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**Executive Board  
Third Regular Session**

**Rome, 21–25 October 2002**

## **POLICY ISSUES**

### **Agenda item 4**

***For approval***

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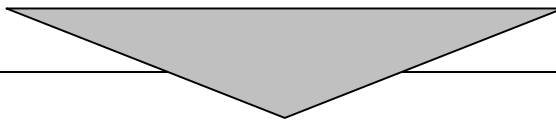
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### **GENDER POLICY (2003–2007)**

#### **Enhanced Commitments to Women to Ensure Food Security**

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# Note to the Executive Board



**This document is submitted for approval by the Executive Board.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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# Executive Summary

The 2000 United Nations Millennium Declaration calls for the promotion of gender equality and the empowerment of women as effective ways to combat hunger and stimulate sustainable development.

Since the Fourth World Conference on Women in 1995, WFP has pursued five Commitments to Women that are linked to the critical areas of concern of the Beijing Platform for Action and are built on the key roles women play as managers of food and as guardians of food security in the household.

In 2001–2002 an intensive review of experiences with the implementation of the WFP Commitments to Women, consultations with partner agencies and the thematic evaluation of the Commitments led to the conclusion that the Commitments remained highly relevant for WFP and should therefore be maintained and enhanced.

This Gender Policy presents the results of the review of experiences and the consultation process, outlines a combination of positive measures for women and gender mainstreaming measures, and proposes eight Enhanced Commitments to Women (ECW) for the period 2003 to 2007. If the Executive Board approves them, these will be implemented in partnership with host and donor governments, United Nations agencies, the Bretton Woods Institutions, non-governmental organizations (NGOs) and beneficiary communities.

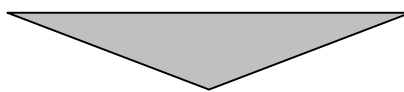
The Enhanced Commitments to Women build on the previous Commitments and focus on strengthening and fine-tuning the implementation approach. They consider women's special nutritional needs at critical times of life, promote women's and girls' participating in and benefiting from food-assisted activities that create human and physical assets, and support women's and girls' effective participation in decision-making.

New features of the Enhanced Commitments to Women are:

- **Women's enhanced control of food.** The Enhanced Commitments will contribute to women's control of food in relief food distributions with the issuance of household food ration cards in women's names, with food delivered either directly to the women or in a manner preferred by them, and the ensuring of full transparency in the distribution system. These measures are proposed to be pilot-tested in selected countries before implementing them on a larger scale.
- **Strengthened emphasis on adolescent girls.** As adolescence is a critical period of life—especially for girls, from a nutritional and social point of view—WFP's assistance portfolio is proposed to be enlarged, if resources can be made available, to support also secondary school education and food-for-training (FFT) activities for adolescent girls in places where gender gaps are biggest.
- **Food for training.** Food assistance to training activities for women and adolescent girls is proposed to be a new programme focus. It will combine nutrition and health education with training in marketable skills and in life skills such as functional literacy, numeracy, and awareness about legal, political and social institutions.
- **Increased advocacy of women's role in food security.** Involvement in advocacy activities is envisaged that will promote the important role women and girls play in ensuring household food security. This will involve emphasis on how households and societies as a whole gain and advance when women are better nourished, better educated, participate more equally in economic activities and have a stronger voice in decision-making.
- **More female staff.** In the area of human resources, while striving for gender equality in all staff categories, levels and functions, WFP especially aims to facilitate an increase in the proportion of female staff at management levels in humanitarian assistance operations where gender gaps are biggest and in household-level monitoring.



## Draft Decision



The Board approves the WFP Gender Policy put forward in document WFP/EB.3/2002/4-A. In accordance with decision 2002/EB.A/4, it asks that the Secretariat make the appropriate changes to the section on gender in the Consolidated Framework of WFP Policies: A Governance Tool (WFP/EB.A/2002/5-A/1) by replacing paragraphs 38 and 39 with the following:

WFP remains committed to work towards the United Nations goal of gender equality as spelled out in the Beijing Declaration and Platform for Action (1995) and the outcome documentation of the twenty-third special session of the General Assembly (2000). In its efforts to provide access to food to hungry men, women and children in situations of acute and chronic food insecurity, and to contribute to household food security, WFP regards its niche as working with and for women.

For the period 2003 to 2007, WFP will continue to strive for gender mainstreaming in accordance with the Economic and Social Council of the United Nations (ECOSOC) resolution (1997) and will build on its experiences with the previous Commitments to Women 1996–2001, which emphasize positive measures for women. The eight Enhanced Commitments to Women 2003–2007 are:

- i) Meet the specific nutritional requirements of expectant and nursing mothers and—where appropriate—adolescent girls, and raise their health and nutrition awareness.
- ii) Expand activities that enable girls to attend school.
- iii) Ensure that women benefit at least equally from the assets created through food for training (FFT) and food for work (FFW).
- iv) Contribute to women's control of food in relief food distributions of household rations.
- v) Ensure that women are equally involved in food distribution committees and other programme-related local bodies.
- vi) Ensure that gender is mainstreamed in programming activities.
- vii) Contribute to an environment that acknowledges the important role women play in ensuring household food security and that encourages both men and women to participate in closing the gender gap.
- viii) Make progress towards gender equality in staffing, opportunities and duties, and ensure that human resources policies are gender sensitive and provide possibilities for staff members to combine their personal and professional priorities.



## INTRODUCTION

1. WFP's mission is to provide access to food to hungry men, women and children in situations of acute and chronic food insecurity, thus contributing to ensuring household food security.
2. In addition to WFP's Mission Statement (1994), its Commitments to Women 1996–2001, and other policies,<sup>1</sup> the following elements provide the context for WFP's Gender Policy: The United Nations commitment to gender equality (including gender balance in staffing) as spelled out in the Beijing Declaration and Platform for Action (1995), the outcome documentation of the twenty-third special session of the General Assembly (2000),<sup>2</sup> the ECOSOC resolution on gender mainstreaming (1997), and the United Nations Millennium Declaration (2000).<sup>3</sup> WFP strives towards the goal of gender equality together with its partners in host and donor governments, the United Nations, the Bretton Woods Institutions, non-governmental organizations (NGOs) and beneficiary communities.
3. In this overall United Nations gender context, WFP regards its niche as working with and for women to achieve household food security, thus contributing to the United Nations Millennium Development goals of halving by the year 2015 the number of people who suffer from hunger, eliminating gender disparity in primary and secondary education by 2005 and reducing by three quarters (between 1990 and 2015) the maternal mortality ratio.<sup>4</sup> While fully striving for gender mainstreaming, WFP is aware that the application of this concept carries the risk that gender concerns and the need for special actions to close the gender gap can become invisible when included under the umbrella of "having been mainstreamed". WFP therefore continues to emphasize positive measures for women.

## WOMEN'S ROLES IN ENSURING HOUSEHOLD FOOD SECURITY

4. For poor households in the economically developing world, food security can be achieved only if all household members, male and female, contribute fully. It is usually women who bear most of the responsibilities for domestic work and family care, and in addition take part in income-generating activities to ensure survival and food security, even in crisis situations.
5. In many countries, women's contribution to food production, access to food and utilization of food are severely restricted by their lack of access to productive assets (education, land, credit, etc.) and related services, employment, health services and

<sup>1</sup> WFP 1994, Mission Statement, Rome; WFP 1995, Policy Commitments to Women: 1996-2001; Enabling Development WFP/EB.A/99/4-A; From Crisis to Recovery WFP/EB.A/98/4-A; Consolidated Framework of WFP Policies: A Governance Tool, WFP/EB.A/2002/5-A/1.

<sup>2</sup> Entitled "Women 2000: gender equality, development and peace for the twenty-first century".

<sup>3</sup> The United Nations Millennium Declaration (2000) specifically resolves "to promote gender equality and the empowerment of women as effective ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable." It refers to equality as a fundamental value and states that "the equal rights and opportunities of women and men must be assured" (A/RES/55/2).

<sup>4</sup> Road map towards the implementation of the United Nations Millennium Declaration. Report of the Secretary-General (A/56/326).



knowledge of appropriate nutrition and caring practices.<sup>5</sup> Gender disparities that discriminate against women and restrict their economic contribution can impose high social and economic costs on individuals, households and societies and impede their advancement; such disparities also affect the effectiveness of assistance interventions.

