <li>➢ Integrate gender into EQAS guidance and quality criteria for all evaluations, whether Policy, strategic, country programme or impact, decentralised or centralised</li> <li>➢ Using the meta-evaluation of 2012 CPEs, conduct a similar synthesis of 2013 evaluations, but expand this beyond CPEs</li> <li>➢ Embed the findings from the synthesis into the Annual Evaluation Report from 2014 onwards</li> <li>➢ Ensure a discrete section in the AER on gender</li> <li>➢ Ensure that regular updates to the Executive Board and senior management on evaluation contain an update on findings against WFP’s performance on results in gender, as evidenced by evaluations</li> </ul> </li> </ul>

<p><b>4b Clarify roles and responsibilities for gender ‘across the house’</b></p>	<ul style="list-style-type: none"> <li>• To accompany the new Policy document, prepare short (2-3 page) document which clearly sets out responsibilities and accountabilities at all levels of the organisation, from high-level oversight functions to field staff – a ‘gender mainstreaming accountability organogram’ which includes UNSWAP / GMAF business process owners</li> <li>• Ensure that the revised PACEs / any successor instrument of senior management, particularly Country/Regional Directors and Heads of Divisions, contain requirements on gender</li> <li>• Currently, the responsibility for gender is considered to reside within the Gender Office. This needs correction, which must be done by Senior Management and leadership, and followed through by actions on PACEs, above.</li> <li>• The staffing of the Gender Office under the new allocation is sufficient for a <b>technical advice, cross-learning and advocacy role</b> providing that it is clearly defined and understood by all. The Gender Office needs to develop a three-year vision, objectives and work plan allied to this role, with clear deliverables, and adjust roles and responsibilities accordingly. Gender Office should hold responsibility for: <ul style="list-style-type: none"> <li>➤ Co-ordinating and facilitating the consultative production of a new Gender Policy, Results Framework and Action Plan over the timeframe of a year.</li> <li>➤ Working with others to provide technical advice on integrating gender into accountability requirements, country planning processes, gender marker use and oversight mechanisms</li> <li>➤ Collate annual reporting on gender scoring and resource allocations to gender for presentation to the Executive board and senior management</li> <li>➤ Providing a cross-learning function, to ensure that an annual ‘Best Practices’ note is produced and disseminated based on country experience</li> <li>➤ Production of advocacy and guidance materials, including updating the website</li> <li>➤ Participate in inter-agency dialogue and discussions, including advising WFP of when and how UN system-wide developments on gender will affect the organisation</li> <li>➤ Lead on the annual collation of the SWAP reporting mechanism</li> <li>➤ Facilitate the GAN</li> </ul> </li> <li>• A capacity development plan may be necessary for some members of the Gender Unit under the new arrangements.</li> <li>• Supported by Gender Office, formulate within Office of Internal Audit an understanding of ‘why gender matters’ to WFP’s Internal Audit systems and processes <ul style="list-style-type: none"> <li>➤ Integrate gender into the Internal Control Framework, particularly across the dimensions of: the Internal environment, Risk Management, Communication and Monitoring</li> <li>➤ Circulate guidance to / conduct training for auditors on ‘how to audit’ for gender in WFP</li> <li>➤ As part of annual reporting, ensure that updates to the Executive board and senior management on audit contain findings on WFP’s performance on the internal dimensions of gender, as evidenced through internal audits.</li> </ul> </li> </ul>
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## Annex 22: Data Analysis Tools



