



**Moving Up the Food Chain:  
*Lessons From Gender Mainstreaming  
at the World Food Programme***

a study by the  
Women's Commission  
for Refugee Women and Children

August 2006



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## MISSION STATEMENT

The Women's Commission for Refugee Women and Children works to improve the lives and defend the rights of refugee and internally displaced women, children and adolescents. We advocate for their inclusion and participation in programs of humanitarian assistance and protection. We provide technical expertise and policy advice to donors and organizations that work with refugees and the displaced. We make recommendations to policy makers based on rigorous research and information gathered on fact-finding missions. We join with refugee women, children and adolescents to ensure that their voices are heard from the community level to the highest councils of government and international organizations. We do this in the conviction that their empowerment is the surest route to the greater well-being of all forcibly displaced people. Founded in 1989, the Women's Commission is legally part of the International Rescue Committee.

## ACKNOWLEDGMENTS

Lisa Donegan, Intern, Protection and Participation Program, Women's Commission for Refugee Women and Children, researched and authored this report. It was edited by Dale Buscher, Director, Ramina Johal, Senior Coordinator of the Protection and Participation Program, and Diana Quick, Director of Communications, Women's Commission for Refugee Women and Children. We are particularly grateful to Mariangela Bizzarri, Programme Officer in the WFP Gender Service, for her quick responses to numerous questions and invaluable expertise, as well as for suggestions from Edith Heines and Vera Kremb, Programme Advisors in the Gender Service.

The Women's Commission for Refugee Women and Children wishes to express its thanks to the UK Department of International Development, the U.S. Department of State's Bureau of Population, Refugees and Migration, and the Canadian International Development Agency for their funding support for the Women's Commission's partnership project and related work with UNHCR on age, gender and diversity mainstreaming, of which this report is an element.

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## Acronyms

CAP	Consolidated Appeals Process
CFSAM	Crop and Food Supply Assessment Missions
ECOSOC	Economic and Social Council
ECW	Enhanced Commitments to Women
EFSA	Emergency Food Security Assessment
EMOP	Emergency operation
FAO	Food and Agriculture Organization
FFT	Food for training
FFW	Food for work
IDP	Internally displaced person(s)
JAG	Joint Assessment Guidelines
LOU	Letter of Understanding
LTSH	Food, transport and landside transport, storage and handling
MDG	Millennium Development Goals
MFT	Multi-functional teams
MOU	Memorandum of Understanding
NGO	Non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
OEDB	Office of Budget
OEDE	(WFP) Office of Evaluation
PCNA	Post-Conflict Needs Assessment
PD	Policy and External Affairs Department
PDP	Strategy, Policy and Programme Support Division
PRRO	Protracted relief and recovery operation
PSA	Programme Support and Administration
RPA	Regional Programme Advisor
SEAGA	Socio-Economic and Gender Analysis
TOR	Terms of Reference
TOT	Training of Trainers
UNDAC	United Nations Disaster Assessment and Coordination
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
VAM	Vulnerability Analysis and Mapping
WINGS	WFP Information Network and Global System
WFP	World Food Programme

## Executive Summary

Historically, the World Food Programme (WFP) has been at the forefront of the UN-wide gender equality initiative and it continues to be a leader in gender-related policy development and implementation. WFP has made significant strides in the implementation of its gender policy and in gender mainstreaming; however, there are several areas that need further attention in order to meet WFP-stated goals and to improve internal gender equality and gender sensitivity. At the human resources level, for example, more needs to be done to increase the number of WFP female staff, especially at senior management levels. At the local level, WFP must put more effort into recruiting and training local female food aid monitors. WFP also needs to increase its efforts to retain qualified staff with gender expertise at all levels, as this will improve individual and institutional accountability for gender mainstreaming while also supporting the momentum of the initiative. Overall, WFP staff need to be more aware of the gender policy and the agency's eight Enhanced Commitments to Women in order to fully understand the importance of gender mainstreaming.

The impact of WFP's gender mainstreaming efforts is undeniably positive and has enhanced and improved the lives of countless female beneficiaries along with the professional capacity of many staff members. Gender mainstreaming has had a visible influence on WFP policies and programs and has been implemented institution-wide across sectors. Nevertheless, the gender mainstreaming initiative has limitations that can be seen in various operational areas. There are, for instance, challenges with gender-training, accountability, equality and sensitivity amongst WFP staff. Also, more male staff need to be involved in the gender mainstreaming process, and – in part reflective of the tendency for WFP's gender mainstreaming efforts to equate “gender” with “women” – WFP country offices' capacity on gender advocacy and the targeting of male beneficiaries need to be better developed in order to be more effective.

Furthermore, WFP needs to include age in its gender mainstreaming initiative in order to ensure appropriate measures are taken to provide for the needs of vulnerable groups at every stage of life. While initiatives that target children are evident in many of WFP's programs, other groups, especially the elderly, are often left vulnerable with few or no special measures taken to ensure their well-being or safety. WFP can learn from the United Nations High Commissioner for Refugees' (UNHCR) Age, Gender and Diversity Mainstreaming approach through collaboration between WFP's gender focal points/gender focal teams/Gender Service and UNHCR's multi-functional teams (MFTs) in relevant countries. The findings from joint initiatives with UNHCR on the Enhanced Commitments to Women, pilot food evaluations and other studies are also important sources for both agencies to enhance collaboration and assess the impact of policies at the operational level. In summary, while WFP is a leader in gender mainstreaming there are still areas that require attention.

This paper will highlight the positive steps that have already been taken by WFP and recommend additional steps that could further improve the process.

# I. Introduction

The Women's Commission for Refugee Women and Children has been partnering with UNHCR on the global rollout of UNHCR's Age, Gender and Diversity Mainstreaming initiative. As part of this partnership, the Women's Commission has undertaken a research project on the World Food Programme's (WFP) gender mainstreaming efforts to assess what UNHCR can learn from another UN organization and what WFP could learn from UNHCR's own mainstreaming efforts.<sup>1</sup> The research is a "desk study" based on a review of available resource materials, those publicly available on the WFP Web site, those non-public documents secured directly through WFP and through direct contact with the Gender, Mother and Child Health Service (Gender Service) at WFP headquarters in Rome.

This paper, based on the research and findings, considers how WFP mainstreams gender and offers recommendations on enhancing mainstreaming efforts by WFP and UNHCR in the context of food security and displacement. It provides an overview of WFP's age and gender mainstreaming policies and highlights organizational efforts to implement those policies. The study notes areas of progress and limitations of WFP's mainstreaming efforts in relation to food assistance and food security for displaced populations. It also seeks to ascertain how those efforts complement and reinforce UNHCR's age and gender mainstreaming efforts.

The paper focuses on the existence and implementation of policies and tools used for mainstreaming gender in WFP, including targeting programs and guidelines. It reviews how mainstreaming is monitored, evaluated and assessed and the degree to which gender impact analysis is incorporated in those processes. The paper also looks at how the institutional structure and training of WFP staff support expertise in gender analysis and mainstreaming. Furthermore, WFP-UNHCR collaboration is reviewed at various levels of policy and implementation (for example, through their inter-agency Memorandum of Understanding, joint assessment missions and task forces). WFP's perception of the relationship between food aid and the protection of displaced women and children is also explored.

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<sup>1</sup> See also the forthcoming Women's Commission report on gender mainstreaming in the UN Department of Peacekeeping Operations.

## II. WFP Overview: Mandate, Structure

The World Food Programme is the food aid agency of the United Nations system. As per its mission statement, WFP provides food aid as a means of advancing food security around the world, with the ultimate goal of eradicating extreme poverty and hunger.<sup>2</sup> Food security, defined as the access of all people at all times to the food needed for an active and healthy life,<sup>3</sup> is a major tenet of the WFP mandate and, as such, has become one of the foundations of all its official policies.

Under Article II of its *General Regulations*,<sup>4</sup> the purposes of WFP are to:

- use food aid to support economic and social development;
- meet refugee and other emergency and protracted relief food needs;
- promote world food security in accordance with the recommendations of the United Nations and the Food and Agriculture Organization (FAO).

In order to achieve these objectives, and upon request, WFP is to provide food aid:

- to aid in economic and social development, concentrating its efforts and resources on the neediest people and countries;
- to assist in the continuum from emergency relief to development by giving priority to supporting disaster prevention, preparedness and mitigation and post-disaster rehabilitation activities;
- to assist in meeting refugee and other emergency and protracted relief food needs, using this assistance to the extent possible to serve both relief and development purposes;
- to provide services to bilateral donors, United Nations agencies and non-governmental organizations for operations which are consistent with the purposes of WFP and which complement WFP's operations.<sup>5</sup>

WFP is a voluntarily funded organization and is dependent on the generosity of its donors. As its level of resources is always uncertain, WFP strives to make sure that the bulk of its funds are spent on resources for beneficiaries. Although it has the largest budget of any UN agency, it has the smallest headquarters staff and the lowest overhead, less than 10 percent. WFP is headquartered in Rome and is managed by an Executive Director. The organization is composed of seven separate departments and divisions that are responsible for various issues ranging from administration to operations, policy and external affairs. WFP has 82 country offices, six regional bureaus and two sub-regional bureaus (Yaounde and Sudan).<sup>6</sup> The majority of WFP staff, nearly 90 percent, work in the field delivering and monitoring the Programme's food aid. The total proposed budget for the 2006-2007 biennium is US\$6.353 billion, which is a 6 percent

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<sup>2</sup> WFP, *Mission Statement*. [http://www.wfp.org/policies/Introduction/mission/index.asp?section=6&sub\\_section=1](http://www.wfp.org/policies/Introduction/mission/index.asp?section=6&sub_section=1)

<sup>3</sup> FAO/WHO, *International Conference on Nutrition*, 1992.

<sup>4</sup> WFP, *General Regulations, General Rules, Financial Regulations, Rules of Procedure of the Executive Board*, 2004.

<sup>5</sup> WFP, *General Regulations*, 2004 and *Strategic Plan 2006-2009*, WFP/EB.A/2005/5-A/Rev.1.

<sup>6</sup> WFP, *Biennial Management Plan (2006-2007)*, WFP/EB.2/2005/5-A/1.

increase over the last biennium, forecast to be US\$5.988 billion.<sup>7</sup> (See Annex I for WFP organizational chart).

In 2005 WFP provided food aid to 96.7 million people in 82 countries – 35 million in emergency operations (EMOP); 38.1 million in protracted relief and recovery operations (PRRO); 23.6 million in development programs. Eighty-two percent of all beneficiaries were women and children. WFP reached 2.1 million refugees and 8.3 million internally displaced persons (IDPs), mainly in camps, and helped 1.3 million returnees in the same period.<sup>8</sup>

According to the *Biennial Management Plan* for 2006-2007, WFP estimates it will need to provide critical food aid to 75 million beneficiaries at an operational cost of US\$5.134 billion<sup>9</sup> over the biennium. It is expected that 55 million of the total number of beneficiaries will be refugees, war-affected IDPs and returnees. Due to the nature of the majority of the population it serves, WFP is committed to focusing its aid efforts on “beneficiaries who have been uprooted from their homes and forced to either take refuge in safer areas in their own countries or take refuge in other countries.”<sup>10</sup> While the forecast may seem optimistic when compared to the actual numbers of previous years, it must be noted that, according to official management practices, WFP does not take any new emergencies into account when establishing a budget.<sup>11</sup> The budget for the last biennium was 25 percent lower than the actual final cost output.<sup>12</sup> New emergencies are, therefore, dealt with via special appeals and subsequently as increases to the budget as they arise.<sup>13</sup>

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<sup>7</sup> Ibid.

<sup>8</sup> WFP, *Annual Performance Report for 2005*, WFP/EB.A/2006/4.

<sup>9</sup> This does not include support costs (e.g. PSA, DSC, capital and capacity funds and other) – see Table 7 in *Biennial Management Plan (2006-2007)*.

<sup>10</sup> WFP, *Management Plan (2006-2007)*.

<sup>11</sup> Ibid.

<sup>12</sup> WFP, *Annual Performance Report for 2004*, WFP/EB.A/2005/4.

<sup>13</sup> WFP, *Management Plan (2006-2007)*.

### III. Gender Mainstreaming in WFP

When populations are displaced, women, children and the elderly are disproportionately affected and are more likely to be marginalized. Gender mainstreaming seeks to redress some of those disparities by ensuring the views and concerns of girls, boys, women and men of all ages are fully integrated in the design, implementation, monitoring and evaluation of policies and programs. The ultimate goal of gender mainstreaming is to achieve equality, but it does not exclude the need for targeted measures to narrow and close the gap.

WFP is dedicated to eradicating global hunger regardless of a person's age or sex, but as women and children account for the majority of the population suffering from hunger and malnutrition many of its programs target those most vulnerable segments of the population. According to WFP, 20 percent of all hungry people are under the age of five and hunger has a severe and cross-cutting impact on school-age children. Hungry and under-nourished school-age children (5 to 18 years old) have limited learning abilities (e.g., reduced attendance and attention spans, and impaired mental capacities),<sup>14</sup> delayed or stunted physical growth and an increased risk of death from generally treatable diseases.

WFP's gender mainstreaming efforts do not include "age" as a component and WFP does not have a policy that specifically targets children, or the elderly, although much of its work is focused on feeding and improving the nutrition of children through school feeding programs and other targeted assistance projects. However, WFP recently released two publications that underline their overall commitments to children. One is a brochure about HIV/AIDS and children, entitled *Bringing Hope to a Generation: food aid to help educate orphans and other vulnerable children*. The other, *Ending Child Hunger and Undernutrition Initiative*, outlines WFP's role in and commitment to working with the World Bank and UNICEF in launching a global initiative to eradicate child hunger and undernutrition.<sup>15</sup> Various WFP policies also address some age-related issues by including specific groups amongst their official priorities or strategic objectives. For example, children, women (especially pregnant and lactating women) and other vulnerable people are frequently listed as target populations for special nutrition programs.

Since seven out of ten of the world's hungry are women and girls,<sup>16</sup> WFP is particularly committed to providing them with resources that will "counterbalance their disadvantaged position and strengthen their role in ensuring household food security."<sup>17</sup> Along with the majority of agencies that provide food aid, WFP believes that women are the key to reducing hunger, poverty and food insecurity. It is evident that when food is in the hands of women it is more likely to benefit all household members, thereby improving the food security level of the entire household. Furthermore, when women are given access to income and education, and are given a voice in decision-making, households and societies at large benefit. Therefore, as women

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<sup>14</sup> WFP, *Ending Child Hunger and Undernutrition Initiative*, WFP/EB.2/2005/3-B.