### Gender Terminology

**Gender roles:** Women and men are different biologically. All cultures interpret these biological differences uniquely, forming social expectations about what behaviours and activities are appropriate for males and females and what rights, resources and power each should possess. These societal expectations are the socially constructed roles of women and men, or gender roles. Most societies give the primary responsibility for the care of children to females and derive from that other roles and norms for men and women. Almost everywhere, gender roles function in a way that discriminates against women, in their choices in life, their access to assets, and the voice they have in making decisions. This discrimination is not only reflected in individual relationships, but also permeates social institutions.<sup>6</sup>

A **gender approach** distinguishes itself from an exclusive focus on women. It looks at a specific dimension of social relations and power structures, the relations between males and females, and emphasizes the need for a case-by-case understanding of these. It also highlights gender gaps between men and women in terms of employment, earnings and access to, control over and benefits from human and physical assets, and seeks to explain how these gaps affect power relations between women and men—and thus their relative ability to influence decisions within their households and communities.<sup>7</sup>

**Gender equality** reflects the equality of men and women under the law, an equal sharing of power, equality of opportunities, including equality in access to human assets (health, education, etc.) and other productive assets (land, information, financial resources, etc.), equal rewards for work of equal value, and equality of voice, including political representation.<sup>8</sup>

**Mainstreaming a gender perspective** is the process of assessing the implications for women and men of any planned action—including legislation, policies or programmes—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 the design, implementation, monitoring and evaluation of policies and programmes in all political and societal spheres so that inequality is not perpetuated. While the ultimate goal of gender mainstreaming is to achieve gender equality, it does not exclude positive measures to narrow and close the gender gap.<sup>9</sup>

<sup>5</sup> International Bank for Reconstruction and Development (IBRD), 2001, p. 52f and 57.

<sup>6</sup> IBRD, 2001, Engendering Development through Gender Equality in Rights, Resources and Voices, A World Bank Policy Research Report, Washington, p. 34.

<sup>7</sup> IBRD, 2001, p. 34.

<sup>8</sup> United Nations, 1995, Beijing Declaration and Platform for Action, Fourth World Conference on Women, Beijing; UNDP, 1995, Human Development Report, New York, p. 1; IBRD, 2001, p. 35.

<sup>9</sup> UN/ECOSOC, E/1997/66 Substantive Session, Geneva; Gender Mainstreaming in WFP: An Integrated Assessment, WFP/EB.2/98/9.



**Empowerment** is the process of gaining power and control over decisions and resources that determine the quality of one's life. It is based on developing an awareness of the causes of inequality and comprises actions that may help overcome obstacles to equality. Empowerment cannot be given; it should be self-generated. All that can be done from outside is to provide women and/or men with the means to access economic, social and political resources, which allow them to take greater control over their own lives in economic and social terms and enable them to overcome poverty.<sup>10</sup>

**Positive measures** comprise temporary actions to improve the position of those who are disadvantaged and offer compensatory opportunities for them. Such actions facilitate empowerment by counterbalancing the effects of disadvantages, e.g. to close gender gaps; positive measures for women should be discontinued after gender equality has been achieved.<sup>11</sup>

6. Studies have shown that when income is put into the hands of women, the economic and nutritional benefits for the entire household are higher than when the same resources are controlled by men.<sup>12</sup> Women are more likely than men to spend their income on food and child welfare, and with better nutritional outcomes; they are more likely to gain control over the use of food than cash;<sup>13</sup> and they are less likely to sell or trade this food for non-food items.<sup>14</sup> When women are present during food distribution or if they receive the food directly, it is also more likely that that food is taken home and cooked for the benefit of all household members.
7. Acute or chronic humanitarian crises and poverty tend to accentuate gender gaps because means are limited and women are discriminated against and are expected to make a sacrifice by eating less. In situations of conflict and displacement, women are often exposed to new risks such as physical violence and sexual abuse. Also a large portion of households end up being headed by women during these crises, with the women burdened with additional tasks owing to their husbands' and sons' military recruitment, disappearance, disablement or death.<sup>15</sup> In humanitarian crises, there is the risk that food will not fully reach the beneficiary households if it is distributed to community leaders, who may allocate it based on political or social considerations. This is also the case when food is distributed to the husbands in polygamous family arrangements, even though there are various household units consisting of women and their minor or elderly dependants. Nevertheless, situations of crisis have also offered opportunities for change that have proven advantageous for implementing new means of improving women's access to and control over food, such as issuing the household ration card in women's names.

<sup>10</sup> [www.worldbank.org/poverty/empowerment](http://www.worldbank.org/poverty/empowerment) and Kabeer, N. 1994, *Reversed Realities: Gender Hierarchies in Development Thought*, London.

<sup>11</sup> UN/ECOSOC, E/CN.4/Sub/2000/11, Commission on Human Rights.

<sup>12</sup> International Food Policy Research Institute (IFPRI), 1995, *Women: The Key to Food Security*, Quisumbing, A.R., Brown, L.R., Feldstein, H.S., Haddad, L. and Peña, C. Washington, p. 9ff.

<sup>13</sup> "Control" implies control over the distribution of benefits.

<sup>14</sup> Walsh, M., 1998, *Women in Food Aid Interventions: Impacts and Issues*, Time for Change: Food Aid and Development, WFP, Rome, 23–24 October, p. 3.

<sup>15</sup> WFP—Reaching People in Situations of Displacement: Framework for Action, WFP/EB.A/2001/4-C.



8. There are times in women's life cycles in which they have special nutritional needs: the periods before and during pregnancy and nursing. Unless women receive the required calorie and nutrient intake during these periods, their own health and that of their newborn children are at risk. Children exposed to such early malnutrition are likely to die or fail to develop to their full physical and mental potential, thus perpetuating the intergenerational cycle of malnutrition and poverty.<sup>16</sup>
9. Women's knowledge of nutrition and related health practices and the child care they provide are crucial for overcoming child malnutrition. Research has also shown that female education is one of the most effective ways to reduce poverty. When females obtain more education, knowledge and awareness, there are positive effects on economic productivity and child nutrition.<sup>17</sup> Furthermore, increasing women's access to and benefits from human and physical assets in turn increases the share that households spend on education and health.
10. There also is increasing evidence that targeting adolescent girls for education and out-of-school life skills training (in functional literacy, numeracy and legal and social awareness), combined with food aid interventions that remedy micronutrient deficiencies, could result in significant short- and long-term food security benefits.
11. Women are disproportionately affected by HIV/AIDS. They are physiologically more vulnerable to HIV infection and can transmit HIV to their babies in the womb, during childbirth and through breastfeeding. Poor women, particularly adolescent girls, are vulnerable not only physiologically but also socially, as they are exposed to unemployment, sexual exploitation and abuse. The epidemic has affected women's contributions to household food security and children's nutritional status. Women who take care of sick family members or who are themselves sick have less time available for productive activities and intensive child care.
12. The family household—in its various forms and with its different socially and culturally determined gender and life cycle roles—enjoys high social value in all societies. This should be recognized and respected by any outside support that specifically addresses and benefits women. Moreover, efforts to support women need to be accompanied by the message that such efforts are not at the expense of men, but have a positive effect on households and societies as a whole.

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<sup>16</sup> Reaching Mothers and Children at Critical Times of Their Lives, WFP/EB.3/97/3-B.

<sup>17</sup> IFPRI, June 2000, Women: The Key to Food Security: Looking into the Household, <http://www.ifpri.org/themes/mp17.htm>, Research Topic: Gender and Intrahousehold Aspects of Food Security.



### **Adolescent Girls—A Group That Requires More Attention**<sup>18</sup>

Like women, adolescent girls have responsibilities for ensuring food security. They produce food; earn incomes; procure, cook and distribute food within their households; care for their siblings; and even head households, for example in emergency and crisis situations, including the HIV/AIDS crisis.

Adolescence is a critical period of life. Physical growth is faster during adolescence than at any other time in life after the first year, and these changes in physical development generate special nutritional needs, especially for girls. With the onset of menarche, adolescent girls become highly susceptible to anaemia and other micronutrient deficiencies, which impair their growth and, later, negatively affect them and their babies. Adolescent pregnancies carry a much higher risk of maternal and infant mortality, pre-term delivery and low-birth-weight babies. Adolescents from poor families tend to drop out of school early and are exposed to unprotected sex, and thus to HIV/AIDS.