Benchmarking  
tool.xlsx



Business area  
analysis tool.xlsx



Desk analysis  
tool.xlsx



Field analysis  
tool.xlsx



Field visit internal  
tool.xlsx



Operational analysis  
tool.xlsx



Policy analysis  
tool.xlsx





## Annex 24: Interviewees

WFP STAFF – Headquarters	
Name	Section
Achille Aka	Chief, Learning and Performance Branch
Amir Abdulla	Deputy Executive Director / Chief Operating Officer
Anna Majkowski	Chief, HR Information Systems Support and Reporting Branch
Annalisa Conte	Chief, Programme Innovation Service
William Hart	Deputy Director, Government Partnerships Division
Calum Gardner	Chief, Organizational Budgeting Service
Carl Paulsson	Programme Adviser
Carmen Burbano	Policy Officer, School Feeding
Caroline Legros	Donor Relations Officer
Charlotte Cuny	Policy Officer, School Feeding
Christopher Kaye	Director, Performance Management and Monitoring Division
Cinzia Cruciani	Consultant, OEV
Claire Conan	Sr. Evaluation Officer (and Evaluation Manager), OEV
Clare Mbizule	Sr. Programme Adviser/Purchase for Progress
Deborah Clifton	Former consultant, Gender Unit
DoricaTasuzgika Phiri	Consultant, Strategic Planning Office
Ella Brown	Consultant, Strategic Planning Office
Ertharin Cousin	Executive Director
Francis Nixon	Programme officer, Emergency Preparedness Division
Gabriella Gregorio	Former consultant, Gender Unit
Gaby Duffy	Programme officer, Emergency Preparedness Division

George Heymell	Former Deputy Director, Human Resources
Giancarlo Cirri	Senior Programme Adviser, Operations Management Department
Gina Pattugalan	Policy Officer, Humanitarian Crises and Transitions Unit (Protection)
Harriet Spanos	Deputy Chief of Staff
Helen Wedgwood	Director Office of Evaluation
Ikenna Igwu	Former consultant, Gender Unit
Isatou Jallow	Special Advisor to the AED, Partnership and Governance
Issa Sanogo	Programme Advisor, Market Specialist OSZA
James Lattimer	Chief Monitoring Officer,
Jean-Phillippe Chauzy	Director, Communications Division
Jennifer Nyberg	Senior Adviser to the Deputy Executive Director / Chief Operating Officer
Jim Harvey	Chief of Staff & <i>Director, OED</i>
Joyce Luma	Chief, Analysis & Nutrition Service
Laurent Bukera	Chief, RMBP Project Budget and Programming Service
Lucy Elliott	Director, Office of Internal Audit
Lynnda Kiess	Head, Nutrition & HIV/AIDS
Manoj Juneja	Assistant Executive Director Resource Management & Accountability & CFO
Marian Yun	Senior Policy Officer, Government Partnerships Division
Megan Gerrard	Policy Officers, Humanitarian Crises and Transitions
Michela Bonsignorio	Policy Officers, Humanitarian Crises and Transitions
Nanayaa Nikoi	Chief, HR Policy Branch & Staff Relations
Norbert Bromme	Chief, Performance Management and Reporting
Patricia Colbert	GenCap Consultant, Gender Unit
Prerana Issar	Director , Human Resources

René Bougousaré	Ministry of Agriculture & Food Security
Richard Choularton	Chief, Programme Innovation Service
Robert Opp	Director of Business Innovation
Robert Van Der Zee	Deputy Director, Finance and Treasury Division
Sally Burrows	Deputy Head & Senior Evaluation Officer, OEV
Shannon Howard	Programme Officer, Office of the Executive Director
Sonsoles Ruedas	Director, Gender Office
Anthony Craig	Chief, Emergency Preparedness & Response
Victor Tsang	Programme Officer, Gender Office
Volli Carucci	Chief, Resilience and Prevention
WFP STAFF – Field Staff	
Name	Section
Ali Alhebshi	Programme Officer (Yemen)
Ama Nettey	Programme Officer (Ghana)
Andreas Schmidt	Head of Monitoring and Evaluation Unit (Lao PDR)
Abebe Hankore	PRRO Coordinator (Ghana)
Ana Fernandez Martinez	Programme Officer (Tanzania)
Arthur Pagiwa	Programme Assistant (Zimbabwe)
Carolina Barreto	Programme Officer (Haiti)
Castarina Lado	Programme Officer (South Sudan)
Cecilia Debustos	Gender Advocate (Peru)
Celestine Ouedraogo	Senior Programme Assistant (Burkina Faso)
Chalizamudzi Matola	Programme Officer (Malawi)
Claude Jibidar	Former Regional Director (OIC), West Africa (OMD)