<sup>15</sup> WFP, *Ending Child Hunger and Undernutrition Initiative*, WFP/EB.2/2005/3-B.

<sup>16</sup> WFP, [http://www.wfp.org/food\\_aid/food\\_for\\_women/index.asp?section=12&sub\\_section=4](http://www.wfp.org/food_aid/food_for_women/index.asp?section=12&sub_section=4)

<sup>17</sup> WFP, *Strategic Plan (2006-2007)*, WFP/EB.A/2005/5-A/Rev.1.

are typically in charge of food in the household, food aid is a good entry point to address a wide range of gender issues.

Gender disparities that discriminate against women, restricting their economic and nutritional contributions, can “impose high social and economic costs on individuals, households and societies and impede their advancement; such disparities also reduce the effectiveness of assistance interventions.”<sup>18</sup> Consequently, WFP is a strong promoter of the concepts of gender equality, women’s empowerment and advancement. A note from the Executive Director to WFP staff asserts, “[W]omen are pivotal for ensuring household food security: unless gender gaps in nutrition, education and access to and benefits from assets are closed, we will [not achieve] food security.”<sup>19</sup>

The WFP *gender policy (2003-2007)* reinforces the institutional commitment to women as it “regards its niche as working with and for women to achieve household food security.” Its eight Enhanced Commitments to Women (ECW) focus on using food aid to improve women’s and girl’s education, nutrition, training and empowerment. It also requires gender mainstreaming and advocacy in program activities and calls for gender equality in all human resource-related activities. All eight of the Enhanced Commitments to Women are connected by a common thread: they are all intended to ensure household food security (see Annex II).

## **WFP Gender Policy, Guidelines and Structure**

WFP has an extensive history of promoting the advancement of women and gender equality through its policies and various guidelines. Since the release of *Food Aid Strategies for Women in Development*<sup>20</sup> in 1987, WFP has been and continues to be at the forefront of the UN-wide initiative to incorporate gender into policy. The WFP mission statement (1994), although not explicitly targeting women except in the section addressing participation, is used as a broad policy framework. After the Beijing Declaration and Platform for Action in 1995, WFP launched a major women’s initiative, *Policy Commitments to Women (1996-2001)*,<sup>21</sup> that aimed to promote gender equity in programming and to advance women’s participation at all levels.

Since the emergence of its *Policy Commitments to Women*, WFP has continued to develop and advance its gender policies. It has used the outcome document of the 23<sup>rd</sup> special session of the General Assembly,<sup>22</sup> the UN Economic and Social Council (ECOSOC) resolution on gender mainstreaming,<sup>23</sup> the UN Millennium Declaration<sup>24</sup> and others as guidelines to form its official gender policy. In 2002, WFP released its most recent gender policy, *Enhanced Commitments to*

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<sup>18</sup> WFP, *Mainstreaming a Gender Perspective into Vulnerability Analysis and Mapping in line with the WFP Gender Policy 2003-2007*, 2004.

<sup>19</sup> WFP, *Implementation of the WFP Gender Policy 2003-2007 Enhanced Commitments to Women; Mid-Term Review*, 2005.

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

<sup>21</sup> WFP, *Policy Commitments to Women (1996-2001)*.

<sup>22</sup> UN General Assembly, *Women 2000: gender equality, development & peace for the 21<sup>st</sup> century*, 2000.

<sup>23</sup> ECOSOC, *Mainstreaming the gender perspective into all policies and programmes in the United Nations system*, E/1997/66.

<sup>24</sup> *Millennium Declaration*, 2000, A/RES/55/2.

*Women to Ensure Food Security (2003-2007)*.<sup>25</sup> This comprehensive policy was crafted by the agency following a “systematic and extensive review and consultation process” at all levels, including UN partners, host governments and NGOs. The key elements of the policy are the eight Enhanced Commitments to Women that focus on three areas: programming, advocacy and human resources. Each of the areas is ultimately meant to improve WFP’s ability to address household food security, as “women are the guardians of food security for most families around the world... [and they] are at the heart of just about everything the World Food Programme does.”<sup>26</sup>

The eight Enhanced Commitments to Women 2003–2007 are to:

- 1) meet the specific nutritional requirements of expectant and nursing mothers and—where appropriate—adolescent girls, and raise their health and nutrition awareness;
- 2) expand activities that enable girls to attend school;
- 3) ensure that women benefit at least equally from the assets created through food for training (FFT) and food for work (FFW);
- 4) contribute to women’s control of food in relief food distributions of household rations;
- 5) ensure that women are equally involved in food distribution committees and other program-related local bodies;
- 6) ensure that gender is mainstreamed in programming activities;
- 7) 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;
- 8) 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.

As indicated by the gender policy, the WFP “regards its niche as working with and for women to achieve household food security.”<sup>27</sup> It also aims to work diligently to dramatically reduce hunger, gender disparity in education and maternal mortality ratios over the next decade in keeping with its commitment to the Millennium Development Goals (MDGs). Gender mainstreaming is an important objective for WFP, but even more important to it is the need to “[continuously] emphasize positive measures for women”<sup>28</sup> to ensure gender concerns remain visible throughout the process.

Along with various ongoing gender-related concerns that have been noted in an assortment of earlier WFP publications, the revised gender policy tackles several new subjects. The combination of new and old issues are succinctly laid out in the ECW, which addresses earlier concerns that had not been specifically targeted in policy, including: women’s enhanced control of food; a strengthened emphasis on adolescent girls; food for training (FFT); an increased advocacy of women’s role in food security; and the need for more female staff.

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<sup>25</sup> WFP, *Gender Policy: Enhanced Commitments to Women to Ensure Food Security (2003-2007)*, WFP/EB.3/2002/4-A.

<sup>26</sup> WFP, Commission on the Status of Women, Fiftieth Session; General Discussion, 2 March 2006.

<sup>27</sup> WFP, *Gender Policy (2003-2007)*.

<sup>28</sup> *Ibid.*

At the program level WFP intends to build on the importance of women's roles in household food management and household food security by applying a two-track strategy focusing on women's advancement and empowerment and gender mainstreaming measures. Under the new initiatives, special attention will be paid to implementing ECW in humanitarian assistance operations. In the past, the goal of "saving lives" was "the overriding imperative" in acute crisis situations while gender concerns barely registered on the priority scale. The new gender policy emphasizes the need to address which of the eight ECW can be implemented from the earliest stages of an emergency, and how quickly, while "making every effort" to implement them fully "as soon as circumstances allow."<sup>29</sup>

The evolution and necessity of the gender policy, including its eight ECW, are clearly defined throughout the policy. In many WFP publications the gender policy and the ECW are often treated as two separate issues, where the policy provides the overall framework and the ECW is the main implementation tool. The gender policy provides an implementation schedule in a policy annex that has guided universal policy implementation efforts. ECW implementation has been largely supported by the development of four program pillars – guidelines on the ECW; baseline and follow-up surveys; the ECW training and learning initiative; and qualitative good practices field research case studies.

The Gender Service and the WFP communications division have produced a number of materials to inform partners, beneficiaries and the public about the gender policy; the materials include, but are not limited to, a brochure entitled *Food in the Hands of Women*, as well as women's empowerment- and gender equality-themed greeting cards and posters. Plans to produce materials targeting men's understanding of women's advancement and gender equality are also under way.<sup>30</sup> WFP also promotes the annual celebration of International Women's Day with a variety of activities at its regional bureaus and country offices. The celebration is widely viewed as an important advocacy tool for WFP's gender initiatives. Each year a theme is chosen – in 2006 it was "Partnering with men to achieve gender equality" – and, since 2005, an award, consisting of a plaque and a cash prize, is presented to a country office for a specific theme-related project.

## **Institutional Structure for Mainstreaming Gender**

The operationalization of the gender policy is based on a multi-dimensional approach involving WFP structure, implementation strategies, assessments, evaluations and audits. The multi-dimensional approach helps ensure that the policy is implemented at every level of WFP. Nevertheless, WFP recognizes that the primary value of the gender policy lies in its impact on field operations; therefore the policy has been "operationalized and mainstreamed through the implementation of four program support initiatives,"<sup>31</sup> (i.e., the four program pillars mentioned

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<sup>29</sup> WFP, *Full Report of the Thematic Review of Targeting in WFP Relief Operations*, 2005.

<sup>30</sup> WFP, *Mid-Term Review*, 2005.

<sup>31</sup> ECOSOC, *Complementary Approaches – Gender Mainstreaming, Promoting Women's Empowerment – Needed to Achieve Gender Equality*, ECOSOC Told, Press Release ECOSOC/6122.

above): ECW guidelines; baseline and follow-up surveys; the ECW training and learning initiative; and qualitative field-based research.

Within the institutional structure of WFP the gender policy focuses on three areas: staffing, partnerships and budget. In general, progress has been made in each of the three areas but, according to several sources, as the process of gender mainstreaming is incomplete,<sup>32</sup> there is still room for improvement.

### **(i) Staffing and Accountability**

Determining who, within the institutional structure of WFP, actually is accountable for implementing the gender policy is often unclear. On paper there are several layers of personnel, each with a specific mandate outlining their responsibilities, but due to a variety of factors, ranging from lack of funding to competing priorities to inadequate training, there are frequent breakdowns in performance. The multiplicity of factors leading to the breakdowns often compounds the problem of assigning responsibility; it seems that everybody is able to point to an issue that falls outside of their realm of expertise, training or job description which effectively diverts the fault in another direction. While senior managers are generally held accountable for promoting gender balance in staffing and recruitment, when it comes to promoting gender mainstreaming, there is tremendous confusion about what measures are in place to deal with non-compliance. The lack of staff accountability has proven to be a major hindrance in the implementation of gender policies.

Internally, WFP has a seemingly large number of staff devoted to and advancing gender issues. At WFP headquarters in Rome there is a Gender Service with seven staff members (the Director, four professional staff and two administrative staff.)<sup>33</sup> The Gender Service is housed in the Strategy, Policy and Programme Support Division (PDP) within the Policy and External Affairs Department (PD). According to the latest Mid-Term Review, the Gender Service is meant to address internal capacity building, provide policy and program support at all levels, “participate in inter-agency initiatives and...assume overall responsibility for implementing the ECW, especially in the country offices.”<sup>34</sup> Unfortunately, recommendations to create an upper management-level gender task force have gone unheeded; such a task force could be very influential in the ongoing struggle to mainstream gender and improve accountability. The Gender Service is responsible for providing the executive board with gender policy and ECW 2003-2007 progress and achievement implementation reports at the mid-term (2005) and provides background information to the Office of Evaluation (OEDE), which conducts the end-of-term evaluation (2007).<sup>35</sup> While the Gender Service also reports to the heads of PDP and PD, it is unclear what other regular reporting requirements it must abide by. In spite of the daunting number of tasks required to fully implement gender mainstreaming on such a large scale, the coordination efforts of the Gender Service have helped WFP to make remarkable progress in a short period of time.

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<sup>32</sup> WFP, *Mid-Term Review, 2005 and Information Note on the Progress of Implementation of the WFP Gender Policy (2003-2007)*, WFP/EB.A/2005/5-C.

<sup>33</sup> As per communication with WFP staff, June 2006.

<sup>34</sup> WFP, *Mid-Term Review, 2005*.

<sup>35</sup> As per communication with WFP staff, September 2006.

Gender focal points were established at headquarters, regional and country office levels during the term of the Commitments to Women 1996-2001 in order to facilitate the implementation of the gender policy and to improve and expand system-wide knowledge of gender issues within WFP. In addition to their regular responsibilities, gender focal points were mainly tasked with collecting and disseminating gender-related information to further the goals set forth in the gender policy. The vast majority of gender focal points were junior level female staff with “a limited understanding of WFP and development/relief operations and little of gender analysis and strategies.”<sup>36</sup> Building on the system of gender focal points, two-person gender focal teams were established with the introduction of the new gender policy. Gender focal teams were intended to be made up of one male and one female, from a mixture of national and international staff, and they were created in divisions at Headquarters, and in regional bureaus, country and sub-offices. With support from the Gender Service, the main purpose of gender focal teams is to aid in the implementation of gender mainstreaming by providing technical support in areas of programming, advocacy and human resources (see Annex III for TOR). They are also meant to improve the involvement of male staff in gender mainstreaming initiatives. While one report claimed the WFP country offices had made a concerted effort to “move away from relying on junior female gender focal points, ‘to a network of men and women and of more senior staff’”,<sup>37</sup> the Mid-Term Review found evidence that this was not actually the case. It found that “gender” was still “largely the responsibility of the gender focal points,” the majority of whom are junior female staff. There was also some concern about the inadequate authority of gender focal points, the additional workload and insufficient gender training,<sup>38</sup> all of which mirror issues raised in the UN system-wide gender focal point study done in 2001.<sup>39</sup>

The regional bureaus have played a key role in implementing the gender policy. Regional program advisors are the main entry points for any issue related to gender in the region and act as the point of contact between Gender Service at headquarters and country offices.<sup>40</sup> Regional program advisors, who are not the same as gender focal teams, were consulted during the design phases of both the ECW training and learning initiative and the baseline surveys (described in detail below). They have coordinated and participated in ECW workshops and followed up with country offices’ action points and workplans.<sup>41</sup> The Mid-Term Review states regional program advisors are “expected to be more involved in gender-related training and identifying staff who might need to upgrade their skills.” Interestingly, the Mid-Term Review also noted that gender had not yet been mainstreamed into regional program advisor training<sup>42</sup> and that gender expertise is not a job requirement for regional program advisors – two elements that would enhance regional program advisors capacity to meet these expectations. Moreover, considering how involved the regional program advisors are expected to be in implementing the gender policy, it is essential for them to have a high level of gender expertise.

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<sup>36</sup> WFP, *WFP Commitments to Women: Mid-Term Review of Implementation*, WFP/EB.A/99/4-B.

<sup>37</sup> OCHA/IASC, *Review of the Inter-Agency Standing Committee (IASC) 1999 Policy on Integration of a Gender Perspective in Humanitarian Assistance*, 2004.

<sup>38</sup> WFP, *Mid-Term Review*, 2005.

<sup>39</sup> IACWGE, *UN System-wide Gender Focal Point Study*, 2001.

<sup>40</sup> As per communication with WFP staff, September 2006.

<sup>41</sup> WFP, *Mid-Term Review*, 2005.

<sup>42</sup> The type of regional program advisor training was not specified.