Research shows that the longer girls attend school, the greater their social and economic development potential, the lower their risk of being sexually abused or exposed to unprotected sexual relations, the later they get married, the longer spacing there is between their children, and the fewer children they have altogether. Better-educated and -trained girls also take better care of their infants, and their infants are less likely to be malnourished.

Efforts are required to make communities aware of these links, and to create an environment that is supportive to education and life skills training for adolescent girls and that discourages early pregnancies. Access of adolescent girls to schooling beyond primary school education and to training programmes would contribute effectively to breaking the intergenerational cycle of malnutrition and poverty.

Fortified food can be provided to adolescent girls as an incentive for attending school and training and to address their special micronutrient needs. Such food is most effectively targeted, to the people who need it most, when it is consumed during training. Vitamin-A- and iron-fortified biscuits and easy-to-prepare blended foods, which contain iodized salt, are ideal commodities for such on-site meals.<sup>19</sup>

## **THE WFP COMMITMENTS TO WOMEN**

13. The advancement of women and gender issues have been high on WFP's agenda since the 1985 World Conference on Women in Nairobi. In 1987, WFP established gender policy principles, which were endorsed by the then Committee on Food Aid Policies and Programmes.<sup>20</sup> The policy called for taking into account women's and men's different roles in the division of labour and their different access to and control over resources. It

<sup>18</sup> United Nations Administrative Committee on Coordination, Sub-Committee on Nutrition (ACC/SCN) in collaboration with International Food Policy Research Institute (IFPRI), January 2000, 4th Report on The World Nutrition Situation, Nutrition Throughout the Life Cycle; King, E.M., 1994, Educating Girls and Women: Investing in Development, World Bank, Washington; Kurz, K.M., 1994, International Center for Research on Women, Adolescent Growth, SCN News, No 11.

<sup>19</sup> The Training and Nutrition Centres under WFP's Integrated Food Security Programme in Bangladesh are an example of such an intervention focusing on adolescent girls.

<sup>20</sup> Food Aid Strategies for Women in Development, WFP Committee on Food Aid (CFA), 23/7/1987.



proposed an effective involvement of women in food-assisted interventions. The policy was followed by sectoral guidelines for WFP-assisted activities.<sup>21</sup>

14. WFP's next major gender initiative, the Commitments to Women 1996–2001, was developed at the time of the 1995 World Conference on Women, in Beijing. The Commitments were based on the premise that targeting women as programme participants and direct food recipients is key to ensuring that more food reaches them and their children.
15. The five Commitments aimed at reducing gender-specific inequalities that related to food security of the poorest:<sup>22</sup>
  - i) Provide women direct access to appropriate and adequate food.
  - 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).
  - 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).
  - iv) Generate and disseminate gender-disaggregated data and information for planning and evaluation.
  - v) Improve accountability on actions taken.
16. Quantitative and qualitative global targets were set for each Commitment. Many stakeholders appreciated this, seeing it as giving the required impetus to actions that focused on bringing women to the forefront of a largely operations-oriented organization. Thus, the WFP Commitments even became a model for partner agencies.<sup>23</sup>
17. WFP conducted a number of reviews to assess its experience with the operationalization of the Commitments.<sup>24</sup> Most of the reviews focused on institutional implementation mechanisms and qualitative assessments, and included only limited consideration of the quantitative progress made towards achieving the targets. These reviews indicated that while gender issues and positive measures for women were increasingly being taken on at all levels and spheres of the organization, certain clarifications and refinements of the Commitments were required. The consultation process undertaken in 2001/2002 and the thematic evaluation of the Commitments to Women<sup>25</sup> confirmed these views, and their lessons and recommendations guided the preparation of this Gender Policy.

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<sup>21</sup> Sectoral Guidelines on Women and Development: Gender Variables in Food-Assisted Projects, WFP CFA 27/P/INF/4/1989.

<sup>22</sup> WFP 1995, Policy Commitments to Women: 1996–2001; Gender Mainstreaming in WFP: An Integrated Assessment, WFP/EB.2/98/9.

<sup>23</sup> For example, in 2001, UNHCR issued Commitments [to Women] that were to be achieved by 2002. UNHCR 2001, Respect Our Rights: Partnership for Equality, Report on the Dialogue with Refugee Women, Geneva.

<sup>24</sup> Progress Report on the Implementation of WFP's Commitments to Women, WFP/EB.2/97/3-D; Gender Mainstreaming in WFP: An Integrated Assessment, WFP/EB.2/98/9; WFP's Commitments to Women: Mid-Term Review of Implementation, WFP/EB.A/99/4-B; WFP Office of Evaluation and Monitoring, March 1999, WFP Commitments to Women: Mid-term Review of Implementation, Full Mission Report, Prepared by D. Cammack, Rome.

<sup>25</sup> WFP/EB.3/2002/6/6.



## PREPARATION FOR THE WFP GENDER POLICY

18. Preparation of the Gender Policy involved a systematic and extensive review and consultation process with WFP country office, regional bureau and Headquarters staff; partners in the United Nations; host governments; and the NGO community.
19. A self-assessment was carried out by all country offices on their quantitative and qualitative achievements regarding implementation of the Commitments, and on the constraints they faced.<sup>26</sup> The assessment was complemented by a comprehensive search for good and poor practices and lessons in reports of case studies and evaluations undertaken in more than 40 countries over the past four years. In addition, five case studies were newly undertaken in a cross-section of countries benefiting from interventions ranging from predominantly development to humanitarian assistance operations.<sup>27</sup> Three host country consultations completed the field-related part of the Gender Policy preparation.<sup>28</sup>
20. The lessons from the Commitments to Women and the newly proposed Gender Policy were extensively discussed within WFP. More than 120 senior and mid-level managers and advisers from country offices, regional bureaux and Headquarters and a number of national officer gender focal points participated in two consultation workshops on the Gender Policy. The participants formulated a preliminary framework for the Enhanced Commitments to Women 2003–2007. A review of human resources data from a gender perspective was also undertaken.
21. United Nations partner agencies in Geneva, New York, Paris and Rome were consulted on their gender strategies and approaches and on their views on WFP's proposed Gender Policy.<sup>29</sup> Consultations with the International Committee of the Red Cross (ICRC) and international partner NGOs were also carried out.
22. Finally, the thematic evaluation of WFP's Commitments to Women (WFP/EB.3/2002/6/8), provided important findings and recommendations for this policy.<sup>30</sup>

## LESSONS FROM THE GENDER MAINSTREAMING EFFORTS OF PARTNER AGENCIES

23. Gender is a major cross-cutting issue in all United Nations agencies, host and donor governments and NGOs. If fully mainstreamed, it affects the work of all units from staffing to strategy and policy, to operations, to evaluations. But the process of gender mainstreaming does not take place automatically or easily—even if staff are gender sensitized and committed to gender issues. The lessons from partner agencies and WFP's

<sup>26</sup> Results of this survey are reflected in the Strategic and Financial Plan (2002–2005), WFP/EB.A/2001/5-B/1, p. 38f.

<sup>27</sup> Case studies of the WFP Strategy and Policy Division were undertaken by teams of male and female international consultants in November 2001, in China, the Democratic Republic of the Congo, Kenya, Nicaragua and Sierra Leone.

<sup>28</sup> Host country stakeholder consultations were undertaken in Mali, Pakistan and Sudan.

<sup>29</sup> This included consultations with FAO, IFAD, ILO, OCHA, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNIFEM, WHO and the United Nations Secretariat (Department of Economic and Social Affairs, Division for the Advancement of Women).