Domina Kambarangwe	Programme Officer NOB (Tanzania)
Dong-eun Kim	M&E Officer (Rwanda)
Elizabeth Addy	Programme Assistant (Ghana)
Elisabeth Diouf	Programme Unit (Senegal)
Elviyanti Martini	Gender Focal Person (Indonesia)
Emily Doe	Programme Officer (Congo Brazzaville)
Emma Anaman	Senior Programme Assistant (Ghana)
Esperance Ntezukobagira	Programme Officer (Togo)
Francesca Erdelmann	Senior Programme Adviser (Yemen)
Giancarlo Stopponi	Senior Programme Officer ( Somalia)
Ibrahima Diallo	Programme Officer (Cote D'Ivoire )
Irene Del-Rio	Coordinator, Purchase for Progress (WFP Malawi)
Joachim Groder	Head of Programme (Cambodia)
John Aylieff	Deputy Regional Director, Asia (OMB)
Kjersti Dale	Programme Officer (Somalia)
Kudzai Akino	Programme Officer (Zimbabwe)
Lansana Wonneh	Livelihoods Programme Officer (Liberia)
Laura Turner	Head of Program Support (Palestine)
Lawrens Karumendu	Programme SC P (Namibia)
Elia Martinez	Gender Focal Point (El Salvador)
Magdalena Moshi	Deputy Country Director (Ghana)
Mahamoudou Niodgo	Programme Assistant (Burkina Faso)
Marco Cavalcante	Head of Programme (Nepal)
Martin Kabaluapa	Programme Office (South Sudan)

Meenu Hada	National Programme Officer Programme Coordinator, Social Protection, Women and Children (Nepal)
Mojgan Darabi	Senior Programme Assistant (Iran)
Mustapha Darboe	Regional Director OMJ (Southern Africa)
Naoe Yakiya	DCD and Head of Programme (Sierra Leone)
Nermine Wally	M&E Officer and GFP (Egypt)
NguyenDuc Hoang	Programme Officer (Ghana)
Noemi Voros-Bak	Donor Relations and Resource Mobilization Officer (Iraq)
Patricia Njoroge	Programme assistant (Kenya)
Paul Turnbull	Deputy Country Director (Kenya)
Robert Decker	Head of Programmes (Senegal)
Rukia Yacoub	DCD and Head of Programme (Egypt)
Sheila Grudem	Country Director (Peru)
Siva Jamal	WFP (Palestine)
Vilon Viohongxay	Gender Focal Person (Lao PDR)
Wanja Kaaria	Deputy Country Director (Senegal)
Xuerong Liu	Head of Programmes (DPR Korea)
<b>UN Agencies</b>	
Eve Crowley	FAO, Gender, Equity and Rural Employment Division (ESW)
Regina Laub	FAO Gender, Equity and Rural Employment Division (ESW)
Queen Katembu	FAO Gender Focal Point, FAO Kenya Office
Nouredine Nasr	FAO Gender Focal Point, Tunisia Office for the sub-region of North Africa
Szlivia Lehel	FAO, Gender Focal Point (alternative), Tunisia Office
Clare Bishop Sambrook	IFAD, Senior Technical Adviser (Gender, Empowerment and Social Inclusion), Policy and Technical Advisory Division
Graham Farmer	Coordinator, Global Food Security Cluster