WFP also needs to do more to promote internal gender equality and sensitivity. Gender-balanced staffing, although much improved, continues to be a challenge for WFP. According to recent WFP estimates, women make up just 39.9 percent of all international professional staff,<sup>43</sup> falling far short of the WFP goal of 50 percent. The number demonstrates a dramatic 70 percent increase from 1993,<sup>44</sup> but it is also evidence of a recent and persistent problem since 2002, where the percentages of female staff have been gradually decreasing. Approximately 38 percent of staff in the professional category and 28 percent of general service staff are women.<sup>45</sup> While the percentage of women country deputy directors doubled between 2002 and 2004,<sup>46</sup> the percentage of women country directors dropped to just 24.1 percent in the same period.<sup>47</sup> At the senior management level (D-2 and above) only 27 percent of the staff are female<sup>48</sup> and there is just one female regional director and two female deputy regional directors.<sup>49</sup> Women food-aid monitors, who are often locally recruited WFP staff and are a critical part of addressing women's security and access to food aid, accounted for 36.4 percent in 2005; the target is 50 percent, but until gender parity is achieved the recruitment objective for female food aid monitors is 75 percent.<sup>50</sup>

Just as the numbers prove the gender balance of WFP staff clearly needs improvement, WFP interviews with staff indicate a pressing need for a review and reform in human resources policies to improve the work/life balance, the reassignment process of staff and employee retention. The retention of qualified female employees seems especially problematic as there is a general perception that "WFP policies are still designed for a household in which the parenting is done by a stay-at-home spouse, usually a wife."<sup>51</sup> While recent estimates indicate that female staff are leaving less frequently than men,<sup>52</sup> the overall rate of staff turnover at WFP makes it difficult to maintain momentum on the implementation of the gender policy. It also makes it especially difficult to follow through with the promotion of accountability for gender mainstreaming.

## **(ii) Partnerships**

Strong WFP partnerships and ongoing collaboration with external entities (UN agencies, NGOs, governments, etc.) are an additional, if slightly undervalued, mechanism for implementing gender mainstreaming at country and field levels. Few WFP partnerships are specifically geared towards addressing gender mainstreaming, but the extensive collaboration with so many partners to deliver food aid puts WFP in a unique position to advocate on behalf of women and girls. Field Level Agreements and Memoranda of Understanding (MOU) with NGOs, and Letters of Understanding (LOU) with governments provide an opportunity to inform partners of WFP's gender policy and the ECW. Recent revisions of the standard wording of the Field Level Agreements and MOU, along with the release of an NGO handbook, have strengthened WFP's

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<sup>43</sup> WFP, *Annual Report for 2005 to ECOSOC and FAO Council*, WFP/EB.1/2006/4.

<sup>44</sup> *Ibid.*

<sup>45</sup> WFP, *Annual Performance Report for 2005*, WFP/EB.A/2006/4.

<sup>46</sup> The exact number was unavailable.

<sup>47</sup> WFP, *Mid-Term Review*, 2005.

<sup>48</sup> WFP, *Annual Performance Report for 2005*.

<sup>49</sup> As per communication with WFP staff, June 2006.

<sup>50</sup> WFP, *Mid-Term Review*, 2005.

<sup>51</sup> WFP, *Mid-Term Review*, 2005.

<sup>52</sup> *Ibid.*, page 16.

ability to implement ECW requirements through its partners. Most LOUs signed by governments do not mention the WFP gender policy or ECW, but there are usually anti-discrimination references, including gender, regarding food distribution. At the country level, a large number of WFP partner staff and some government officials have also participated in the ECW workshops. Improved partner collaboration on capacity building will further strengthen WFP's ability to implement the ECW.

Collaboration has also been an effective way to promote gender mainstreaming. For example, WFP and the UN Food and Agricultural Organization (FAO) worked together on the preparation of guidelines for Socio-Economic and Gender Analysis (SEAGA) for Emergency Programmes.<sup>53</sup> WFP also participates in a variety of joint assessments, including *UN Country Team and UNDAC-assisted, inter-agency assessments of major natural disasters*; *OCHA-led Consolidated Appeals Process (CAP)*, inter-agency assessments in case of major or complex emergencies; *UNHCR-WFP Joint Assessments*, in refugee and some IDP situations; *FAO-WFP Crop and Food Supply Assessment Missions (CFSAMs)*, in case of major crop failures due to conflict or natural disasters; and *UN-World Bank Post-Conflict Needs Assessments (PCNAs)*.<sup>54</sup>

### **(iii) Budgets**

A third element of WFP's institutional structure for implementing gender mainstreaming is the budget. WFP budgets are established by the executive board and tracked by the executive director<sup>55</sup> and his/her Office of Budget (OEDB). A WFP progress report on implementation of the gender policy notes the existence of "budget-related guidelines on gender activities"<sup>56</sup> within institutional mechanisms; the Mid-Term Review elaborates the advances being made in gender mainstreaming in budgets along with the steps that still need to be taken. The Mid-Term Review points to the fact that the *WFP Programme Design Manual* lists three areas under its Budget Priority section – gender; monitoring and evaluation; and security – which must be budgeted under the direct support costs (DSC) or other direct operational costs (ODOC), because there is not a separate budget line for gender. This oversight is compounded by the fact that there is no way to track gender-specific budget data in either DSC or ODOC budget plans with the WFP Information Network and Global System (WINGS) because gender has not been mainstreamed in the system.<sup>57</sup>

Obviously country offices need to have a better system for targeting and tracking gender-specific funds. The *Biennial Management Plan* describes the ODOC as a budget line under Direct Operational Costs (DOC) along with food, transport and landside transport, storage and handling (LTSH), while the DSC is a budget line for support costs along with Programme Support and Administration (PSA).<sup>58</sup> They are country office funds for the "support [of] operational activities for development or relief" (i.e., emergency operations, protracted relief and recovery operations,

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<sup>53</sup> WFP & FAO, *SEAGA for Emergency and Rehabilitation Programmes*, 2000; *SEAGA – Passport to Mainstreaming Gender Perspectives in Emergency Programmes*, 2000.

<sup>54</sup> WFP, *Emergency Food Security Assessment Handbook*, June, 2005.

<sup>55</sup> WFP, *Final Report on the Governance Project*, WFP/EB.2/2005/4-C/Rev.1.

<sup>56</sup> WFP, *Information Note on the Progress of Implementation of the WFP Gender Policy (2003-2007)*, WFP/EB.A/2005/5-C.

<sup>57</sup> WFP, *Mid-Term Review*, 2005.

<sup>58</sup> DSC funds are usually variable, while PSA are fixed.

special operations, etc.). DSC funds usually cover the costs of staff, consultants, travel, communications, information systems, common security and other office expenses. Neither the ODOC, which is primarily logistical, nor the DSC, which is administrative, seem appropriate places for housing gender funds. WFP Gender Service staff concurs with this finding and stated the “gender budget should not be limited to ODOC and DSC, this is against [the] mainstreaming idea.” The Gender Service staff would rather see gender expenses included in the program budgets under Programme Support and Administration (PSA) costs where they can track the money spent on women and girls in food for training and food for education activities, as well as in nutrition interventions for adolescent girls and mothers, HIV intervention in support of women, etc.<sup>59</sup> Nevertheless, it is not always possible and/or necessary to provide a budget for certain gender mainstreaming actions. For example, as many projects, like ration cards in women’s names and food for training for women, are designed to address a specific gender-related issue they do not necessarily need a budget.<sup>60</sup>

WINGS, WFP’s principal information management system, is composed of modules covering WFP’s business processes related to budget, finance, human resources, procurement, accounting, logistics and payroll matters.<sup>61</sup> The system was developed to support WFP’s major decentralization over the past few years, putting more people in the field closer to the areas where services are being provided, and giving more responsibility to operational managers. WINGS was being used by the majority of country offices by the beginning of 2004. Use of WINGS will allow operational managers to “assume full responsibility for financial management,”<sup>62</sup> it will provide them with up-to-date financial information that will improve their ability to make informed decisions about the use of available resources. However, without having gender mainstreamed into the system there is no way to monitor how or what funds are being used to implement the gender policy.

The Gender Service, however, has provided significant guidance on gender-related budget expenses to regional bureaus and country offices and it has recently released *Guidelines for the Implementation of the Enhanced Commitments to Women*. “Budget format guidelines have [also] been revised to explain how to mainstream ECW implementation costs and expenses into DSC and ODOC budgets.”<sup>63</sup> Moreover, country offices are increasingly being held accountable for mainstreaming gender in their program budgets<sup>64</sup> and some have begun mainstreaming the costs for implementing the ECW into their PSA budgets.<sup>65</sup> The PSA budget is needs based and is grounded in WFP’s priorities, funding both program support and management and administration. It includes “building and increasing capacity in priority areas and mainstreaming core functions currently funded by extra-budgetary resources.”<sup>66</sup> The 2004-2005 PSA budget was US\$305 million; of that, US\$54 million had been set aside to address organizational weaknesses in capacity-building as laid out in the strategic plan. US\$1 million had been earmarked as “gender” of which US\$0.7 million went directly to the Division of Strategy, Policy

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<sup>59</sup> As per communication with WFP staff, June 2006.

<sup>60</sup> Ibid.

<sup>61</sup> WFP, *Biennial Management Plan (2004-2005)*, WFP/EB.3/2003/5-A/1.

<sup>62</sup> WFP, *Strategic Plan (2004-2007)*, WFP/EB.3/2003/4-A/1.

<sup>63</sup> WFP, *Mid-Term Review*, 2005.

<sup>64</sup> Ibid.

<sup>65</sup> Ibid.

<sup>66</sup> WFP, *Management Plan (2004-2005)*.

and Programme Support. The PSA budget for 2006-2007 has risen to US\$373 million,<sup>67</sup> but it is unclear what amount, if any, has been set aside for “gender.”

One of the key concepts of the WFP Biennial Management Plan is “to add program technical support capacity to improve WFP’s handling of...gender.”<sup>68</sup> To that end, while gender is not mainstreamed in its WINGS budget management system, gender funding has been allocated into different sections of WFP’s budget and a budget line for gender has been designated to denote the specially allocated funds in several different areas. The documents that were reviewed for this paper are generally unclear about gender mainstreaming in the WFP budget, making it difficult to determine exactly what and how funds are being used to implement the gender policy. Overall, most of the funds for gender are set aside for use by Division of Strategy, Policy and Programme Support. Presumably those funds go directly to the Gender Service, which is housed in the Division of Strategy, Policy and Programme Support, for its gender designated capacity building initiatives. In addition to the PSA funds noted above, 2004-2005 budgets for capacity building in gender were set aside in two other areas: (1) the Policy and External Affairs Department had a budget of US\$34.66 million of which US\$0.7 was allocated to the Division of Strategy, Policy and Programme Support as “extra budget for training and roll-out of [ECW] guidelines for country level implementation;”<sup>69</sup> (2) Trust Funds from donors reached US\$21 million and US\$0.5 was allocated to the Division of Strategy, Policy and Programme Support.

It is clear that WFP has made a significant institutional commitment for the implementation of the gender policy. WFP has continued to increase financial support for its implementation, however, the challenge is to maintain or increase the level of funding to ensure the full implementation of the ECW. While more mechanisms are in place to monitor the quality and quantity of gender mainstreaming initiatives than ever before, the Gender Service is increasingly called upon to assist with gender mainstreaming system-wide, which expands its scope of work and further strains its already over-stretched resources. More remains to be done to continue to promote the gender policy, but WFP has made remarkable strides in just a few years and should be commended for its obvious institutional commitment to the empowerment and advancement of women.

## **Implementation Strategy of WFP’s Gender Policy**

Implementation of the WFP gender policy’s ECW is supported by four program pillars – guidelines; baseline and follow-up surveys; the training and learning initiative; and qualitative good practices field research (i.e., case studies on women’s control of food relief).<sup>70</sup> In order to facilitate the second pillar, WFP initiated a series of assessments, the *ECW Baseline Survey*, which generated a detailed picture of how the ECW were being received, comprehended and implemented by staff. The outputs of the survey were intended to be used to enhance and update the other three pillars, for example, to update the ECW guidelines and to prepare training

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<sup>67</sup> WFP, *Update on the WFP Management Plan (2006-2007)*, WFP/EB.A/2006/6-K/1.

<sup>68</sup> WFP, *Management Plan (2004-2005)*.

<sup>69</sup> Ibid.

<sup>70</sup> WFP, *Mid-Term Review*, 2005.

modules, including an ECW corporate training initiative for staff and partners.<sup>71</sup> The baseline surveys would also provide considerable information for the mid-term report on the implementation of the gender policy to the WFP executive board. However, findings from the Baseline Survey were not yet available when the ECW Guidelines were prepared and therefore could not be used to inform them. The same was true for the training modules. However, once they were completed, the ECW Baseline Survey findings became an extremely important and useful source of information on the status of the implementation of the ECW in the countries involved in the survey.<sup>72</sup>

### **(i) Guidelines**

In order to realize the first program pillar, in 2003, the Gender Service produced *Guidelines for Implementation of the Enhanced Commitments to Women* to facilitate the ECW implementation efforts of WFP staff. These comprehensive guidelines are targeted for use by the staff in country offices and partner agencies and clarify the rationale and objective of each ECW, as well as identify related Millennium Development Goals and WFP strategic priorities. Detailed steps and minimum ECW implementation requirements are spelled out,<sup>73</sup> as are the outputs and applicability of each ECW sub-commitment.<sup>74</sup> The Mid-Term Review praises WFP for the thoroughness of the guidelines and its ease-of-use for novices in gender analysis, but it also recognizes that, during the period of the review, the usefulness of the Guidelines was limited by the small number of staff and partners who had participated in ECW training workshops and the slow dissemination and translation processes.

### **(ii) Baseline Surveys**

For the second pillar, an *ECW Baseline Survey Implementation Strategy*<sup>75</sup> was created. According to the original strategy, 70 designated country focal points would be trained to gather the survey data between September 2003 and February 2004. The participants, along with a select number of regional and headquarters staff, would attend one of five seven-day workshops in their region for training on the questionnaires. After training, the country office focal points would have two to three months for planning the scope, size and implementation schedule of their surveys, as well as identifying and selecting enumerators. They would then train the enumerators and gather the necessary information. The training and post-data-collection debriefing of enumerators were deemed “obligatory critical steps” of the baseline survey, as poor training could have seriously jeopardized the validity of survey results. Upon completion of the project they would be required to submit the data and reports to headquarters. Each of the participating countries was expected to conduct follow-up surveys in 2007, collecting the same output indicators and using the same methodologies to ensure the best possible comparison of data.