<sup>30</sup> Case studies of the WFP Office of Evaluation and Monitoring were undertaken by teams of international and national consultants and WFP regional programme advisers in early 2002. Case study countries were Colombia, Mali, Pakistan, Sri Lanka and Sudan.



own experiences confirm that successful gender mainstreaming requires a corporate and systematic approach, the elements of which are:

- commitment by host and donor countries to support systematic gender mainstreaming in approved operations;
- personal commitment at the head-of-agency and executive-staff levels, which creates a supportive organizational environment;
- a corporate policy that outlines how the organization will contribute to the overall United Nations Millennium Declaration goal of promoting gender equality and the empowerment of women through commitments that relate to the mission of the organization and that are commonly understood;
- collaboration in United Nations systems approaches—such as the Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF) and consolidated appeal process (CAP)—and the wider host government and donor context, as in the Poverty Reduction Strategy Papers (PRSPs), to ensure gender sensitivity in country analyses and strategic frameworks, and harmonization and coordination of interventions;
- contractual agreements with partner agencies that specify the commitments made by the organization and the consequences of non-adherence;
- a corporate spirit of male-female professional partnership to close the gender gap in programmes and within the organization itself;
- quantitative global targets combined with clear and easy-to-interpret qualitative standards;
- guidelines that specify how to interpret and effectively operationalize the Commitments;
- baseline studies in order to set realistic targets and establish a benchmark against which to measure results;
- systematic monitoring-and-evaluation mechanisms for all Commitments;
- a corporate implementation plan reflected in the yearly work plans of all work units;
- incorporation of gender expenses into regular budgets as well as extra-budgetary special fund allocations;
- corporate and continuous staff capacity-building; and
- measures that ensure that managers are held accountable for policy implementation.

## LESSONS FROM THE WFP COMMITMENTS TO WOMEN 1996–2001

24. The major lessons for WFP from its one-year consultation and evaluation process were that while the focus of its Commitments to Women 1996–2001 was appropriate, there were some difficulties in interpreting the Commitments, and their implementation was uneven. Some Commitments were easier to implement than others; some countries had achievements that even exceeded the targets set out in the Commitments, while others—for various reasons—either did not fully engage in an implementation process or did engage but did not achieve the desired results. This experience calls for strengthening the implementation approach.



25. The following key lessons have emerged from WFP's implementation of the Commitments to Women.

### Programming

26. The Commitments have been successfully implemented in many development settings; experiences were more mixed in humanitarian assistance. In acute crisis situations, when affected and displaced persons and refugees totally depend on the food rations provided, the objective of "saving lives" has been the overriding imperative, sometimes resulting in lower priority being given to gender concerns. As one of the consulted partners put it, the "tyranny of the urgent" should not lead to failure to integrate gender in humanitarian assistance. Considering that the major share of WFP's resources is allocated to humanitarian assistance, minimum and realistic requirements for implementing the Commitments in each phase of a crisis and operation would need to be defined to ensure appropriate consideration of women's circumstances and needs.
27. Nonetheless, WFP has played a major role in inter-agency collaboration on mainstreaming gender in humanitarian assistance, especially in the Inter-Agency Standing Committee (IASC) Reference Group on Gender and Humanitarian Assistance. WFP has participated in the development of the gender-sensitive capacities and vulnerabilities analysis (CVA) training module designed to ensure that all stages of the CAP process and subsequent planning are well informed on gender issues. For emergency programmes, WFP and the Food and Agriculture Organization of the United Nations (FAO) have jointly developed guidelines for socio-economic and gender analysis (SEAGA). To support implementation of these guidelines, the WFP/FAO Passport to Mainstreaming a Gender Perspective in Emergency Programmes was also developed. It contains key questions for use in designing gender-sensitive humanitarian assistance interventions. This material has been field tested and used in the assessment of emergency operations.
28. In order to create a sound, country-level knowledge base, WFP's household food security assessments, carried out through vulnerability analysis and mapping (VAM) analyses and needs assessments, should systematically integrate gender analysis.
29. Transparency measures that allow male and female beneficiaries to be informed about ration sizes, food distribution points and schedules, and programme opportunities are essential for reducing the risk of abuse and exploitation of beneficiaries, particularly women and girls.
30. Setting a global target for distribution of free relief food rations to women has resulted in increased direct deliveries to women. In some situations, however, this has created additional burdens for women who already are engaged in multiple tasks. In situations of security breakdown, women who collect the rations have sometimes been exposed to violence and harassment. It has become clear that in such situations women need not necessarily come forward to collect the ration, but they should at least be involved in the decision as to how the distribution is organized. Measures that have increased women's control over the food ration include issuing the ration card in their names, changing the distribution modalities to facilitate their receipt of the ration (e.g. moving the distribution points as close as possible to where women live), and providing full information in advance about distribution modalities.
31. In many cases, women's special needs for micronutrients during pregnancy and nursing have been met by the provision of fortified blended food. The main problems were related to resource and pipeline constraints and to women's lack of knowledge about child nutrition and related healthcare issues.



32. The provision of meals has generally been very effective for increasing girls' school enrolment and attendance.
33. In some areas, school feeding alone has not closed the gender gap in school attendance. Therefore take-home ration programmes have been developed. These have been successful in raising girls' enrolment by between 50 percent and more than 300 percent in targeted areas. In addition it has become clear that in order to attract and retain girl students, special conditions are required, such as female teachers, separate toilet facilities and a safe way to and from school.
34. Rather than simply pushing for women's increased participation (i.e. labour) in food-for-work activities that create physical assets, it is preferable to encourage their involvement in the identification of the assets to be created by those activities. In this way they will be more likely to benefit from them.
35. Food-for-work activities need to be designed in a way that facilitates women's participation (e.g. flexible working hours, limited requirement for physical strength, day care possibilities for their children).
36. Food-for-training activities (on awareness-raising, functional literacy, numeracy, leadership skills, and income-generating skills) provide an easier means of targeting women, address gender inequalities more directly and create human assets that are more easily controlled by the women themselves.
37. Both food-for-work and food-for-training activities need to take into account women's coping and livelihood strategies, and the specific gender-based constraints they face (for example on their mobility in public spaces).

### **Food for Training—Meeting Women's and Girls' Practical and Strategic Gender Needs**

**Food-for-work** or **food-for-asset-creation** activities focus on physical assets, and require hard labour. Sometimes people other than those involved as labourers benefit from the assets created. As women are more likely to be excluded from decisions regarding the creation and management of assets, their share of the benefits is likely to be lower than men's.

**Food-for-training** activities are different: they build human assets. With such activities, the investment is made in the human being and is carried with that person. This makes food-for-training activities suitable to all types of situations, from development to humanitarian assistance, and even situations of displacement and migration. FFT is particularly appropriate for women and adolescent girls: it is physically less demanding, it offers more flexibility in terms of scheduling and location, and it can address practical and strategic gender needs. Income-generating skills or nutrition and health education training relate to the traditional roles of women in society and are focused on women's and girls' practical gender needs. Life skills training—comprising functional literacy and numeracy, leadership skills and awareness-raising about social, political and legal institutions—serves a more strategic purpose as it supports women's empowerment. Training can fill gender gaps—in knowledge, decision-making and benefits—caused by the disadvantages women experience in society.

Both types of training are most effective when combined: awareness-raising can improve the social and economic position of women only if they are given the skills and the opportunities to generate income. For example, women need support in choosing suitable trades and in managing their enterprises. Experience shows that training in income-generating skills should be based not only on what trainers are able to offer (often typical women's handicraft skills), but also on women's priorities, combined with an analysis of the viability of trades and an assessment of complementary input needs (such as credit).



38. Participatory approaches, with male and female beneficiaries, in programme design and implementation are essential for making FFT and FFW more suitable for women, and for monitoring and evaluating results.
39. Although women's representation on food-aid-distribution and asset-creation committees has increased, their active participation in those committees has often been limited by their lack of education, experience and confidence. Measures designed to strengthen women's active participation are as important as those focusing on increasing their representation on committees; equally important are means to involve women in targeting, activity selection and implementation (including monitoring).
40. Under a results-oriented approach, baseline studies would have been essential to establishing realistic planning targets and measuring the outcome of the Commitments at a later stage; however, these studies have not systematically been conducted. Data on the implementation of the Commitments has to a large extent been collected or estimated only at input and output levels.
41. Gender-disaggregated data have often been collected or estimated for reporting to Headquarters in Rome, but have not been analysed or incorporated sufficiently for planning and programme management purposes.
42. Implementing the Commitments to Women through partners remains a challenge, especially in an acute humanitarian crisis. Although the Commitments have been increasingly reflected in contractual agreements with partners, there are insufficient accountability mechanisms in place to ensure their implementation. More is required with regard to choosing partners that attach importance to women's active participation.