Joanina Karugaba	UNHCR Senior Regional Advisor Children and Women, Kenya Office for East Africa Region
Larry Bottinick	UNHCR Office of the Assistant High Commissioner – Protection, Geneva
<b>Donors</b>	
Adair Heuchan	Counsellor, Canadian Permanent Mission to the FAO, WFP and IFAD, Government of Canada
Ambassador Jostein Leiro	Permanent Representative to WFP, FAO and IFAD, Norwegian Ministry of Foreign Affairs
Courtney Hood	Policy Advisor at Canadian International Development Agency Government of Canada
Johanna Fischer	Food and Nutrition Advisor, GIZ
Sam Beveer	Counsellor, AusAID
Tonje Lie	Deputy Representative to WFP, FAO and IFAD, Norwegian Ministry of Foreign Affairs
<b>NGOs</b>	
Allister Clewlow	Head of Food Programmes, Samaritan's Purse
Doris Bartel	Senior Director, Gender and Empowerment, Care USA
Emmanuel Tronc	Humanitarian Advocacy & Representation Coordinator, MSF
Hilary Motsiri	Senior Officer, Livelihoods, IFRC
Jennifer Chase	GBV Adviser, Thematic Technical Support Section, NRC
Kate Tong	Adolescent Girls in Emergencies Specialist, Plan International
Luca Pupulin	Regional Director Asia, ACTED
Siobhan Foran	Gender & Diversity, Senior Officer Programme Services Division, IFRC
Tanjina Mirza	Vice President, International Programmes, Plan International
Vibeke Risa	Head of Thematic Technical Support Section, NRC
Dr Ines Smyth	Senior Gender Advisor, Gender Governance and Social Development Team, Oxfam

## Annex 25: Comparison of Gender Service and Gender Office

Women, Children and Gender Service 2008-2012 <sup>81</sup>	Gender Office (OMG) <sup>82</sup> 2013-
Part of the Policy, Planning and Strategy (PS) Division	Upgraded to a Gender Office
Reported to the director of the Policy, Planning and Strategy Division	Reporting to the Deputy Executive Director and the Chief Operating Officer
Staffing: 1 D1, 13 consultants, 1 intern, 1 volunteer, 1 P2, 1 G2	Staffing (2013- ): 1 D1, 2 P4s, 1 P2, 1 G5, 2 consultants
Main Responsibilities (Intended)	Main Responsibilities
<p>CAPACITY DEVELOPMENT:</p> <ul style="list-style-type: none"> <li>Entity wide assessment has not been carried out but WFP staff have been assessed prior to training on gender analysis and the IASC gender marker.</li> <li>Corporate rollout of training of on the IASC gender marker.</li> </ul>	<p>CAPACITY DEVELOPMENT:</p> <ul style="list-style-type: none"> <li>Capacity development activities for staff were launched in 2012 and will continue in 2013 as part of the corporate rollout of the Inter-Agency Standing Committee (IASC) gender marker.</li> <li>Implementation of the Gender Sensitive Country Office project</li> </ul>
<p>ACCOUNTABILITY:</p> <ul style="list-style-type: none"> <li>Establish a Gender Mainstreaming Accountability Framework</li> <li>Managed 2012 baseline which included the coding of 257 projects using the IASC Gender Marker was established</li> <li>Gender Marker</li> <li>Support to Regional Directors that report to Board sessions</li> <li>Coordinated and provided technical support of Policy</li> </ul>	<p>ACCOUNTABILITY:</p> <ul style="list-style-type: none"> <li>Roll-out of GMAF</li> <li>UN System Wide Action Plan</li> <li>Gender Marker</li> <li>Support to Regional Directors that report to Board sessions on progress</li> <li>Coordinate and provide technical support of Policy</li> </ul>
<p>ADVOCACY:</p> <ul style="list-style-type: none"> <li>Gender issues visible are key elements of WFP’s communications activities and are outlined prominently in “2012 Communications Priorities” plan</li> <li>Established dedicated gender intranet page and gender website</li> </ul>	<p>ADVOCACY:</p> <ul style="list-style-type: none"> <li>Gender Advocates Network</li> <li>There is no Communications plan yet<sup>83</sup></li> </ul>

<sup>81</sup> **April 2006:** The WFP Policy, Strategy and Programme Support Division (PDP) upgraded the Gender Unit into the Gender, Mother and Child Health Service (PDPG), which original mandate was further expanded to also include programming responsibilities on Mother and Child Health.