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<sup>71</sup> WFP, *2003-2004 ECW Baseline Survey Implementation Strategy*.

<sup>72</sup> As per communication with WFP staff, August 2006.

<sup>73</sup> WFP, Contribution to conference paper for 49<sup>th</sup> Commission on the Status of Women, 2005.

<sup>74</sup> WFP, *Mid-Term Review*, 2005.

<sup>75</sup> WFP, *2003-2004 ECW Baseline Survey Implementation Strategy*.

However, the baseline surveys were delayed and not carried out until 2004-2005. At that time, the *ECW Baseline Survey Implementation Strategy* document served primarily as a source of information for methodology; details such as the number of countries to be involved in the survey changed.<sup>76</sup> For example, according to its global report on the baseline survey,<sup>77</sup> all 48 country offices conducted the self-assessment and 27 among these completed the site-level surveys. The questionnaires were completed by senior management, gender focal points, vulnerability analysis and mapping officers, program officers, nutritionists, HIV/AIDS and human resources focal points in the country offices. The baseline surveys were made up of 15 questionnaires that focused on the process and output levels of ECW implementation. There were three sets of ECW questionnaires, each intended to gather data at different levels of WFP (headquarters, country office, and field). The first set focused on implementation of the ECW in headquarters and was independently directed at *Human Resources*, the *Gender Team*, and *Various Units* (e.g., vulnerability analysis mapping, emergency needs assessment, results-based management, etc.). The second set, for country offices, delved into issues of ECW integration within the offices, partnerships, program design and activities. They included five specific topics, i.e., school feeding, food for training, food for work, relief and nutrition. The third set of questionnaires focused on ECW inclusion in activities at the field level and covered the same five topics addressed at the country office level.

The three headquarters questionnaires were intended to target headquarters' staff, just as the country office program design and partners questionnaires were expected to be completed by designated program staff. The enumerators, although not required to be WFP staff, had to be adequately trained and able to communicate in the local languages in order to ensure accurate data collection. Additionally, country offices were "strongly encouraged" to make sure the teams of enumerators were gender-balanced.

The *Baseline Survey Implementation Strategy*<sup>78</sup> states the role of a country office survey coordinator is crucial to a successful survey. He/she must monitor and supervise the entire operation, be available to enumerators to address questions during the entire process, and must compile a debriefing report for use in the final country office report. Interestingly, even though significant time and effort were invested in the training of the country office focal points for the survey, and detailed how-to guidelines were provided and discussed with them, the *Strategy* did not require the survey coordinator and the trained country office focal point to be the same person. The *Strategy* stipulates, the "role may be covered by any of the designated focal points or by any other qualified staff member."<sup>79</sup> If the survey coordinator was not a participant at a regional training there is a potential for him/her to have less training and be less knowledgeable about the survey and about the importance of the ECW. Additional work is unnecessarily created if a survey coordinator must be trained and the loss of knowledge in the transfer potentially puts the collection and evaluation of field-level data at risk.

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<sup>76</sup> As per communication with WFP staff, August 2006.

<sup>77</sup> WFP, *WFP Gender Policy 2003-2007 Enhanced Commitments to Women to Ensure Food Security: 2004 Baseline Survey Global Report*, December 2005.

<sup>78</sup> WFP, *2003-2004 ECW Baseline Survey*, page 14.

<sup>79</sup> *Ibid.*

Once the data was collected and organized by headquarters, it was returned to the country offices in itemized, easy-to-use formats that would allow country directors to facilitate its use for “strategic, real-time program-management decision-making.”<sup>80</sup> The organized indicators were intended to pinpoint performance and process areas that need attention, both of which could help improve future monitoring and evaluation guidelines. Headquarters also supplied country offices with a report template providing guidance on how to present ECW baseline data along with output indicators.

The Mid-Term Review of the WFP gender policy notes some of the improvements in gender-related reporting that have been put in place in recent years. For example, since 2004, country offices have been required to report on the implementation of specified ECW in their annual standard project reports by including data on selected ECW indicators and sub-indicators. They must report the number of women and men in leadership positions in food management committees and the number receiving household food rations at food distribution points. They must also indicate the number of household food entitlements issued in women’s and in men’s names. The proportions of women are then calculated and included in the final standard project reports.

### **(iii) Training and Learning**

In 2003, in keeping with the third pillar, WFP embarked on a system and stakeholder-wide training and learning initiative that would help its staff and implementing partners better understand the ECW, so they could “identify with the commitments and translate them into action.” The broad approach is intended to link WFP policies and procedures to participants’ tasks, skills and knowledge, which will enhance ECW capacity-building and have a direct impact on field-level operations.<sup>81</sup>

By the end of 2003, WFP had assessed the training and learning needs for capacity development in order to implement the ECW. It was determined that it was necessary to identify the lessons learned from training on the 1996-2001 Commitments to Women, as well as analyze the responses to questionnaires that were meant to verify lessons learned. There was a need for an analysis of the ECW course content and commitments to capacity-development activities. Furthermore, inspection of the constraints in implementing the gender policy was deemed necessary. The final result was the drafting of a monitoring and evaluation strategy that would measure the impact and effectiveness of the various ECW trainings.

Throughout 2004, WFP continued to build upon its training and learning initiative and emphasized conducting trainings and workshops. As indicated by the Mid-Term Review, WFP developed a training of trainers (TOT) manual with InWEnt, a German international capacity-building organization, and held two TOT workshops in 2004 and 2005. To date, 45 WFP staff and three consultants have been trained and certified to conduct workshops. This pool of trainers became responsible for training all of the designated country office staff and partners.

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<sup>80</sup> WFP, *2003-2004 ECW Baseline Survey*, page 15.

<sup>81</sup> InWEnt (Internationale Weiterbildung und Entwicklung (Capacity Building International, Germany), “Key in the Fight to End Hunger,” *Magazine for Development and Cooperation*, Issue 7/2004.

According to briefing materials provided to a Joint Executive Board in 2005, between 2004 and 2005 WFP had planned to conduct ECW training in six regions and 60 country offices.<sup>82</sup>

According to the Mid-Term Review, by early 2005 only 23 trained trainers were released by country offices to facilitate the ECW workshops.<sup>83</sup> By the end of 2005, 54 country-level ECW training and learning workshops were held, along with the six regional workshops and 12 more country offices have requested ECW training for 2006.<sup>84</sup> As a result, 62 country office action and work-plans were developed, all based on a participatory approach with WFP field staff.

Although initial efforts to involve male staff in the workshops seem to have encountered some resistance,<sup>85</sup> current numbers reflect more gender-balanced participation – workshop participants were 48.6 percent male and 51.4 percent female. WFP staff from country offices made up 33.3 percent of the participants and 20.9 percent were sub-office staff. Government participants accounted for 20.7 percent, implementing and NGO partners for 20.9 percent and other UN agency representatives for 3.5 percent. It is also reported that nearly 90 percent of the workshops were conducted by a gender-balanced team in order to send a clear and direct message about the importance of gender being a joint effort of men and women.<sup>86</sup>

Overall, the headway made by WFP in developing and implementing the training and learning initiative is admirable, especially when the initial number of trained facilitators was so small (23) and so many countries (60) were expected to receive training. Workshop participants were largely pleased with the participatory approach and believed the ECW training workshops would be valuable in their work. Country offices, however, need to make sure more sub-office staff are receiving the ECW training along with more national staff, as this will help improve the retention of staff with gender-related skills. Although the early small number of trained facilitators was inadequate to address this need,<sup>87</sup> the current number of trained trainers (now reported to be 45)<sup>88</sup> should be sufficient to meet the demand.

WFP's training goals were ambitious; at the time of their report to the 49<sup>th</sup> Commission on the Status of Women 2005, barely one-third (430) of the target number of staff and partners had been trained. According to that report, 1,600 WFP staff would have been trained between 2004 and 2005.<sup>89</sup> More recently, Gender Service staff report approximately 1,100 WFP staff and partners have participated in ECW workshops. Obviously, WFP needs to devote more resources to regional and country office workshops if it hopes to close the gap and reach its stated goal by the end of 2006.

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<sup>82</sup> WFP, Joint Executive Board Briefing Material – Gender Mainstreaming, 2005.

<sup>83</sup> WFP, *Mid-Term Review*, 2005, page 7.

<sup>84</sup> As per communication with WFP staff, June 2006.

<sup>85</sup> At the time of the Mid-Term Review, the male participation rate was 30 percent.

<sup>86</sup> As per communication with WFP staff, June 2006.

<sup>87</sup> WFP, *Mid-Term Review*, 2005.

<sup>88</sup> As per communication with WFP staff, June 2006.

<sup>89</sup> WFP, *WFP Contribution to the 49<sup>th</sup> Commission on the Status of Women 2005*.

#### **(iv) ECW Country Case Studies**

For the fourth pillar – qualitative good practices field research – WFP carried out a six-country (Colombia,<sup>90</sup> Indonesia,<sup>91</sup> Kenya,<sup>92</sup> Rwanda,<sup>93</sup> Sierra Leone<sup>94</sup> and Zambia<sup>95</sup>) gender study meant to measure the effectiveness of ECW implementation. Four of the case studies, which were initiated and undertaken by the WFP Gender Service, took place in countries where WFP had taken control of the final distribution of food. Two case studies – Sierra Leone and Kenya – were carried out jointly with UNHCR. The objective of the six studies was to assess the effectiveness of two of the WFP Enhanced Commitments to Women, primarily from the perspective of the refugees and IDPs. The two ECW of concern are:

- ❖ **Enhanced Commitment to Women IV:** Contribute to women’s control of food in relief food distribution of household rations; and
- ❖ **Enhanced Commitment to Women V:** Ensure that women are equally involved in food distribution committees and other program-related local bodies.

Both of the ECW selected for the case studies aim to strengthen women’s control and management of food in relief food distributions. Measures to implement them had already been taken by a few countries but had not been sufficiently evaluated. The case studies were also intended to identify good practices related to participation, entitlement, access, transparency and safety that could be worth replicating in other countries.<sup>96</sup>

The primary sources for the six reports were the refugees themselves; WFP, UNHCR and implementing partner staff, along with relevant government representatives, provided additional information. Focus group meetings were held separately for men and women, and for groups aged 15-41 and 41 and older. Meetings were also held with food distribution committees and women’s associations. According to the case studies, direct contact with the refugees, IDPs and staff yielded a wealth of information about refugee and IDP women’s control over food and their level of active participation in food distribution committees. The findings also revealed that efforts to implement the ECW sub-indicators (see Annex IV) varied widely from camp to camp, but most often they were inconsistent or incomplete. The primary factors constraining WFP’s ability to implement the ECW were funding, insufficient staff and lack of training.<sup>97</sup>

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<sup>90</sup> WFP, *Colombia Country Case Study: Male and Female Beneficiaries’ Perceptions of the Measures and Practices Used to Implement Selected Enhanced Commitments to Women IV and V and Recommendations for Their Replication*, September 2004.

<sup>91</sup> WFP, *Indonesia: Country Case Study on Beneficiaries’ Perceptions of the Measures and Practices Used to Implement Selected Enhanced Commitments to Women IV and V*, August 2004.

<sup>92</sup> WFP, *Kenya Case Study: A Case Study on Male and Female Refugees’ Perceptions of the Implementation of WFP’s ECW IV and V and UNHCR’s Commitments to Women: To Identify Good Practices and Recommendations for Their Replication*, September 2004.

<sup>93</sup> WFP, *Case Study on Women’s Control of Food in Relief Food Distributions; The Pilot Case Study of Rwanda*, December 2004.

<sup>94</sup> WFP, *Revised Report on Sierra Leone; Country Case Study on Male and Female Beneficiaries’ Perceptions of the Measures and Practices Used to Implement Selected Enhanced Commitments to Women IV and V and Recommendations for Their Replication*, August 2004.

<sup>95</sup> WFP, *Case Study on Women’s Control of Food in Relief Food Distribution: The Case of Zambia*, September 2004.

<sup>96</sup> WFP, *Mid-Term Review*, 2005.

<sup>97</sup> *Ibid.*

Some problems were recurrent themes across all countries. For example, WFP, either directly or through its partners, generally has food monitors and/or program assistants present at food distribution committee meetings to ensure the attendance of female beneficiaries. However, women regularly complained that they were unable to participate in committee debates or decisions because they were frequently ignored and heckled by the male committee members. It was apparent that WFP or partner representatives lacked the necessary moderation training that would have helped them to intervene; it is also possible the staff did not feel intervention was important, which would indicate a startling lack of gender awareness/empowerment sensitivity training, which is so crucial to WFP's gender policy goals. The poor participation of women, active or otherwise, exposes a need for increased and improved training of both field-level staff and refugees.

The participation and inclusion of men in program activities was another issue that was raised frequently. Men, and occasionally women, complained that not enough was being done to include men. This often led to feelings of anger and resentment which stymied the ability of WFP to fully and effectively implement the ECW and created social tensions that increased the risk to women. Men need to be more actively involved in appropriate skills training programs and need to be targeted in gender sensitization and outreach efforts, particularly on sensitive issues like HIV/AIDS and gender-based violence.

Overall, the case studies revealed the value of the ECW “in terms of their importance to beneficiaries and their impact on the lives of women.”<sup>98</sup> Women's increased control of relief food rations (that is, entitlement, ration cards and distribution) has improved their ability to feed their families as well as their sense of value. While ration cards are a main element of ECW IV and a crucial component in improving women's control of food, the case studies revealed the topic can often be a source of discontent in beneficiary communities. The issue needs to be approached with socio-cultural sensitivity in order to ensure all beneficiaries understand the reasoning behind the policy and to reduce the possibility of provoking conflicts.

The case studies also highlighted the need for WFP to be more committed to addressing issues raised by the distribution of food rations. Two sub-commitments of ECW IV require WFP to “assess” and “determine” whether food distribution points and the size and packaging of food rations puts undue stress on women. Many of the case studies pointed to the need for changes in some or all of the areas, but often no steps were taken to remedy the problems. Frequently the lack of action was due to budget constraints and inadequate staffing, but occasionally it seemed to result from a lack of will, especially when the change seemed as small as adding handles to food packages. On the other hand, WFP staff has done an admirable job of making the food distribution process transparent. Some camps had room for improvement, like the expanded use of verbal and pictographic displays to inform illiterate beneficiaries, and better use of multiple languages, but overall WFP efforts to fully engage beneficiary women have been noteworthy.