## Advocacy

43. Partner agencies have given credit to WFP for keeping women's role in food security on the agenda, at the global, country and local levels. But more needs to be done to speak out on behalf of poor and disadvantaged women and girls.
44. While gender advocacy has unrealized potential, country offices require more guidance and capacity-building in this area.
45. In order to be truly effective, advocacy needs to target men as well, and to sensitize and encourage them to take a proactive role in closing the gender gap. This is an often neglected dimension of the Beijing Declaration of 1995.<sup>31</sup>

## Human Resources

46. A result of WFP's active measures to recruit professional women was an increase in the proportion of female international Professional staff from 18 percent in 1992 to 24 percent in 1996. In 2001, that figure rose to 37 percent, and the diversity target of 40 percent of international Professionals' being nationals of economically developing countries was achieved. From 1999 to 2001, half (49 percent) of WFP's international Professional recruits were women. Male and female international Professional staff in WFP have been promoted equally.

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<sup>31</sup> United Nations, Department for Public Information, 2001, Beijing Declaration and Platform for Action with the Beijing+5 Political Declaration and Outcome Document, New York, Article 25: "[We are determined to:] encourage men to participate fully in all actions towards equality."



47. Despite these successes, more needs to be done to address the distinct gender gap that starts at the P-3 level and widens up to the D-1 level (in 2001, only 15 percent of D-1-level staff were women).
48. There are also gender differences with regard to duty stations: in Rome Headquarters and liaison offices, WFP has almost achieved gender balance among international Professionals (48 percent women), while in low- and medium-hardship duty stations there are 37 percent female staff; in higher-hardship duty stations that figure is 27 percent. The proportion of female staff at level P-5 and above in higher-hardship duty stations is only 14 percent (compared with 28 percent women overall at these levels).<sup>32</sup> More attention needs to be paid to achieving gender balance at all levels and functions, particularly with regard to international staff re-assignments to Country Director and Deputy Country Director positions, especially in higher-hardship duty stations.<sup>33</sup>
49. The United Nations Security Council, in its resolution 1325 of 2000, urged the Secretary-General “to expand the role and contribution of women in United Nations field-based operations, and especially among [...] humanitarian personnel”.<sup>34</sup> The IASC Task Force on Protection from Sexual Exploitation and Abuse in Humanitarian Crisis has also identified the need for increasing the number of female staff, especially among those who are involved in protection and in the distribution and monitoring of food and non-food items.
50. The turnover of female staff is on average higher than that of male staff, and among junior-level staff, a lower proportion of female than male staff remains with the organization.
51. The proportion of women among all locally recruited staff, across all contract categories, was only 26 percent in 2001. However, the proportion of women among national Professional officers was 40 percent.<sup>35</sup>
52. Although WFP has spearheaded the recruitment of women in non-traditional assignments, such as logistics supervisors, computer hardware and software experts, security guards and drivers, there remains a long way to go to achieve gender balance in these positions.
53. Staff have welcomed Human Resources policies that are gender sensitive, such as those relating to spouse employment, harassment, breastfeeding, the awards programme (including the International Women’s Day Award) and the establishment of a staff counsellor system, and these are worth being expanded to new areas, such as paternity leave and the establishment of day care centres.
54. The consultation process on gender concerns in WFP’s Human Resources policies has alerted the organization about the need to revisit these policies in light of two developments: (i) decentralization, which has led to fewer posts’ being available at Headquarters, and (ii) an increasing number of humanitarian assistance operations with posts situated in higher-hardship duty stations. In order to ensure that the organization retains qualified staff, approaches are required that identify and acknowledge the

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<sup>32</sup> Data refers to 31 May 2002.

<sup>33</sup> Although the percentage of female Country Directors has steadily increased over the years, in 2001 only 28 percent of the Country Director and 17 percent of the Deputy Country Director positions were occupied by women.

<sup>34</sup> S/RES/1325/2000.

<sup>35</sup> Data refers to 31 May 2002.



difficulties male and female staff face in combining a WFP career in such duty stations with their personal lives.

### **Institutional Implementation Mechanisms**

55. A corporate implementation plan and guidelines as well as special training efforts are required to ensure systematic dissemination and implementation of the Commitments.
56. The management and appraisal of performance (MAP) system has not been sufficiently used, as intended, for holding managers accountable for the implementation of the Commitments to Women, with regard both to programme commitments and to hiring female staff. This was the case for the former to some extent because the baseline situation was not known for most of the Commitments, and because there was no system in place that would have acknowledged the efforts undertaken as well as the results achieved. As regards achieving hiring targets, Executive Director circulars and directives on that subject seem to have proven more effective.
57. Gender issues in country offices have tended to be delegated to junior, and almost exclusively female, staff members, without sufficient involvement at more senior levels. Generally, male staff need more encouragement to become involved in or vocal about gender issues—though overall awareness of gender issues has increased.
58. In some countries, where gender circumstances are very complex or where managers are not very knowledgeable on the subject, annual gender action plans have proven to be useful tools. Still, such tools have tended to remain the “project” of the gender focal points and have not become “common property”, i.e. been fully integrated into the overall country office work plan.
59. Although country-level gender expenses have been increasingly mainstreamed into programme budgets, many programmes and special initiatives as well as a number of posts specialized in gender continue to depend on extrabudgetary donor contributions and special programme support and administrative (PSA) allocations. Special gender action facilities have been provided by the Governments of Finland, the Netherlands (under the Dutch Quality Improvement Grant), Norway, the United Kingdom (through the Institutional Strengthening Programme), and the United States of America. Since the mid-1990s, PSA budget allocations to gender initiatives have been one third higher than the special donor funds. All these funds have partly covered the staff costs for regional- and country-level gender advisers and have been very useful for building staff capacity through joint inter-agency preparation of guidelines and staff and partner training, as well as for gender studies and advocacy activities.
60. The continuous need for corporate capacity-building and training (including follow-up training) should not be underestimated, especially in humanitarian assistance operations where there is high staff turnover and many new partners are engaged.

### **ENHANCED COMMITMENTS TO WOMEN 2003–2007**

61. The WFP Commitments to Women 1996–2001 remain relevant. However, in order to take into account the lessons from the past six years of their implementation and the major recommendations from the thematic evaluation, it is necessary that they be reframed.
62. WFP proposes the following eight Enhanced Commitments to Women 2003–2007, with global or country-level targets (as indicated) that the organization considers measurable and expects to achieve by 2007 at the latest. The ECW cover the areas of programming,



advocacy, and human resources that are interrelated and focus on ensuring household food security (see Annex I). The ECW will apply to development and humanitarian assistance operations.

## Programming

63. WFP's programming will build on the important role women play as managers of food in the household in saving lives and ensuring household food security. A two-track strategy is envisaged: (i) positive measures for women that facilitate their advancement and empowerment; and (ii) gender mainstreaming measures.
64. Since performance in implementing the WFP Commitments to Women was stronger in development programmes, with the ECW emphasis will now be placed on humanitarian assistance operations. In the first, acute phases of an emergency or in situations of insecurity, decisions will need to be made regarding the extent to which the ECW can be implemented. However, the organization is committed to making every effort to implement each ECW as soon as circumstances allow. For each phase of humanitarian assistance appropriate minimum implementation requirements will be defined.

**Enhanced Commitment I: Meet the specific nutritional requirements of expectant and nursing mothers and—where appropriate—adolescent girls, and raise their health and nutrition awareness.**

65. Women have higher energy, protein and micronutrient requirements when they are pregnant and nursing. Those who enter pregnancy malnourished or who do not gain sufficient weight during pregnancy are more likely to deliver low-birth-weight babies. Babies born malnourished face a heightened risk of dying during the first week of life. The consequences of early malnutrition are an increased risk of illness and damage to physical and mental capabilities that may persist into adulthood. The effects of malnutrition during childhood and adolescence are particularly devastating for girls. Girls who are malnourished during childhood are more likely to be malnourished as adolescents, to enter their first pregnancy malnourished, and to give birth to underweight babies, thus perpetuating the cycle of malnutrition across generations. This effect is aggravated if the first pregnancy takes place during adolescence. Malnutrition also hastens the progression of HIV to AIDS, while HIV/AIDS in turn exacerbates the effects of malnutrition by causing deterioration of the immune system.
66. Assisting expectant and nursing mothers in meeting their additional nutritional requirements is an effective way of addressing the intergenerational cycle of hunger and malnutrition, particularly in combination with complementary interventions, such as nutrition education and parasite control (deworming).
67. WFP is aware of the difficulties of reaching and effectively supporting adolescent girls. It nevertheless considers it important to explore possibilities for reaching this population group and to attract additional resources to enable them to participate in out-of-school education such as nutrition and HIV prevention education, and life skills training. Depending on the assessment of the nutritional situation of adolescent girls, fortified food will be an incentive for education and training attendance and can simultaneously provide a nutritional supplement that helps address the girls' micronutrient needs.
- I.1. Micronutrient-fortified foods will be provided to all expectant and nursing mothers assisted under nutrition interventions and—where appropriate—to adolescent girls in out-of-school education and life skills training activities.