**2008:** Unit re-named Women, Children and Gender. Development of the new WFP Gender Policy

<sup>82</sup> Update on the Implementation of the WFP Gender Mainstreaming Accountability Framework, April 2013, page 3

<sup>83</sup> Notes from interview with Solsoles Ruedas 30th August 2013

<p>page. Produced numerous gender-specific materials during the year, have launched campaigns specifically to boost women's visibility</p>	
<p><b>GENDER MAINSTREAMING:</b></p> <ul style="list-style-type: none"> <li>• Oversee establishment of GIF, review concept notes and terminal reports</li> <li>• Transformation of the gender focal system into a WFP gender advocacy network</li> <li>• Launch of a gender website.</li> <li>• Reviewing project documents using the Gender Marker</li> </ul>	<p><b>GENDER MAINSTREAMING:</b></p> <ul style="list-style-type: none"> <li>• Continue to oversee GIF and give technical support to the Country, regional offices, Gender Advocacy Network</li> <li>• Participated in the preparation of the new Strategic Plan, ensuring that gender is mainstreamed across WFP and that the Strategic Results Framework facilitates reporting on the use of sex-disaggregated data and associated results. Additionally, align GMAF with the Strategic Plan and the management plan</li> </ul>
<p><b>PARTNERSHIP:</b></p> <ul style="list-style-type: none"> <li>• Joint gender action plan between the Rome Based Agencies (RBAs)</li> <li>• Establishment of a joint programme between UN Women and the RBAs for "Accelerating Progress Toward the Economic Empowerment of Rural Women"</li> <li>• Participation and hosting of a number of events, including for advocacy, with gender partners, including RBAs, UN Women and the World Bank</li> <li>• Three-year research into action programme with IDS focusing on gender-related field innovations, results and impact</li> </ul>	<p><b>PARTNERSHIP:</b></p> <ul style="list-style-type: none"> <li>• Oversee and monitor Joint gender action plan between the Rome Based Agencies (RBAs)- According to Sonsoles Ruedas – there is no Joint gender action plan- there is a joint programme with UN Women and the three RBAs on empowering rural women<sup>84</sup></li> <li>• Events</li> </ul>
<p><b>RESEARCH:</b></p> <ul style="list-style-type: none"> <li>• In partnership with the Institute of Development Studies (IDS), a three-year research programme called "Innovations from the field: gender mainstreaming from the ground up for WFP"<sup>85</sup></li> </ul>	<p><b>RESEARCH:</b></p> <ul style="list-style-type: none"> <li>• Continuing to oversee research programme. According to the update of the GMAF "The procedures for engaging IDS were completed in April 2013; the research portfolios identified are Guatemala, Kenya, Lesotho, Malawi and Senegal."<sup>86</sup> According to Sonsoles Ruedas, there are problems- it is running very late, there is a funding shortage (it is for three years but there is only funding for one year from USAID)<sup>87</sup></li> </ul>

<sup>84</sup> Interviews with Gender Service

<sup>85</sup> The research countries identified are Guatemala, Kenya, Lesotho, Malawi and Senegal.