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<sup>98</sup> WFP, *Information Note on the Progress of Implementation of the WFP Gender Policy (2003–2007)*, FP/EB.A/2005/5-C.

## Assessment, Evaluation and Audit

### (i) Emergency Food Security Assessments

In 2005, WFP released the *Emergency Food Security Assessment Handbook* (EFSA), for use in any emergency situation or protracted humanitarian crisis, regardless of the nature of the crisis. The handbook is meant to help address the emergency food needs of both resident and internally displaced people (IDP) who are facing threats of hunger, malnutrition and food insecurity. It provides guidance to WFP staff, as well as NGO and UN partners, on (i) planning and organizing an “initial investigation” or a “rapid” assessment, and (ii) drawing up the TOR for and commissioning an “in-depth” assessment.<sup>99</sup> The 2005 version is a provisional tool that will continue to be developed and refined through 2006 as field tests are conducted; it is also a complement to joint guidelines with UNHCR and FAO containing more detailed information about assessing household food security.

Neither the gender policy nor the ECW is specifically mentioned in the handbook, which could be considered a significant oversight; however, the Mid-Term Review of the gender policy contends the Gender Service, along with several other WFP groups, provided “valuable” input into the formulation of the EFSA. Several early versions of the handbook were reviewed by the Gender Service to guarantee gender mainstreaming throughout as it is a major WFP policy issue that had been omitted from previous emergency needs assessments. It was also determined that the handbook needed to include clear explanations of the different roles played by men and women in determining the use of household food, along with the reasons for promoting women’s control of food in emergency food distribution.<sup>100</sup>

The handbook requires assessment teams to be gender balanced and to have the “necessary range of skills” for a thorough evaluation. It also emphasizes the critical nature of the design and planning stage, as the quality of the output depends entirely on the effort put into this phase of the assessment. As both speed and thoroughness are crucial in emergency situations, having highly trained professional staff will improve the likelihood of high quality assessments, which clearly denotes the benefit of partnerships. Using the skills and other resources that are available in different organizations will help speed the process,<sup>101</sup> just as the combined efforts improve understanding of complex situations and increase the transparency of the process. At each step of the way, collected data is to be differentiated and disaggregated, and the special needs of vulnerable people (women, young children, sick, elderly, etc.) are expected to be taken into account to make sure the appropriate resources, nutritional and otherwise, are made accessible to them. The role of WFP is to determine food aid needs and to define the types and quantities of food that will be required.

The EFSA provides detailed guidance on the collection and analysis of the three elements of food security – availability, access and utilization – especially at the household level. It explains how to examine and analyze the impact of events on food security, people’s coping and recovery mechanisms, along with assistance on how to estimate population numbers, which it recognizes

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<sup>99</sup> WFP, *Emergency Food Security Assessment Handbook*, 2005.

<sup>100</sup> WFP, *Mid-Term Review*, 2005.

<sup>101</sup> Utilizing existing skills/knowledge of partner agencies will allow process to proceed without having to wait for WFP training to catch up.

as a possibly contentious issue. The preparation of recommendations for appropriate and feasible response options (i.e., food-aid, cash and/or other non-food responses), including the examination of possible targeted assistance, are also covered in the handbook. The EFSA calls for gender analysis and sensitivity throughout the entire process, and while it doesn't always provide comprehensive guidance on how gender analysis is accomplished it does point to other complementary resources (e.g., *SEAGA for emergency and rehabilitation programs*).

The EFSA is applicable only to emergencies that affect resident and IDP populations;<sup>102</sup> in the case of refugees, WFP carries out assessments jointly with UNHCR within the framework of the *UNHCR-WFP Joint Assessment Guidelines*.<sup>103</sup> The guidelines are intended for use by the staff of both organizations and their partners. While the focus of the guidelines is on refugees, they are also applicable to operations concerning returnees and IDPs where joint WFP/UNHCR involvement has been requested. The guidelines apply to all cases when the populations number at least 5,000 and to both regional and country-level operations.

## **(ii) Vulnerability Analysis and Mapping**

Vulnerability Analysis and Mapping (VAM) is “a system of methods and tools” used by WFP to analyze food security and vulnerability to food insecurity among the hungry poor, in order to identify and target, that is, map at-risk populations. It provides timely, accurate and relevant information, which allows WFP to design and manage appropriate relief and development operations. VAM activities help WFP assess the food security and vulnerability situation at the household level before, during and after a crisis and helps it establish how many, who and where the food-insecure populations are. They also improve the ability of the agency to determine what types of interventions need to be arranged and for how long.

While VAM should inherently identify gender-specific vulnerabilities in relation to food security, without the integration of a gender perspective into the design and analysis of VAM studies, there was a risk that the most vulnerable population (women and children) would be overlooked in operation recommendations. As a result, the VAM and Gender Service at WFP's headquarters worked together to develop recommendations on mainstreaming gender in VAM. They also jointly produced practical guidelines (*Thematic Guidelines — Gender. Integrating a Gender Perspective into Vulnerability Analysis*<sup>104</sup>) for VAM officers on integrating a gender perspective in vulnerability and food security analysis.<sup>105</sup>

The VAM and Gender Service recommend reinforcing the importance of the role women play in ensuring household food security and determined that an effective gender analysis should be disaggregated by sex, age, economic status and social strata and should be both quantitative and qualitative. The information also needs to be evaluated from a gender perspective that includes analysis of intra-household power relationships and access to and control of resources.

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<sup>102</sup> WFP, *Emergency Food Security Assessment Handbook*, 2005, section ii: Introduction – about this handbook.

<sup>103</sup> WFP, *Emergency Food Security Assessment Handbook*, 2005, section ii, and UNHCR/WFP, *Joint Assessment Guidelines*, June 2004.

<sup>104</sup> WFP, *Thematic Guidelines — Gender. Integrating a Gender Perspective into Vulnerability Analysis*, March 2005.

<sup>105</sup> WFP, *Mid-Term Review*, 2005.

Furthermore, they advise that gender should be a cross-cutting and cross-sectoral issue in VAM, not merely consigned to a separate chapter of a report focusing on women's and gender issues.<sup>106</sup> Overall, the use of detailed gender analysis in VAM will lead to more gender-sensitive recommendations and, ultimately, result in more gender-sensitive operations.

### **(iii) Evaluations**

WFP uses many different tools to monitor and evaluate its various policies and programs and recognizes that “evaluation should be part of the corporate culture at all levels.” To that end, “Headquarters, regional bureaus and country offices each have their role to play in carrying out evaluations.”<sup>107</sup> The evaluation policy is broad and relatively general as it is meant to incorporate evaluation needs at all corporate levels; it does not, and is not intended to, specifically target age, gender, refugees or IDPs. It does, however, list two items as the main pillars of its policy – accountability and learning – and lays the responsibility for ensuring their achievement squarely on the shoulders of the directors of the Office of Evaluation and the Division for Results Based Management. Accountability and learning are considered ongoing issues in the promotion of gender mainstreaming and both the Office of Evaluation and the Gender Service have taken steps to include gender in evaluations.

The director of the Office of Evaluation is ultimately responsible for evaluations, for both the submission and clearance of evaluation reports, as well as the Office of Evaluation program of work. The Office of Evaluation “should identify and disseminate lessons and knowledge gained through evaluations to support improved programming and organizational learning.” Furthermore, the Office of Evaluation is responsible for guiding and supporting regional bureaus and country offices so they may effectively implement the Evaluation Policy.<sup>108</sup> The director of the Division for Results Based Management, in which the Office of Evaluation is housed, is then responsible for “[ensuring] the lessons learned from monitoring and evaluation are translated into action.”<sup>109</sup>

According to the evaluation policy, the Office of Evaluation manages any operation, thematic or policy evaluations requested by senior management or the executive board. It has been involved, for example, in reviews of targeting in relief operations and WFP assistance to IDPs in the Democratic Republic of Congo, as well as in evaluations of WFP/UNHCR pilot food distribution projects and the WFP gender policy. The Office of Evaluation produces several reports a year, including those from the country offices, and makes hundreds of recommendations for improvements. Although it is a crucial element in any operation, and is especially relevant for identifying the special needs of vulnerable and marginalized populations, an argument could be made that monitoring and evaluation in WFP has outpaced the implementation capacity of the organization.<sup>110</sup> Numerous evaluation reports and reviews, for example, make note of shortfalls in WFP's gender mainstreaming process, primarily in gender-balanced staffing, and ECW and

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<sup>106</sup> WFP, *Mainstreaming a Gender Perspective into Vulnerability Analysis and Mapping in line with the WFP Gender Policy 2003–2007*, 2004.

<sup>107</sup> WFP, *Evaluation Policy*, September 2003, WFP/EB.3/2003/4-C.

<sup>108</sup> WFP, *Consolidated Framework of WFP Policies 2005*, WFP/EB.2/2005/4-D/Rev.1, page 17.

<sup>109</sup> WFP, *Evaluation Policy*.

<sup>110</sup> Monitoring and evaluation reports are numerous and on-time, while implementation seems to lag – actual numbers reached do not meet target numbers.

gender analysis/sensitivity training, which hamper its ability to successfully implement the gender policy in keeping with its timeline.

WFP has set some ambitious goals for gender mainstreaming and has devoted considerable resources to its evaluation at both policy and program levels. The most recent gender-related assessment undertakings have been the 2003-2004 ECW baseline surveys, the pilot food distribution projects and the mid-term review of implementation of the gender policy. As its end-of-term evaluation is not due until 2007, it remains to be seen how well WFP has performed and how many of its objectives will be met.<sup>111</sup>

#### **(iv) Audits**

WFP, with the support of the Gender Service, has also developed gender policy-related system auditing objectives. The objectives are to ensure the establishment of (i) sufficiently resourced country office gender units, (ii) systems to implement gender policies in each country office, (iii) adequate training in gender issues for staff, (iv) a system for measuring and reporting achievements against objectives along with an implementation plan and (v) a “gender-sensitive and responsive human resources system that is line with the ECW.”<sup>112</sup> The objectives are meant to help address gender issues during field visit audits.

### **Collaboration with UNHCR**

#### **(i) UNHCR-WFP MOU**

WFP and UNHCR revised and signed a Memorandum of Understanding (MOU) in July 2002 to better reflect the policy and program changes that had occurred in both agencies. In the MOU, shared commitments to food aid and related non-food items affecting health and food security have been strengthened and increased emphasis and additional commitments have been made to accountability and transparency. Furthermore, in the MOU, UNHCR and WFP pledge to take into account and appropriately address vulnerabilities related to gender, age and health at each stage of a joint operation.

UNHCR is mandated to provide protection and humanitarian assistance to refugees, asylum seekers, returnees and, upon request, to IDPs, while WFP is mandated to feed the hungry poor regardless of status. According to the terms of the MOU, the two agencies “will work together, in partnership, where their mandates overlap, to address the food security and related needs of refugees and others of concern to UNHCR.” The involvement of WFP in UNHCR refugee operations was clarified and a minimum number of 5,000 refugee beneficiaries, unless otherwise agreed upon, was established as the prerequisite for WFP-provided food aid. WFP is responsible for providing all food and nutritional items, milling resources and facilities, while UNHCR is responsible for supplying all non-food items and services, including cooking utensils, fuel and water. UNHCR and WFP jointly facilitate the mobilization of agricultural items and undertake

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<sup>111</sup> End-of-term evaluations will not be available until 2007 and ECW follow-up surveys are being done now.

<sup>112</sup> WFP, *Mid-Term Review*, 2005.

joint assessment missions to determine precisely what food commodities and quantities are required.

The MOU does not specifically mention the gender policy or its ECW but it does provide assurances that special attention will be given to gender in all activities. For example, women will be encouraged to participate equally in refugee and decision-making committees, including those regarding the distribution and management of food aid. Quantitative and qualitative gender-disaggregated data will be collected at food distribution sites and at the household level for reports and evaluations to help improve operations and services. WFP and UNHCR will also strive to ensure “at least 80 percent of food inputs are directly managed by the adult female in the household.”<sup>113</sup> Furthermore, as per their common commitments to improve the status and role of women, the two agencies will work together to create, implement and monitor joint policies and strategies designed to promote gender mainstreaming.

## **(ii) Joint Assessment Guidelines**

The *Joint Assessment Guidelines* (JAG), which are used to carry out joint assessment missions, provide an overview of shared objectives and guidance for assessing new and ongoing operations. Both agencies are “committed to ensuring that food aid and non-food items affecting health and food security are targeted at the household level and reach the most vulnerable.”<sup>114</sup> As in-depth assessments of the food security situation are crucial to the establishment of refugee operations, the *Joint Assessment Guidelines* provides detailed guidance on how to organize and carry them out; it also has information on joint monitoring. The purpose of the joint assessment is to “understand the situation, needs, risks, capacities and vulnerabilities of the refugees and host populations, and thereby determine what actions may need to be taken by UNHCR, WFP and others.”<sup>115</sup>

While the *Joint Assessment Guidelines* require assessment teams to be gender balanced, there is not a strong recommendation for team members to have skills and experience in gender analysis. However, like the *Emergency Food Security Assessment Handbook*, gender has been thoroughly mainstreamed throughout the guidelines and there are numerous areas where gender-disaggregated data is required to ensure the promotion of gender equity, empowerment and protection. To further endorse the principles of gender mainstreaming, the *Joint Assessment Guidelines* include a list of UNHCR’s Five Commitments to Women and WFP’s Eight Enhanced Commitments to Women, along with a copy of the UNHCR-WFP MOU. Both the *Emergency Food Security Assessment Handbook* and the *Joint Assessment Guidelines* are complemented by CD-ROMs that contain other potentially useful documents, including almost all the documents referred to in the guidelines themselves.

WFP is committed to strengthening the emergency needs assessment capacity of its staff and partners and has undertaken a comprehensive training program to improve their assessment skills. Regional bureaus and country office needs are being met through a combination of classroom and field-based learning. WFP regional and country office staff, along with NGO and

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<sup>113</sup> UNHCR/WFP, *Memorandum of Understanding between UNHCR and WFP*, July 2002.

<sup>114</sup> Ibid.