- I.2 In collaboration with partners, parasite-control activities (deworming) will be provided to all expectant<sup>36</sup> and nursing mothers assisted under nutrition interventions.
- I.3 In collaboration with partners, awareness-raising on nutrition, health, caring practices (pre- and post-natal) and HIV prevention will be provided to at least half of the expectant and nursing mothers and adolescent girls assisted under the above specified nutrition, out-of-school and life skills training interventions (country level).

**Enhanced Commitment II: Expand activities that enable girls to attend school.**

- 68. Education, especially for girls, is one of the most effective ways to improve food security for the longer term and strengthen coping capacities for times of crisis. It has a positive effect on girls' economic opportunities and on their participation in community decision-making, and leads to reduction of child malnutrition in the next generation. Studies have shown a steep decline in HIV infection rates among women who have received secondary education. Women with education are also more likely to send their own children to school. Food aid provided in the form of morning or lunchtime meals or as take-home rations can play an important role in attracting students, especially girls, to school, improving their attendance and enhancing their capacity to learn.<sup>37</sup>
- 69. In many countries heavily affected by the HIV/AIDS epidemic, orphans are less likely than children with both parents living to be enrolled in school. This is especially the case for girls who are de facto heads of household. School feeding can enable children made vulnerable by HIV/AIDS, especially girls, to go to school.
- 70. Recognizing the importance of adolescence for girls and the fact that gender gaps are greatest after primary school, WFP intends to seek additional resources to assist girls' secondary education where gender gaps in secondary school enrolment/attendance are greatest.
- 71. Other measures are required to attract and retain girl students, especially at the secondary level, such as female teachers, separate toilet facilities and a safe way to and from school; WFP will advocate for such improvements, and will work with partners that provide such facilities.
  - II.1 Half of all primary school students to whom WFP food assistance will be provided will be girls (global target to be achieved by 2007).
  - II.2 Additional incentives in the form of take-home food rations will be provided to girls if there is a 15-percent or greater gender gap in primary school enrolment or attendance in the supported primary schools (country level).
  - III.3 In areas in which primary school education is supported and where there is a 25-percent or greater gender gap in secondary school enrolment or attendance, a take-home ration will be provided for girls' secondary schooling. The aim is to reduce the gender gap in enrolment or attendance by half in the supported secondary schools (country level).

<sup>36</sup> This applies to the second and third trimesters of pregnancy in areas where worm infestations are endemic (that is, a prevalence greater than 20–30 percent) and where anaemia is prevalent. See: Report of the 1994 WHO Informal Consultation on Hookworm Infection and Anaemia in Girls and Women, Geneva.

<sup>37</sup> The same applies to boys if they are the disadvantaged (also applicable to targets below).



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

72. Skills and awareness acquired through training are human assets that poor women and adolescent girls build and own personally. Such assets balance some of the disadvantages women experience in society and enable them to develop personally and to contribute to their entire household and community. They also improve women's chances for recovery from crises. Women and adolescent girls can use these assets wherever they go—which is important in situations of displacement or migration. Complementary sensitization measures focusing on men will make them aware that it is because of these disadvantages that women should get preferential treatment regarding training activities.
73. It is essential that the physical assets created through food-for-work activities match women's priorities. This may require a programme shift away from some long-standing activities that are not based on women's needs and priorities.
74. Food-for-work activities should take into account women's physical capacities and be designed in a way that facilitates their work participation. For example, women's involvement in construction work may not be desirable in cases where the women are physically weak or are already heavily burdened with other work. It should also be ensured that working conditions are decent and respect minimum labour standards in the given society/community by taking into consideration local social and cultural norms. In addition they should respect International Labour Organisation (ILO) labour standards.
75. Both food-for-training and food-for-work activities require the gender-specific identification of priorities and needs, and an analysis of benefits at three levels: food aid benefits, training and work participation benefits, and benefits from the assets created. For income-generating skills, this requires an analysis of market viability. Flexible scheduling will often be required to allow women who perform a multitude of tasks in the household to participate; this is even more relevant for widows and single mothers. Such programmes should also provide childcare in convenient locations for women workers with young children.
- III.1 At least 70 percent of the participants in food-assisted training activities will be women and adolescent girls, i.e. for out-of-school education, life skills training, income-generating skills training, micro-enterprise establishment and community leadership training (country level).
- III.2 In order for a physical asset to be created under FFW, the situation analysis will need to indicate that the asset is based on the needs of women and adolescent girls from food-insecure households, that the women and girls will participate in the asset's management and use, and that they will derive at least 50 percent of the benefits from the asset (country level).
- III.3 Food-for-work activities will be designed in a manner that facilitates the participation of women and adolescent girls (beyond age 15) as workers and ensures that they will not be overburdened (country level).
- III.4 The person who participates in the food-for-training or food-for-work activity will receive an individual or household food ration card, issued in her/his name.



**Enhanced Commitment IV: Contribute to women's control of food in relief food distributions of household rations.**

76. This commitment refers to operations in which household food rations are distributed as relief to populations dependent on humanitarian assistance (usually refugees and internally displaced). Building on empirical research that points to women as being the household food managers and on the fact that crisis situations offer possibilities for change in traditional gender roles, WFP will pilot test the issuing of food ration cards in women's names and the use of transparency measures that improve women's access to and control over food. Factors such as the location of distribution points and how the food is packaged will be taken into consideration in the pilot activities. These pilot activities will allow WFP to assess, among other things, the costs of food packaging that is suitable for women.
- IV.1 WFP will assess where food distribution points are best established to allow women to collect the rations themselves and to avoid burdensome and unsafe travel to the distribution points.
  - IV.2 WFP will also determine if special packaging is required to facilitate the collection and carrying of food rations by women.
  - IV.3 Except in situations where there is no adult woman in a household, each household ration card for free food distributions will be issued in a woman's name (country level).
  - IV.4 In polygamous families, a separate ration card will be issued for each wife and her dependants; the husband will be considered a member of one of these groups/households.
  - IV.5 In situations of high insecurity or social breakdown, distribution arrangements will be designed in consultation with women to avoid putting them at risk.
  - IV.6 Information will be provided to male and female beneficiaries about distributions: e.g. the size and composition of the household food rations; beneficiary selection criteria, distribution place and time; the fact that they are to provide no services or favours in exchange for receiving the rations; and the proper channels available to them for reporting cases or attempted cases of abuse linked to food distribution.
  - IV.7 Women will be encouraged to receive the food themselves but will be given the right to formally designate someone to collect the rations on their behalf.

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

77. Women's active participation in food distribution and on asset-creation committees is instrumental for effective food management and helps ensure that their priorities are considered in the choice of assets to be created. It is important to distinguish between representation and active participation that shapes decisions. WFP works towards the latter, but assumes that having a "critical mass" of women on such committees—in combination with using participatory approaches in beneficiary and activity identification and formulation and providing community leadership training for women—will facilitate their more active participation. Strengthening women's capacities to participate effectively in decision-making will be important.



- V.1 Participatory approaches with women and men will be used, to the extent possible, for beneficiary identification, activity identification and formulation, monitoring-and-evaluation system development, and monitoring and reviewing the progress and results.
- V.2 At least half of the representatives and half of the “executive-level” members (e.g. chairpersons, secretaries, treasurers) on food distribution and asset-creation committees will be women. If joint committees are socially not acceptable, separate women’s committees will be formed and mechanisms established so that women’s views will be considered (country level).
- V.3 In all operations, WFP will seek to identify partners that provide community participation and leadership training to women who take part in food distribution and asset-creation committees. Contracts with implementing partners will reflect this training requirement.