<sup>86</sup> Update of the GMAF, 2012, page 4

<sup>87</sup> Interviews with Gender Service

REPORTING:

- Formulated 3 new gender indicators
- In 2012, the OMG supported the annual standardized project report (SPR) exercise with a gender analysis of WFP projects and programmes

REPORTING:

- Coordinate the production of an annual report on corporate achievement of the GMAF for submission to the Board's Annual Session. This report will form the basis for WFP's contributions to the Secretary-General's report to the Economic and Social Council of the United Nations Mainstreaming a gender perspective into all policies and programmes in the United Nations system

## Annex 26: Strengthened Accountability Measures in WFP

**Table 26.1 Strengthened Gender Accountability Measures in WFP**

Measure	Progress	Remarks/appraisal
<p><b>IASC Gender Marker:</b></p> <p>Intended to assess gender sensitivity of all projects and to capture the resources they allocate to GEEW</p>	<p>Introduced in 2012</p> <p>All relevant projects screened and marked in 2012</p> <p>Training on target to reach all regional bureaux and senior management at HQ by end 2013</p> <p>Will be reported in APR</p>	<p>Experience from elsewhere suggests that much wider roll out of training; support for those who appraise against the marker; quality control; and systems development will be needed to yield the expected benefits and robust data. Tracking funding beyond specific gender/women projects is particularly challenging</p>
<p><b>Reporting in the UN-SWAP</b></p> <p>UN-wide initiative to enhance accountability and measure progress towards achievement of GEEW</p>	<p>Reported, along with other UN agencies, for first time in 2013</p> <p>Undertook peer-review with Rome based agencies</p> <p>Meta-evaluation of WFP evaluations to report against this indicator</p> <p>Self-assessed as meeting requirements in 4 indicators (27%); approaching requirements in other 11 (73%) and not exceeding on any</p>	<p>Has provided a baseline and the parameters for the GMAF;</p> <p>Peer review with RBAs useful exercise;</p> <p>Process not well understood beyond Gender Office and some HQ units;</p> <p>Not really known about or understood in Country Offices (including some GAN members)</p> <p>WFP's performance considered below average for the UN system Funds and Programmes. To meet or exceed all requirements by 2017, there is a need for significant follow-up and swift action<sup>88</sup></p>
<p><b>Corporate Gender Indicators in SPR</b></p> <p>To identify the extent to which gender is integrated and the results being achieved through WFP's work at country level</p>	<p>Move from old ECW indicators with addition of 4 new in 2012</p> <p>SPR guidance on gender indicators</p> <p>Gender analysis of SPRs 2012</p> <p>Identification of good practice</p>	<p>Quantity and quality of SPR reporting on gender is low</p> <p>Few reported against new indicators in 2012 (some indicated that it was too late in process when introduced)</p> <p>Field and desk studies indicate that understanding and reporting against corporate gender indicators is a challenge</p>
<p><b>Gender in SP, SRF &amp; MRF</b></p>	<p>Gender Office active in prep of Strategic Plan and Strategic and Management</p>	<p>Gender addressed across strategic</p>

<sup>88</sup> WFP (2013) GMAF Steering Committee Meeting August 2013 – unpublished background note

<p><b>2014-2017</b></p> <p>To ensure that gender is comprehensively integrated in WFP results and adequately tracked in indicators</p>	<p>Results Frameworks</p>	<p>objectives as a cross cutting priority</p> <p>Gender captured at goal level in SO3 (nutrition) only</p> <p>Indicators remain quantitative and do not vary significantly in response to the different Strategic Objectives (4) and outcomes which they relate to.</p> <p>MRF includes a KPI on gender marker code but misses opportunity to make sex-disaggregation explicit e.g. KPI on</p> <p><b>‘Targeted staff trained in leadership &amp; middle management ‘</b></p>
<p><b>Gender Mainstreaming Accountability Framework:</b></p> <p>To ensure senior managers’ accountability for and leadership of gender mainstreaming</p>	<p>Outline developed, based on UN-SWAP indicators and linked to SP. Will set baseline, indicate minimum standards; assign responsibility and is time bound</p>	<p>Yet to be operationalised but has potential to provide a more thorough assessment of WFP’s progress in gender mainstreaming;</p> <p>Available draft (August 2013) does not indicate timeframe – will be critical to identify ambitious but realistic dates for achieving progress</p>
<p><b>Gender a requirement in competencies and performance assessment</b></p>	<p>Intention to introduce self-rating by senior managers; an incentive scheme for country offices; and competencies in gender mainstreaming for all relevant staff to enable performance &amp; capacity assessment</p>	<p>At present, necessary but insufficient requirements on gender in core organisational competencies focus on values and principles, such as non-discrimination</p> <p>Capacity assessment has not yet been carried out</p> <p>Gender-friendly Country Office Initiative not yet instituted</p> <p>Plan is to have annual accountability frameworks for CDs by 12/13; RDs 2/14 &amp; DED&amp;COO 4/14 with synthesis on intranet by 6/13</p>
<p><b>Reporting to EB</b></p>	<p>Reported twice on progress with CAP &amp; GMAF - Annual Session 2012 and 2013 respectively</p>	<p>Annual reporting to the Executive Board on GMAF is a promising initiative towards oversight by Executive Director and Executive Board</p>