<sup>115</sup> UNHCR/WFP, *Joint Assessment Guidelines*, June 2004.

government partners, are being given basic emergency food security assessment skills training, while a select number of WFP staff are being given advanced training. Additionally, UNHCR and WFP are holding joint regional workshops for agency and partner staff in countries with significant refugee operations to familiarize them with the joint assessment mission and guidelines.<sup>116</sup>

### **(iii) Pilot Food Evaluations – WFP and UNHCR**

WFP and UNHCR signed a revised MOU that laid out the objectives and scope of their partnership (referenced above). One of the new elements in the MOU was the agreement for WFP to take control of the food distribution system in five pilot projects. This includes the transport from extended delivery points to final delivery points, as well as distribution within the targeted camps and settlements. The five mutually agreed upon countries were Pakistan, Sierra Leone, Uganda, Zambia and Kenya. Although Rwanda was not initially chosen as one of the five countries, it became the sixth pilot project. After one year of implementation, the pilot food distribution projects were jointly evaluated by both agencies. Two consultants were selected to undertake the evaluations; they prepared the framework and a reporting format to be used in all six countries, and then spent one year gathering all of the relevant information. The purpose was to assess the effectiveness of the new arrangement and to determine if broadening its scope in the future would be worthwhile.

The evaluations were not meant to have a gender focus, as that was not the objective of the six pilot projects. However, gender mainstreaming was apparent as gender issues were taken into consideration during the evaluation and reporting process, in accordance with both agencies policies. Gender-related issues that were usually deemed the responsibility of just one of the agencies were also addressed. For example, the protection of refugees and IDPs falls under UNHCR's mandate, not WFP's; yet during the pilots, UNHCR gave protection training to WFP, implementing partners and government personnel and refugees in all six countries.<sup>117</sup> Gender was addressed in the two sections on Management and Coordination, and Beneficiaries and Protection, with specific mention in the areas of identification, designation, leadership, participation, training and capacity-building.

### **(iv) Protection**

WFP's mandate requires it to provide food aid and related non-food aid to the hungry and poverty-stricken to improve food security and nutrition, and to save lives, while the protection of refugees and occasionally IDPs, falls under UNHCR's mandate. In its collaborative efforts with UNHCR, WFP has increasingly had to grapple with gender and protection issues that are directly related to the food aid it provides. Conflict affects men and women differently, but in crisis situations existing gender inequalities are often exacerbated and women and girls are frequently subjected to sexual and gender-based violence. Research has revealed that during and after receiving humanitarian assistance, such as food aid, women and girls are more likely to be targeted for sexual and gender-based violence.

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<sup>116</sup> WFP, *Strengthening Emergency Needs Assessments: Progress Report on the Implementation Plan*, WFP/EB.2/2005/4-E.

<sup>117</sup> WFP-UNHCR, *Joint Evaluation of the Pilot Food Distribution Projects*, WFP/EB.1/2006/7-D.

As a major provider of humanitarian assistance in conflict and post-conflict situations, WFP has found that identifying and addressing the protection needs and risks of women and girl beneficiaries requires more attention. Consequently, WFP has undertaken a study that “outlines the legal protection framework, its relevance to women and how WFP currently addresses protection and gender in key phases of its program cycle (including beneficiary registration, distribution modalities, monitoring and evaluation systems and reporting processes).” The study also helps determine what the needs of women and girls are in relation to WFP’s operations, as well as how addressing those needs could be improved through the use of a “protection lens.”<sup>118</sup>

In relation to international humanitarian law and humanitarian access, WFP is also developing policy and program guidance on beneficiary protection. The aim of the project is to enhance WFP’s capacity to deal with protection issues within its mandate and in the context of emergency field operations by defining WFP’s role in protection and its limits. The protection project will also help raise awareness of protection issues among WFP staff and identify and/or develop approaches and tools required to deal with protection issues that arise in WFP operations.<sup>119</sup> According to WFP staff, special attention will be given to issues linking protection and gender in conflict and post-conflict situations throughout the project and it will encompass a number of activities, including: “field studies, field and Headquarters workshops, dialogue with partners and development of field guidance, practical tools and a reference website for use by field staff.”<sup>120</sup> The field studies will explore how WFP “can contribute to addressing beneficiary protection and gender-related concerns in the context of food distribution, complementing the protection activities of others.”<sup>121</sup> They have already been conducted in DRC and Congo, with additional missions scheduled for summer 2006 in Liberia, Uganda and Nepal. The findings of the field studies will be shared with WFP staff and will be used in a policy paper on protection.<sup>122</sup>

WFP has a zero-tolerance policy for sexual abuse and exploitation by its staff that has been implemented through an executive board information note on *Actions to Prevent Sexual Exploitation and Abuse in Humanitarian Crises*<sup>123</sup> and reaffirmed by several WFP executive director circulars. The WFP gender policy also has some specific gender-based protection measures that are to be operationalized through the implementation of the eight ECW and their sub-commitments. WFP’s large field presence in emergency and conflict situations puts it in a unique position to monitor, evaluate and even prevent acts of violence during humanitarian assistance operations, but the aid it provides can also inadvertently put beneficiaries in danger.

While the gender and protection study offers some good insight and recommendations for WFP’s protection issues, there are a few areas that, while briefly mentioned, need to be better addressed. The areas needing more attention are primarily related to the non-food aid items that WFP and

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<sup>118</sup> WFP, *Draft Concept Paper; Protection and Gender Issues in Conflict and Post-Conflict Situations*, 2005.

<sup>119</sup> As per communication with WFP staff, June 2006.

<sup>120</sup> Excerpt from “Protection and Gender Based Violence Terms of Reference,” as per communication with WFP staff, June 2006.

<sup>121</sup> Excerpt from “Protection and Gender Based Violence Terms of Reference,” as per communication with WFP staff, June 2006.

<sup>122</sup> As per communication with WFP staff, June 2006.

<sup>123</sup> WFP, *WFP Actions to Prevent Sexual Exploitation and Abuse in Humanitarian Crises*, WFP/EB.3/2002/INF/27.

UNHCR are mandated to provide (e.g., milling sites/supplies and cooking fuel). As women and girls are often responsible for household food preparation, including the milling of foodstuffs and the collection and provision of fuel and firewood, they are more likely to be at risk of sexual and gender-based violence when distribution and procurement modalities are inadequate. Therefore, WFP, along with UNHCR, must improve the provision of the non-food aid items it provides in order to reduce the threat of violence to women and girl beneficiaries.

## IV. Conclusion and Recommendations

The World Food Programme has done a notable job of developing and implementing its gender policy and is an excellent example to other UN agencies, partners and NGOs of what can be achieved when gender is effectively mainstreamed. Nevertheless, some areas still need improvement and it is hoped that the following recommendations can provide some aid in the process.

### **Policy guidance on specific age-related issues needs to be created and disseminated throughout WFP.**

- An age-specific policy needs to be created to ensure the needs of vulnerable populations in *every* age group are adequately met. Program guidelines must include specific reference to and targets for populations that are generally overlooked (e.g., adolescents and elderly).

### **Accountability for implementing the gender policy, Enhanced Commitments to Women (ECW) and gender mainstreaming within WFP needs to be clear and must be reflected at every institutional level.**

- WFP needs to take action on repeated recommendations to make senior-level management more accountable, including the creation of a senior-level management gender committee that would work in tandem with the Gender Service and regional programme advisors to ensure the full implementation of the gender policy.
- WFP needs to continue to improve gender equity, equality and sensitivity amongst its staff.
- WFP must improve the training for gender focal teams and gender focal points and should require regional and country offices to appoint more senior staff as gender focal teams and gender focal points.
- WFP should undertake a strategic stock-taking in the case of regional programme advisors as they are integral part of the gender policy implementation process at the field level; they should do a thorough collection and analysis of data on regional programme advisor's experiences in order to assess their impact and additional training and support needs.

### **WFP's budget needs to improve tracking and delineation of gender-related funds.**

- Gender expenses should be included in all program budgets under Programme Support and Administration (PSA) costs and removed from other direct operational costs (ODOC) and direct support costs (DSC) budgets.
- Gender must be mainstreamed into the WFP Information Network and Global System (WINGS) to improve monitoring of funds spent on implementing the gender policy.

### **Accountability for gender mainstreaming should be reflected in the UNHCR-WFP MOU and *Joint Assessment Guidelines*.**

- Commitments and activities to promote gender mainstreaming should be further clarified within the joint MOU and *Joint Assessment Guidelines*, including specific actions taken by each agency.

- The monitoring and assessment of the gender mainstreaming commitments should also be delineated in terms of responsible agency and related mechanisms for oversight.

**WFP should continue to build on its study and strategy on the protection of women and girls.**

- Draw from findings of UNHCR’s Age, Gender and Diversity Mainstreaming (AGDM) workshops already undertaken, for example in Colombia, Uganda, Sierra Leone, Liberia and Nepal, including information from participatory assessments undertaken with IDP and refugee populations, work with implementing partners as relevant to WFP’s mandate and potential for complementing or reinforcing UNHCR’s AGDM strategy.
- Continue to build on efforts to recruit more local female food aid monitors, perhaps through the use of food or training programs for them and their immediate family as an incentive.

**Other areas to leverage gender mainstreaming:**

- WFP should commit more resources to ECW and gender sensitivity training.
- ECW survey coordinators must participate in regional workshops to ensure adequate gender sensitivity and full knowledge of the importance of the ECW and baseline surveys.
- Regional program advisors should be required to have a high level of gender expertise and should receive adequate gender-related training.
- As it expects to conclude its initial ECW training workshops mid-2007, WFP should prepare to build on previous trainings and should expand the scope of its workshops to ensure *all* WFP staff, including senior-level management, are sufficiently knowledgeable about the gender policy and ECW.
- The Emergency Food Security Assessment (EFSA) process should include comprehensive guidance on how gender analysis is accomplished within and throughout the handbook, such as, through the development of a compact complementary “how to” guide.
- WFP needs to continue to build on the work it has done to improve knowledge about the important role of men in gender mainstreaming.

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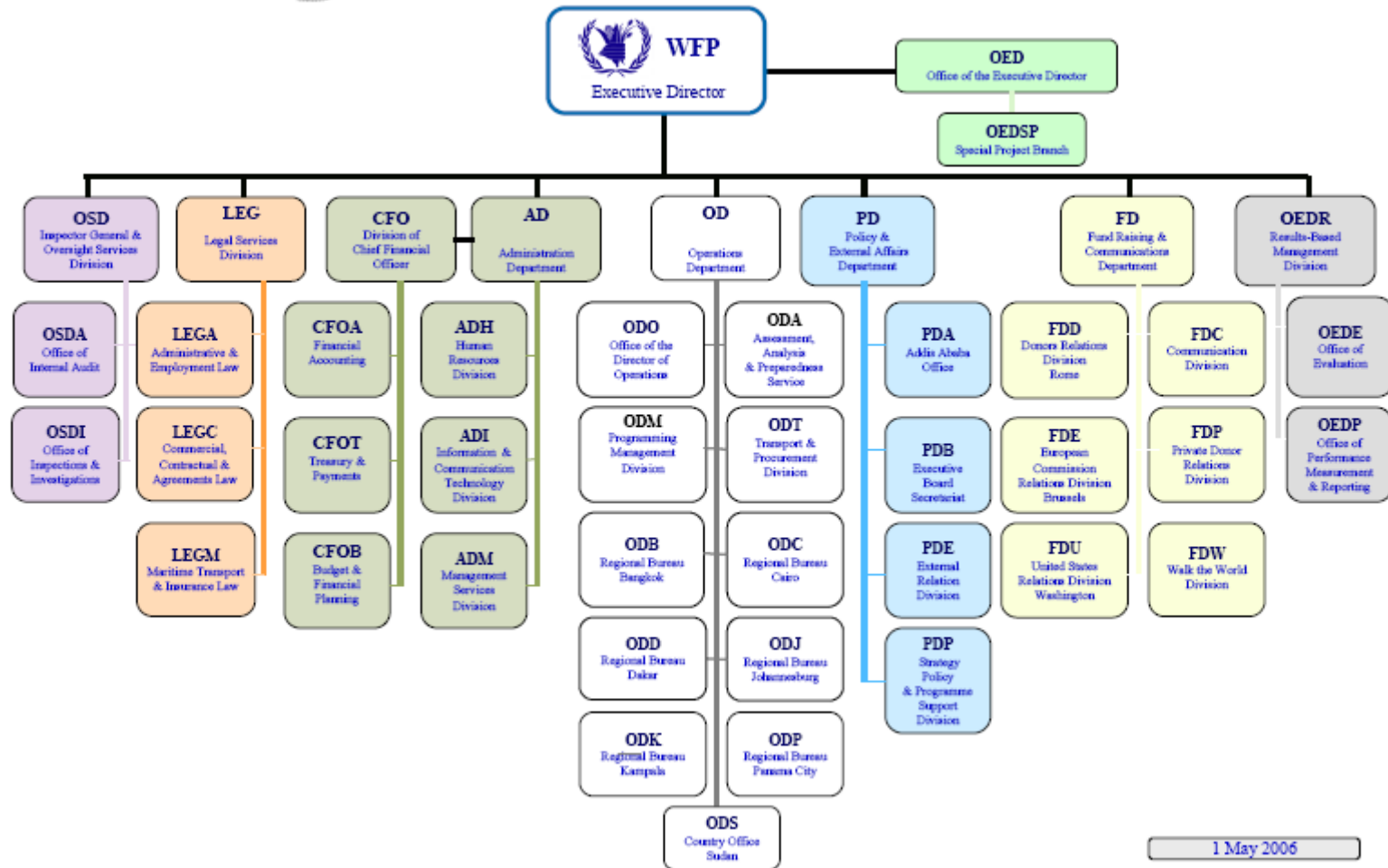
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# Annex I