**Enhanced Commitment VI: Ensure that gender is mainstreamed in programming activities.**

78. Gender is being increasingly mainstreamed into WFP programming. Further measures will focus on the following:
- VI.1 Participatory and gender-sensitive situation analyses will be conducted; vulnerability analyses and food needs assessments will be conducted in a gender-specific and gender-sensitive manner; gender issues will be incorporated in contingency planning exercises (country-level target to be achieved by 2007).
  - VI.2 Baseline information on a minimum set of gender-sensitive indicators will be collected in selected countries in 2003, for which follow-up studies measuring results will be conducted in 2006–2007. Qualitative information will complement quantitative data.
  - VI.3 Gender-disaggregated data will be collected, analysed and used for planning, implementation, review and evaluation purposes.
  - VI.4 Programme tools and guidelines will continue to be screened for gender sensitivity.
  - VI.5 The costs associated with the implementation of the ECW will be mainstreamed into PSA and programme budgets.
  - VI.6 Satisfactory performance in implementing gender policies and the proportion of female staff will be two important selection criteria for partners.
  - VI.7 All global and country-level contractual agreements with partners will be reviewed and updated to reflect the relevant ECW.

## Advocacy

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

79. The 2000 Millennium Declaration has put gender at the centre of the United Nations agenda. All Millennium Development Goals have a gender dimension; most have a clear link to food security and are addressed with WFP-assisted programmes.



80. Advocacy efforts will focus on the links between food security and the advancement and empowerment of women, with the aim of creating a socio-cultural, economic, political and legal environment that is conducive to women's equal opportunities. Partners for WFP's policy dialogue are first of all host governments, most of which have expressed their own commitment to the empowerment and advancement of women and to the 1995 Beijing Declaration goal of gender equality. Hence WFP's advocacy efforts largely support national strategies for gender equality.

VII.1 Within the context of WFP's overall advocacy efforts, corporate advocacy and awareness-raising messages will be developed and highlighted in WFP's contacts with the media. Such messages will promote the understanding that households and societies as a whole gain and advance when women are better nourished, better educated and skilled, participate more equally in economic activities and have a stronger voice in decision-making.

VII.2 Country offices will work to keep gender issues on the agenda of the CCA/UNDAF, PRSP and CAP processes.

VII.3 Country offices will dialogue with host governments and other counterparts to urge that the socio-cultural, economic, political and legal environments be conducive to the advancement of women and gender equality.

VII.4 Country offices will advocate for gender balance in staffing within partner agencies, especially at the field level.

## Human Resources

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

81. WFP fully supports the United Nations goal of achieving gender equality in staffing to effectively fulfil its mission. WFP's human resources goal remains the equal representation of men and women, among both international<sup>38</sup> and locally recruited staff at all levels and functions of the organization.

82. WFP faces a major challenge in implementing Commitment VIII in an employment environment with a growing proportion of hardship duty stations that place particular pressure on the personal life of all staff—men and women. The limited representation of female staff in the management of humanitarian assistance operations will require special measures to identify and support, through training, a sufficient number of competent women for management positions. There also is the need to recruit more female local staff for functions for which their presence is greatly needed, e.g. as food aid monitors, who follow up with beneficiary women.

83. While pursuing the overall aim of gender equality, WFP's human resources policies will need to take into account organizational staffing requirements and the individual needs of male and female staff for a work/life balance. The latter is broader than gender concerns and will be addressed in the context of WFP's review of human resources policies in 2002/2003.

<sup>38</sup> Among international staff this goal is pursued simultaneously with the goal of achieving adequate representation from economically developing countries (currently 40 percent).



- VIII.1 At least 50 percent of the staff recruits in each of the following staff categories will be qualified women: international Professionals, national Professionals (both globally) and General Service staff (country level).
- VIII.2 At least 75 percent of all local food aid monitor recruits will be qualified women (country level).
- VIII.3 In functions where women are considerably under-represented (i.e. where the gender gap is greater than 25 percent), special efforts will be made to recruit qualified women so that the gap is reduced by half (global level for international staff, country level for local recruits).
- VIII.4 The proportion of women on all rosters of potentially qualified applicants for international Professional posts will be at least 50 percent (global level).
- VIII.5 Measures will be taken to increase the proportion of women in management positions<sup>39</sup> by developing the capacities of qualified female staff for management positions while balancing out gender gaps with outside recruitment.
- VIII.6 Measures will be taken to facilitate an increase in the proportion of international female staff in humanitarian assistance operations by:
- developing a women's induction programme for such operations;
  - ensuring gender balance on the emergency response roster for qualified staff; and
  - ensuring gender balance among the emergency response training participants and team leaders.
- VIII.7 All human resources policies will continue to consider a gender equality perspective.
- VIII.8 A gender sensitization element will be included in all training courses, where relevant.
- VIII.9 All Professional staff, national and international, will receive training in the guidelines for implementing the ECW relevant to their functions.
- VIII.10 Staff of partner agencies will be included in training for implementing the ECW at an overall level of 15 percent of the participants (country level).

### Next Steps

84. If the Executive Board approves this Gender Policy 2003–2007, WFP will finalize a corporate implementation plan with a results framework. The implementation challenge will be to find an effective balance between keeping gender and the advancement of women high on the agenda while increasingly mainstreaming these goals in all relevant areas and gradually phasing out special implementation mechanisms.
85. The following implementation areas will need to be considered:
- a) Continued guidance and implementation monitoring will be provided from a higher management-level task force on policy implementation.

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<sup>39</sup> Country Director and Deputy Country Director and all D-1 and above positions.



- b) Gender will continue to be mainstreamed in policy documents and in newly developed programme, advocacy and human resources strategies and guidelines. Existing guidelines will be reviewed in light of the ECW, and updates will be provided where deemed necessary.
- c) Global targets of ECW will be mainstreamed into annual divisional and regional work plans, with regular monitoring of achievements.
- d) Country-level targets will be identified according to the results of baseline studies and integrated into contingency plans, Country Strategy Outlines and Country Programme documents, with country-level budget requirements mainstreamed and systems in place for monitoring progress and results. Only where there are specially justified needs will gender action plans be prepared.
- e) Divisional, Regional and Country Directors will be responsible for implementing the ECW; technical support will be provided from gender focal teams of male and female staff, in divisions, regional bureaux, country and sub-offices, who liaise with regional- and country-level gender theme groups.
- f) Regional- and country-level targets will be reflected in the work plans of regional bureau and country office managers, who will be responsible for reflecting them in office and staff work plans.
- g) Country Directors will be responsible for reflecting gender considerations in their participation in PRSP, CCA/UNDAF and CAP processes.
- h) Managers will be held accountable through their MAPs for progress made on the ECW.
- i) The Gender Adviser at Headquarters will take the lead in normative guidance and capacity-building, including by establishing a system for sharing resource materials and experiences.
- j) Regional programme advisers will build up their own gender competence, liaise with the Gender Adviser in Headquarters, advise country offices on gender mainstreaming measures and positive measures for women, and take the lead in reviewing documents on gender in the Programme Review Committees, and in staff and partner training.

### ⇒ **Budget Requirements**

- 86. WFP has already mainstreamed routine gender-related expenses into all programme budgets. In early 2003 the Programme will take part in a United Nations system case study exercise on further strengthening gender mainstreaming in budgets.
- 87. The systematic implementation of the ECW will require considerable funds, particularly for baseline studies in 2003 and follow-up studies in 2006–2007, and staff and partner sensitization and training.
- 88. The implementation costs from 2004 will be incorporated into the PSA budgets for 2004–2005 and 2006–2007. In the interim—until the end of 2003—WFP will require special internal and external allocations in order to implement this Gender Policy.
- 89. For 2003, funds will be required for conducting baseline studies in about 40 countries, which currently account for more than 90 percent of WFP's overall operational expenditure volume, for preparing guidelines for the implementation of the ECW, for conducting training needs assessments, for developing sensitization and training modules and for the implementation of a training of trainers course for staff and partner training in the ECW guidelines (in 2004). The total costs of the 2003 activities are estimated at



US\$1.9 million, of which about US\$1.4 million is foreseen as needed for conducting the baseline studies. It is anticipated that reallocations within the existing PSA budget will not cover the full costs of this activity. Some donors have already indicated that they would provide special assistance for the first year of implementation of this Gender Policy. Further support from donors is sought. In the event that sufficient support is not received, WFP will need to scale down the number of baseline studies according to the funds available.