## **Annex 27: Assessment against evaluation criteria**

The following provides the required assessment of progress against Evaluation criteria:

**Relevance:** The Policy has proven *partially relevant* in terms of broad alignment with prevailing global priorities (excluding aid effectiveness). However, its lack of a strong analytical basis; its lack of gearing to development results and the absence of emphasis on gender within emergencies have all undermined its relevance, particularly at field level. This is reflected currently in limited awareness and use of the Policy.

**Effectiveness:** The vision and intended objectives of the Policy have not, in aggregate, yet been realised, due as much to a lack of corporate commitment as to weaknesses in the Policy itself. There is promise in the institutional-level changes underway, and in some potentially valuable development results created at country level, but these are not yet systematic or comprehensive.

**Efficiency:** Arguably, neither the Policy nor the CAP provided a sound basis for efficiency. The projectised nature of the Policy's mainstreaming interventions went unmatched with systemic reforms essential for institutional gender mainstreaming. The Policy, CAP and Gender Office were insufficiently resourced; and the GIF has incurred significant transaction costs. Efficiency has not been a feature of Policy implementation.

**Coherence:** The Policy was coherent with international norms and commitments, as well as with the conceptual shifts of the time. It is broadly reflected in other policy areas of WFP, although not in the overarching corporate strategic frameworks. However, coherence has remained at a relatively shallow level; and does not support any clear statement on 'what gender means for WFP'

**Coverage:** The Policy has sought to ensure that coverage of WFP's operations is equitable; that data is disaggregated; and that gender inequalities are not exacerbated, through applying a Do No Harm approach. However, the 'women-focused' rather than 'gender-oriented' approach adopted has undermined coverage at a deeper level, in terms of responding to evidenced priorities rather than generalised needs.

**Connectedness** The CAP supported connectedness by linking WFP's humanitarian responses to the realisation of international targets and norms on gender equality. However, the role of WFP's programmatic responses in contributing towards gender equality results is not defined; and there is no statement connecting WFP's emergency responses with gender equality results. Linkages are mostly indirect.

**Impact** There is little evidence of gender impacts being generated through WFP's work. This is partly due to the short-term nature of much of its humanitarian assistance, and partly to the non-gearing of programme activities to a medium-term vision for gender equality. Where impacts are being created, these are largely arising from WFP's engagement in broader resilience or livelihoods programmes and are not driven by the Policy. Systems reform will be needed to facilitate gender impact assessment.

***Sustainability*** The projectised approach of the Policy; its lack of accompaniment by systemic institutional reforms; and its dependence on external resources, have undermined sustainability. WFP did not provide the sort of human or financial commitment necessary to generate sustainable change, though the Fit for Purpose agenda may offer more fertile ground here. Reforms in accountability should support sustainability when operational. At country level, sustainable change is occurring in some programmes geared towards a vision of medium term change, where conditions permit.

**Annex 28: Bibliography** – available here:



Gender Policy  
Evaluation - Annex 28

**Rome, January, 2014, OEV/2013/008**

Office of Evaluation  
[www.wfp.org/evaluation](http://www.wfp.org/evaluation)



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