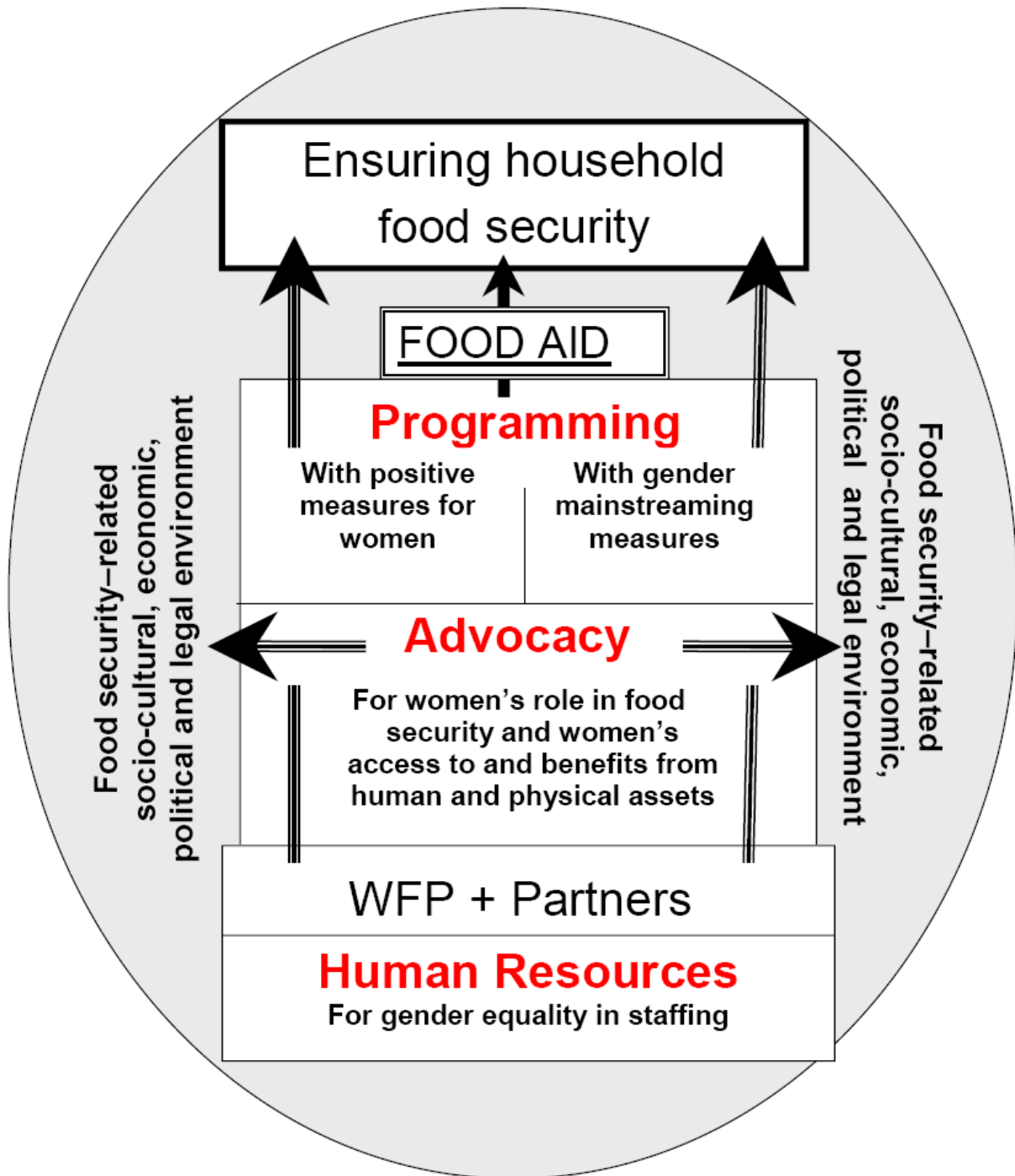
## Organizational Chart 2006



1 May 2006

## Annex II

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 III**

### **Term of Reference for Gender Focal Teams in Country Offices**

#### **Background**

The Thematic Evaluation of WFP's Commitments to Women 1996-2001 carried out by OEDE in 2002 recommended to appoint gender focal teams (GFTs) in regional bureaus and country offices as an interim means of furthering the gender mainstreaming process, increasing the involvement of male staff, and strengthening institutional memory.<sup>124</sup>

#### **Composition**

GFTs consist of male and female staff members, preferably a mix of national and international staff with several years of experience within WFP. GFTs may include staff engaged in the areas of programming, human resources and advocacy.

#### **Role and Functions/Tasks**

The Gender Policy 2003-2007 foresees that the Divisional, Regional and Country Directors be responsible for the implementing the Enhanced Commitments to Women (ECW) while GFTs provide the required technical support.<sup>125</sup> The GFTs' tasks focus on the three core areas of the Gender Policy.

#### *Programming:*

- Advise managers and programme staff on issues related to the implementation of the Gender Policy;
- Ensure that documents submitted for approval are based on a gender-sensitive situation analysis and reflect WFP's ECW;
- Mainstream a gender perspective in all stages of the programme cycle and in the programme budget;
- Ensure that the ECW are being implemented, especially with regard to the following:
  - a. fortified food is distributed to expectant and nursing mothers and –where appropriate- to adolescent girls;
  - b. half of primary school students supported through WFP food assistance are girls; in assisted areas where the gender gap is 15 percent or greater take home rations are provided to girls (or boys if they are disadvantaged);
  - c. at least 70 percent of food doe training (FFT) participants are women and adolescent girls;

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<sup>124</sup> Summary Report of the Thematic Evaluation of WFP's Commitments to Women (1996-2001) WFP/EB.3/2002/6/6, recommendation box para 12.

<sup>125</sup> Gender Policy 2003-2007 WFP/EB.3/2002/4-A, para 85 e).

- d. for a physical asset to be created under food for work the situation analysis needs to indicate that women and adolescent girls will derive at least 50 percent of the benefits from the asset;
  - e. women constitute at least 50 percent of the representatives and executive level members of food distribution and asset creation committees;
  - f. household ration cards for relief food distributions are issued in women's name; women are encouraged to receive the food themselves, but also have the possibility to formally designate someone to collect it on their behalf;
  - g. transparency measures for beneficiaries on distribution modes are in place (meaning that information will be provided to male and female beneficiaries, e.g. about the size and composition of the food rations, the beneficiary selection criteria, distribution place and time, the fact that the beneficiaries are to provide no services or favours in exchange for receiving the rations, and about proper channels available to them for reporting cases or attempted cases of abuse linked to food distribution);
  - h. all contractual agreements with partners reflect WFP's ECW;
- Assist the country office managers in reflecting country level targets in the overall office workplan (instead of having a separate gender action plan);
  - Coordinate baseline and follow-up studies on the ECW;
  - Monitor progress in the implementation of the ECW and analyse the achievements and lack of achievements;
  - Pro-actively approach the HQs Gender Team and the Regional Programme Advisers for implementation guidance when required;
  - Take initiative to identify new programme activities in line with the ECW;
  - Assist with the preparation of periodic reports on progress towards implementing the ECW, especially for the mid-term review report to the Executive Board in EB.A/2005 and a possibly new international conference on women ("Beijing + 10") in 2005.

*Advocacy:*

- Establish and maintain relations with gender focal points/teams within governments and other relevant organizations;
- Participate in country-level gender theme groups and communicate respective decisions, resolutions, directives, national policies and strategies to country office and sub-office staff, and regional bureaus;
- Maintain information on basic socio-cultural, economic, political and legal indicators in the country, disaggregated by sex/gender and advise the managers on important policy dialogue areas;
- Ensure that country office and sub-office staff is informed about latest WFP policy and implementation guidance on gender issues;
- Ensure that the WFP Gender Policy and the ECW leaflets are disseminated to partners;
- Ensure that the Gender Policy is presented to WFP staff and partners (at a minimum: standard power point presentation provided by the HQ Gender Team);
- Support advocacy activities on the implementation of the ECW and assist with the identification of advocacy messages within the region or country (e.g. through newsletters, television and radio spots, posters, or any other form of publications);

- Liaise with the HQs Gender Team and Regional Programme Advisers and distribute relevant gender documentation within the country office;
- Assist with the preparation of and reporting on the International Women's Day at country level.

*Human Resources:*

- Advise the managers and the human resources officers on recruitment targets spelled out in the ECW VIII and on how to establish and maintain sexdisaggregated staffing statistics.
- Identify staff training needs and act as trainer on gender-sensitive analysis, planning and monitoring;
- Ensure that WFP staff is aware of the WFP policies on harassment, UN Code of Conduct and Standard of Accountability, and other gender-sensitive directives and memoranda.

## **Annex IV**

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

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.**

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.

## Annex V

### GENDER POLICY (2003–2007)

#### ENHANCED COMMITMENTS TO WOMEN TO ENSURE FOOD SECURITY AND SUB-COMMITMENTS

Enhanced Commitments to Women (ECW)	Sub-Commitments
<i>ECW I:</i> Meet specific nutritional requirements of expectant and nursing mothers and adolescent girls.	<p><i>I.1</i> Micronutrient fortified food 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.</p> <p><i>I.2</i> In collaboration with partners, parasite-control activities (de-worming) will be provided to all expectant (2nd and 3<sup>rd</sup> trimester) and nursing mothers assisted under nutrition interventions.</p> <p><i>I.3</i> 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.</p> <p><i>HIV/AIDS and ECW I.</i></p>
<i>ECW II:</i> Expand activities that enable girls to attend school.	<p><i>II.1</i> Half of all primary school students to whom WFP food assistance will be provided will be girls.</p> <p><i>II.2</i> Additional incentives in the form of take-home 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 school.</p> <p><i>II.3</i> 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.</p> <p><i>HIV/AIDS and ECW II.</i></p>
<i>ECW III:</i> Ensure that women benefit at least equally from assets created through food for training and food for work.	<p><i>III.1</i> At least 70 percent of the participation 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.</p> <p><i>III.2</i> 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.</p> <p><i>III.3</i> 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.</p> <p><i>III.4</i> 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 his/.her name.</p>
<i>ECW IV:</i> Contribute to women's control of food in relief food distributions of household rations	<p><i>IV.1</i> 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.</p> <p><i>IV.2</i> WFP will also determine if special packaging is required to facilitate the collection and carrying of food rations by women.</p> <p><i>IV.3</i> Except in situations where there is no adult woman in a household, each household ration card for free food distribution will be issued in a woman's name.</p> <p><i>IV.4</i> 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.</p> <p><i>IV.5</i> In situations of high insecurity or social breakdown, distribution arrangements will be designed in consultation with women to avoid putting them at risk.</p> <p><i>IV.6</i> 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.</p> <p><i>IV.7</i> 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.</p>

<p><i>ECW V:</i> Ensure women are equally involved in food distribution committees and other programme-related local bodies.</p>	<p><i>V.1</i> Participatory approaches with women and men will be used, to the extent possible, for beneficiary identification, activity identification and formulation, monitoring-an-evaluation system development, and monitoring and reviewing the progress and results.  <i>V.2</i> 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).  <i>V.3</i> 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.</p>
<p><i>ECW VI:</i> Ensure that gender is mainstreamed in programming activities.</p>	<p><i>VI.1</i> Participatory and gender-sensitive country-level situation analyses will be conducted; vulnerability analyses and food needs assessment will be conducted in a gender-specific and gender-sensitive manner; gender issues will be incorporated in contingency planning (country-level target to be achieved by 2007).  <i>VI.2</i> 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 (Note: 2003 to be extended to 2003/2004).  <i>VI.3</i> Gender-disaggregated data will be collected, analyzed and used for planning, review and evaluation purposes.  <i>VI.4</i> Programme Tools and Guidelines will continue to be screened for gender sensitivity.  <i>VI.5</i> The costs associated with the implementation of the ECW will be mainstreamed into PSA and Programme budgets.  <i>VI.6</i> Satisfactory performance in implementing gender policies and the proportion of female staff will be two important selection criteria for partners.  <i>VI.7</i> All global and country-level contractual agreements with partners will be reviewed and updated to reflect the relevant ECW.</p>
<p><i>ECW VII:</i> Contribute to environment which acknowledges important role women play in ensuring household food security and encourages both men and women to participate in closing gender gap.</p>	<p><i>VII.1</i> 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.  <i>VII.2</i> Country offices will work to keep gender issues on the agenda of CCA/UNDAF, PRSP and CAP processes.  <i>VII.3</i> 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.  <i>VII.4</i> Country offices will advocate for gender balance in staffing within partner agencies, especially at the field level.</p>
<p><i>ECW VIII:</i> 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 personal and professional priorities.</p>	<p><i>VIII.1</i> 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).  <i>VIII.2</i> At least 75 percent of all local food aid monitor recruits will be qualified women (country level).  <i>VIII.3</i> 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).  <i>VIII.4</i> The proportion of women on all rosters of potentially qualified applicants for international Professional posts will be at least 50 percent (global level).  <i>VIII.5</i> Measures will be taken to increase the proportion of women in management positions (Country Director and Deputy Country Director, and all D-1 and above positions) by developing the capacities of qualified female staff for management positions while balancing out gender gaps with outside recruitment.  <i>VIII.6</i> Measures will be taken to facilitate an increase in the proportion of international 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.  <i>VIII.7</i> All human resources policies will continue to consider a gender equality perspective.  <i>VIII.8</i> A gender sensitization element will be included in all training courses, where relevant.  <i>VIII.9</i> All professional staff, national and international, will receive training in the guidelines for implementing the ECW relevant to their functions.  <i>VIII.10</i> Staff of partner agencies will be included in training for implementing the ECW at an overall level of 15 percent of participants (country level).</p>

## Annex VI

### **Memorandum of Understanding between the Office of the United Nations High Commissioner for Refugees (UNHCR) and the World Food Programme (WFP) JULY 2002**

#### **1. INTRODUCTION**

1.1 Even before the conclusion of the 1985 Memorandum of Understanding (MOU), UNHCR and WFP had established a very close partnership in the service of refugees. This was significantly strengthened with the new working arrangements introduced progressively from the start of 1992. A revised MOU, reflecting experience with these new arrangements, became effective at the start of 1994 and was further revised in 1997. This 2002 revision reflects the experience in implementing the provisions of the second revision.

1.2 The MOU sets out its objectives and scope, and establishes the division of responsibility and arrangements for, inter alia, needs assessment; resource mobilization; logistics; appeals; monitoring and evaluation; nutritional surveillance, reporting, and coordination. The last section describes the general conditions governing the MOU.

1.3 By virtue of its Statute (General Assembly resolution 428 (V) of 14 December 1950), the role of UNHCR is to provide international protection to refugees and to seek durable solutions to refugee problems. As regards UNHCR's assistance activities, the basic provisions of the Statute were expanded by the General Assembly in its resolution 832 (IX) of 21 October 1954. Subsequent resolutions of the General Assembly, the Economic and Social Council and the Executive Committee of UNHCR have called on the Office, in the context of its basic mandate, to protect and assist other groups of persons regarded as falling within the competence of UNHCR. For the purpose of this MOU, the following categories of persons are of concern to UNHCR:

- **Refugees**

UNHCR is mandated to provide international protection and humanitarian assistance to refugees as well as to promote durable solutions to their problems.

- **Asylum seekers**

The term asylum seeker, in the context of this MOU, refers to persons who are part of large-scale influxes of mixed groups, the nature of which makes individual refugee status determination impractical. UNHCR is mandated to promote the right of all persons, whether individually or as part of mass movements, to seek and to avail themselves of asylum, until a solution is found and in accordance with basic humanitarian standards of treatment.