#### ⇒ *Phase-out of Special Institutional Measures*

90. Positive measures for women are temporary measures, which should be phased out when equality is achieved as measured against specific indicators. Gender-mainstreaming measures will not be phased out; specific mainstreaming indicators will be developed and will be regularly followed up. Partners, beneficiaries and other stakeholders will be consulted during the identification of mainstreaming indicators. The mid-term review of this Gender Policy, which is foreseen for 2004–2005 will provide recommendations on which mechanisms to maintain and which to revise and/or phase out, and at what pace.

#### ⇒ *Reporting to the Executive Board*

91. Reports on progress and achievements made in implementation of the Gender Policy and the ECW 2003–2007 will be provided to the Executive Board at implementation mid-term point (2005) and after the end-of-term evaluation (2007).

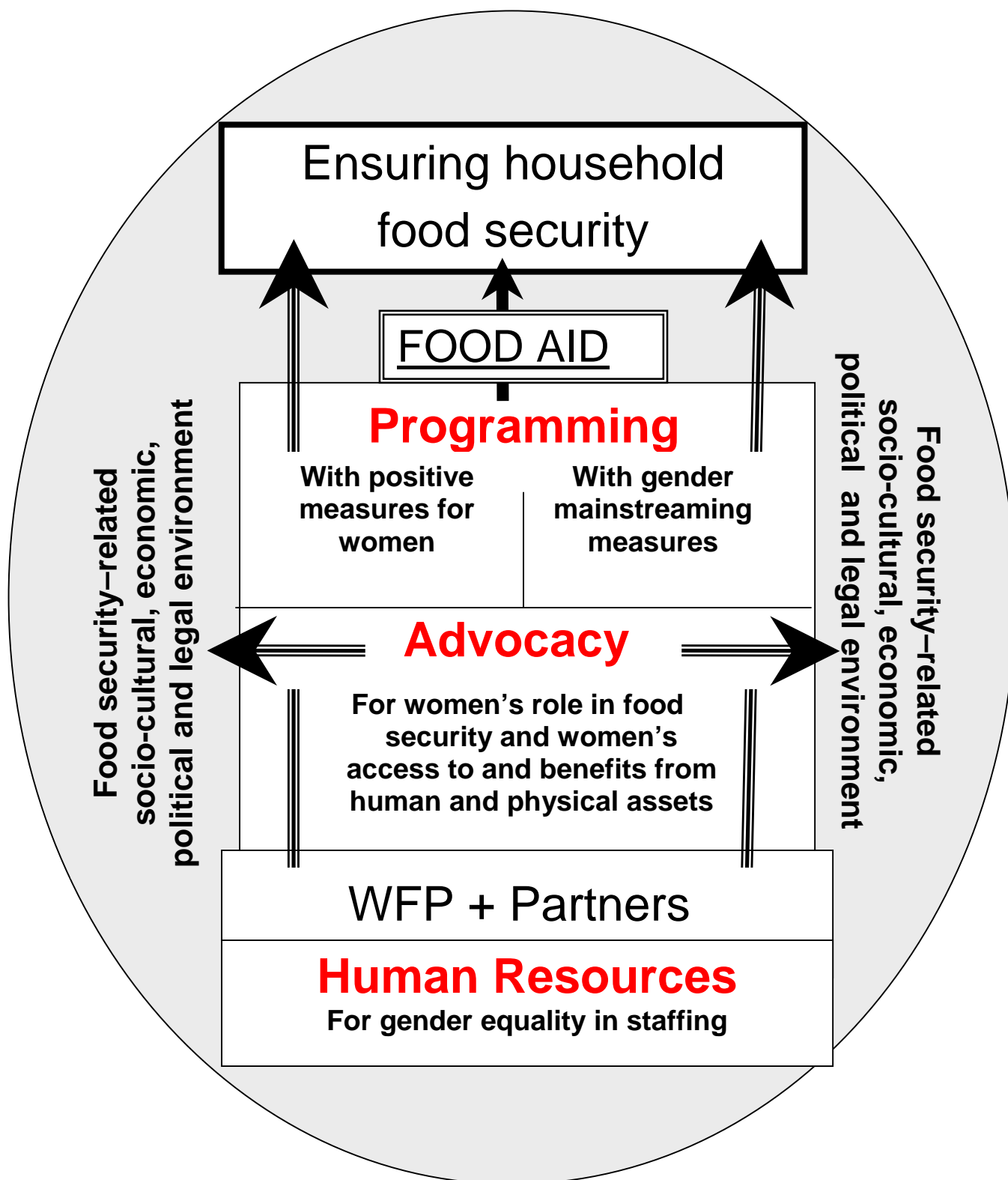
#### ⇒ *Implementation schedule*

92. The schedule for implementing this Gender Policy is outlined in Annex II.



**ANNEX I**

**CONTRIBUTING TO HOUSEHOLD FOOD SECURITY THROUGH ENHANCED COMMITMENTS TO WOMEN FOR PROGRAMMING, ADVOCACY AND HUMAN RESOURCES—A CONCEPTUAL FRAMEWORK FOR THE WFP GENDER POLICY**



## ANNEX II

## IMPLEMENTATION SCHEDULE FOR THE GENDER POLICY 2003–2007

Outputs	Dates
1. Partners informed about the WFP Gender Policy 2003–2007.	Nov. to Dec. 2002
2. Implementation plan of the Gender Policy (including results framework and budget) prepared and finalized.	Nov. to Feb. 2003
3. Baseline studies designed and conducted.*	Jan. to June 2003
4. Corporate targets of the ECW considered and integrated into annual divisional, regional and country office work plans.	From Dec. 2002
5. Implementation plan reflected in Strategic Plan 2004–2007.	EB.A/2003
6. Country-level targets of the ECW reflected in CCA/UNDAF and CAP and integrated into contingency plans, Country Strategy Outlines and Country Programme documents.	From Jan. 2003
7. Guidelines for the implementation of the ECW prepared, tested and finalized.*	March to July 2003
8. Training needs of different divisions identified.*	March to May 2003
9. Implementation budget included in PSA budget for 2004–2005 for gender sensitization and training (2004) and mid-term review report preparation (2005).	EB.3/2003
10. Gender-sensitization module for WFP and partner staff prepared, tested and finalized (for integration in other training sessions or independent sensitization).*	May to July 2003
11. Training modules on the implementation of the ECW prepared, tested and finalized.*	June to Oct. 2003
12. Training of trainers course for above prepared and conducted.*	Nov. to Dec. 2003
13. Training on the implementation of the ECW conducted in all regions and at Headquarters.	Jan. to June 2004
14. Gender sensitization of staff and partners conducted.	2003–2004
15. Mid-term review report submitted to Executive Board for information, before a new international conference on women (anticipated).	EB.A/2005
16. Implementation budget included in PSA budget for 2006–2007 for ◇ further training requirements (2006–2007) ◇ follow-up study on baseline studies (2006–2007) and ◇ end-of-term evaluation (2007)	EB.3/2005
17. Follow-up to baseline studies conducted.	Nov. 2006 to Jan. 2007
18. End-of-term evaluation conducted.	Jan. to June 2007
19. Summary of end-of-term evaluation presented to the Executive Board.	EB.3/2007

\*Special resources to be identified and allocated prior to implementation



## ACRONYMS USED IN THE DOCUMENT

ACC/SCN	United Nations Administrative Committee on Coordination, Sub-Committee on Nutrition
AIDS	Acquired immune-deficiency syndrome
CAP	Consolidated Appeal Process
CCA	Common Country Assessment
CFA	Committee on Food Aid Policies and Programmes
CVA	Capacities and vulnerabilities analysis
ECOSOC	Economic and Social Council of the United Nations
ECW	Enhanced Commitments to Women
FAO	Food and Agriculture Organization of the United Nations
FFT	Food for training
FFW	Food for work
HIV	Human immuno-deficiency virus
IASC	Inter-Agency Standing Committee
IBRD	International Bank for Reconstruction and Development
ICRC	International Committee of the Red Cross
IFAD	International Fund for Agricultural Development
IFPRI	International Food Policy Research Institute
ILO	International Labour Organisation
MAP	Management and appraisal of performance
NGO	Non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
OEDE	Office of Evaluation and Monitoring
PRSP	Poverty Reduction Strategy Paper
PSA	Programme support administrative
SEAGA	Socio-economic and gender analysis
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children Fund
UNIFEM	United Nations Development Fund for Women
VAM	Vulnerability analysis and mapping
WHO	World Health Organization