- **Returnees**

UNHCR's mandate concerning returning refugees, based on its legitimate concern for the consequences of return, includes substantive involvement to ensure that return takes place

in conditions of safety and dignity and to provide assistance to returnees in their country of origin with an aim towards their full reintegration. UNHCR's activities in favour of returnees are limited in time and aimed at ensuring the sustainability of returns, and vary according to each operation. UNHCR's involvement may be determined by specific tripartite or bilateral agreements with respective countries that outline the framework of voluntary repatriation operations.

• **Internally displaced persons (IDPs)**

UNHCR's involvement with IDPs is selective, applying to persons displaced internally for reasons that would make them of concern to UNHCR had they crossed an international boundary. In line with relevant General Assembly resolutions, UNHCR's involvement in any IDP situation is based on a specific request from the Secretary-General or a competent principal organ of the United Nations, the consent of the State or other entities concerned, and the availability of adequate resources.

1.4. WFP is mandated to feed the hungry poor, regardless of their status. As the food aid arm of the United Nations, WFP uses food to save lives, alleviate hunger and enable poor, food-insecure people to make investments that will help them in the longer term. This entails assessing the needs of targeted populations, planning and implementing appropriate activities, organizing and managing logistics, monitoring impact and working with a range of partners. Refugees, asylum seekers, returnees and IDPs, especially women and children, are important categories of food-insecure people of particular concern to WFP, given the impact of displacement on food security.

1.5 Under the framework of this MOU, UNHCR and WFP will work together, in partnership, where their mandates overlap, to address the food security and related needs of refugees and others of concern to UNHCR.

## **2. OBJECTIVES AND SCOPE**

2.1 The ultimate goal of the partnership between UNHCR and WFP is to ensure that food security and related needs of the refugees and returnees that UNHCR is mandated to protect and assist are adequately addressed. Food security is defined as access by all people at all times to enough food needed for an active and healthy life. On the basis of the above principle, and through the timely provision of the right quantity of the right food and of non-food items relevant to the safe and effective use of the food ration provided, UNHCR and WFP seek to contribute to:

- the restoration and/or maintenance of a sound nutritional status through a food basket that meets the assessed requirements of the different population groups, is nutritionally balanced and is culturally acceptable, as jointly agreed upon and specified in Joint Plans of Action (see article 3.2); and
- the promotion of the highest possible level of self-reliance among the beneficiaries, through the implementation of appropriate programmes to develop food production or income-generation, which will facilitate a progressive shift from general relief food distribution towards more targeted assistance and sustainable development-oriented activities.

2.2 UNHCR and WFP are committed to ensuring that food aid and non-food items affecting health and food security are targeted at the household level and reach the most vulnerable, with

their delivery respecting the guiding principles of humanitarian action, especially accountability and transparency. WFP and UNHCR will take measures to ensure that, to the extent possible and taking into account the demographic profile of the beneficiary population, at least 80 per cent of food inputs are directly managed by the adult female in the household. They will also work together to implement strategies to involve the beneficiary community, and particularly women, in all aspects of the management of food aid. Women should be encouraged to participate in decision-making bodies and should represent at least 50 per cent of the members in refugee committees.

2.3 UNHCR and WFP have a legitimate interest in the creation of suitable conditions for durable solutions. The promotion of self-reliance, although not a durable solution on its own, is one of the essential elements for lasting solutions. The achievement of self-reliance implies a whole range of activities aimed at socio-economic empowerment of refugees and returnees, as part of a local community. Given the need for self-reliance to be featured within a larger context of local development, WFP and UNHCR will make efforts to link self-reliance and reintegration activities to the longer-term recovery and development plans of governments and other actors.

2.4 The MOU is a management tool that contributes to the achievement of these objectives by recognizing the mandates of each organization and defining clearly the responsibilities and arrangements for cooperation between UNHCR and WFP. It does so in a way that maximizes the strengths of each organization and builds on their comparative advantages in arrangements for cooperation that provide both added value for the beneficiaries and the discharge of these mandates and responsibilities.

2.5 The MOU covers cooperation in the provision of food aid and related nonfood items to refugees (including asylum seekers), returnees and, in specific situations (as defined in article 1.3) to IDPs. It applies when the number of people in need of food assistance in a given country is at least 5,000, unless otherwise determined and agreed upon by WFP and UNHCR on a case-by-case basis. Where the beneficiaries are located in developed countries,<sup>126</sup> the provisions of the MOU will still apply, provided that the availability of the necessary donor resources is not at the expense of WFP's relief operations in developing countries. This will be determined by WFP on a case-by-case basis.

2.6 UNHCR and WFP will separately meet the food needs of persons of their concern that lie outside the scope of the MOU as defined above, as well as the needs of any persons who, while falling within the MOU's scope, have been excluded by a situation-specific agreement.

### **3. PLANNING AND NEEDS ASSESSMENT**

#### **Contingency planning**

3.1 UNHCR and WFP will establish early-warning systems, undertake contingency planning and maintain contingency plans for countries where this is deemed appropriate. Each will seek to ensure joint participation of others concerned in the process, and share relevant contingency plans where these can not be developed jointly.

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<sup>126</sup> Countries other than those listed in the OECD/DAC Annual Report as aid recipient countries that fall below the threshold for World Bank loan eligibility.

## **Plan of Action**

3.2 At the field level, a Joint Plan of Action setting out the agreed-upon objectives and implementation arrangements for operations under this MOU shall be developed at the onset of each joint operation and updated regularly, at least annually.

## **Registration/verification**

3.3 The host government is primarily responsible for determining the number of refugees. In the context of its protection mandate, UNHCR will fully support the government in processes relating to the determination of refugee status and the registration of and provision of identity cards to refugees. WFP and UNHCR will jointly assess the number of refugees/returnees eligible for food assistance, in consultation with the government concerned. An accurate identification of beneficiaries and a sound assessment of their needs are essential for the mobilization and efficient use of the resources made available to both organizations.

3.4 In normal circumstances registration will take place within three months of the start of a major influx. The size and nature of the influx will determine the type of registration mechanism to be used. UNHCR will work together with the government to put in place local arrangements to register, to the extent possible, any new arrivals, departures, births, changes in marital status and deaths. This will ensure that changes in the family size of the beneficiaries of food items are followed by a corresponding change in family rations. Where a satisfactory registration has not been possible within three months, UNHCR and WFP will jointly determine the number of beneficiaries in need of food assistance and estimate the demographic breakdown of the population, in consultation with the host government. Beneficiary numbers and the refugee food security situation will be jointly updated regularly, at least annually, unless otherwise agreed upon by the country offices. The timing of the registration, verification or revalidation exercise will be agreed upon at the country level in the Joint Plan of Action.

3.5 UNHCR will fully involve WFP in the planning and execution of refugee enumeration, registration and verification exercises for actual or potential beneficiaries of food aid and related non-food items. Operational partners and representatives of donor governments should be closely associated with this and other aspects of enumeration and registration. Should there be any disagreement between the respective country offices on the number of beneficiaries to use in the absence of a satisfactory initial registration, the matter shall be referred to the respective regional bureaus for resolution. Pending such resolution, and in consultation with the host government, WFP will provide food to the number of beneficiaries it estimates to be in need of assistance.

## **Needs assessment**

3.6 In consultation with the relevant government authorities, donor representatives, operational partners, beneficiaries, and experts as appropriate, UNHCR and WFP will jointly assess the overall food aid and related non-food requirements. Both agencies will agree on the modalities of food assistance, the composition of the food basket, ration size, duration of assistance, and related non-food inputs. Special consideration will be given to the needs and views of women, children and vulnerable groups. Needs in different settlements may be established individually, if so jointly agreed upon at country level. The proposed food and non-food assistance programmes will take into account all relevant factors, including the socio-economic and nutritional status of

the beneficiaries, cultural practices, overall food availability, prospects for self-reliance, availability of cooking fuels and milling facilities, and environmental impact. Energy requirements for cooking and corresponding energy supply options and quantities should be carefully assessed in each situation.

3.7 In a major new emergency, the initial assessment to determine the number of beneficiaries and the most urgent food and non-food needs will normally be carried out within the framework of the emergency response being mobilized by both agencies. This would involve the participation of emergency response teams from UNHCR, WFP and prospective operational partners, as appropriate.

3.8 In ongoing operations, a jointly led review of food and other relief needs will normally take the form of a periodic joint assessment mission (JAM), undertaken by the country offices and involving outside staff, as appropriate. The composition of the mission will be mutually agreed upon. When a consultancy is required to assess the beneficiaries' socio-economic or health situation — such as their household food economy, self-reliance potential, health behaviours, underlying causes of malnutrition and gender aspects of distribution modalities — its cost will be shared by both organizations. The participation, as full mission members, of selected donor and operational partner representatives will be encouraged so as to promote donor support for the mission's findings. Jointly established assessment mission guidelines will be developed. The JAM report will be finalized within a month of the completion of the mission, and circulated immediately thereafter.

3.9 Should either the UNHCR or the WFP country office consider that developments since the last needs assessment warrant a change in the agreed-upon ration or number of beneficiaries, the other organization shall be informed of this immediately. The implications of these developments will be reviewed jointly and a course of action agreed upon. Should the country offices not agree on a course of action, the issue shall be referred to the respective regional bureaus for appropriate and immediate resolution.

3.10 UNHCR and WFP will also consider the food security situation of communities surrounding refugee camps and of individuals and families hosting refugees, and will address these needs as appropriate.

### **Durable solutions**

3.11 In accordance with their respective mandates, UNHCR and WFP will promote the use of assistance to encourage and build the self-reliance of beneficiaries. This will include programming food and non-food aid to support asset-building, training, income-generation and other self-reliance activities. With the increase in self-reliance, UNHCR and WFP will carefully plan for the reduction of assistance in consultation with the government, non-governmental organization (NGO) partners and beneficiaries. Possibilities for allocating agricultural land for use by refugees will be pursued with host governments, whenever possible.

3.12 WFP will be closely associated with the planning and implementation of repatriation operations, particularly with regard to timing, security and other components that would affect food aid planning and implementation. Decisions on the use of WFP food will be taken jointly. If

a repatriation commission is established by the governments concerned, UNHCR will request WFP's participation (as an observer or as otherwise agreed) in its meetings.

3.13 UNHCR, in consultation with WFP and other relevant partners, will develop reintegration strategies that help integrate refugees into their former or new communities, keeping in mind the broader food security situation of such communities as well as government policies and sensitivity. Normally, assistance provided to communities or areas is likely to be more appropriate than that provided to individuals. UNHCR and WFP will make efforts to link UNHCR's short-term reintegration programmes to longer-term development plans/programmes of the region, including those of WFP and other development actors.

### **Nutrition**

3.14 The indicative average energy and protein requirements for human beings established by the Food and Agriculture Organization (FAO) and the World Health Organization (WHO) (2,100 kcal per person per day, with 10–12 per cent coming from protein) will be maintained as the initial planning figure to apply at the onset of any emergency situation. This figure will be adjusted as soon as possible to take into account the temperature in the area and the demographic composition, health, nutritional status and physical activity levels of the beneficiaries, as specified in the Joint WFP/UNHCR/UNICEF/WHO Guidelines for Estimating Food and Nutritional Needs in Emergencies. Other factors, such as the ability of the population to provide its own food and those factors specified in article

3.6, will also be taken into consideration when estimating the food aid needs of the beneficiaries. Agreed-upon nutritional guidelines will be used to assess the food needs for both the general and any selective feeding programmes that may be necessary.

3.15 UNHCR, through its implementing partners (health agencies), is responsible for monitoring the nutritional status of refugees and for the implementation of any selective feeding programmes that may be necessary. UNHCR will organize regular nutritional surveys and maintain an effective surveillance system for monitoring the nutritional status of refugee populations. UNHCR will ensure the full involvement and the effective participation of WFP staff in both the planning and the execution of the nutritional surveys, and in the analysis or interpretation and dissemination of the results. The nutritional status of the refugees will also be reviewed as part of a joint assessment mission. The decision to implement selective feeding programmes will be taken jointly by UNHCR and WFP on the basis of agreed-upon guidelines (WFP/UNHCR Selective Feeding Guidelines). UNHCR will keep WFP informed regularly on the implementation of such programmes. WFP, on the basis of the evaluation of its technical staff at the country and regional levels, may recommend to UNHCR specific actions in the nutrition field.

### **HIV/AIDS prevention**

3.16 The HIV/AIDS pandemic affects the socio-economic and security situation of the beneficiaries of this MOU. In its implementation, both agencies will seize every opportunity to address the impact of HIV/AIDS on the populations of mutual concern and to promote prevention and care activities.

#### **4. RESPONSIBILITIES FOR RESOURCE MOBILIZATION AND MILLING**

4.1 WFP is responsible for mobilizing the following commodities, whether for general or selective feeding programmes: cereals; edible oils and fats; pulses (or other sources of protein when appropriate and jointly agreed upon); blended foods; salt; sugar; and high-energy biscuits. Where beneficiaries are totally dependent on food aid, WFP will ensure the provision of blended foods or other fortified commodities in order to contribute to preventing or correcting micronutrient deficiencies.

4.2 UNHCR is responsible for mobilizing complementary food commodities when recommended by JAMs or on the basis of specific health/nutritional and/or social assessments, particularly when refugees have limited access to fresh food items. These complementary commodities include local fresh foods and therapeutic milk (to be used in selective feeding programmes). UNHCR may mobilize spices and tea, when recommended.

4.3 Within its assistance activities, UNHCR is responsible for ensuring adequate supplies of non-food items and services, in particular those relevant to the safe and effective use of food aid, such as cooking utensils, fuel, water and sanitation, medicines, soap and shelter. UNHCR and WFP should promote nutritionally and environmentally sound practices, and cooking techniques and technologies for saving fuel.

4.4. Furthermore, UNHCR and WFP will facilitate the mobilization of seeds, tools and fertilizers, in cooperation with relevant government bodies and competent United Nations and development cooperation agencies.

4.5 The joint assessment mission will determine the specific food commodities and quantities required. The assessment will also determine whether cereals are to be provided in whole grain or as flour. For practical, nutritional and environmental reasons, it is generally preferable to provide flour in the early stages of an emergency, but such provision may be difficult to sustain in protracted operations. If whole grain is provided, local milling capacity must be available. The ration should include compensation for milling costs (normally between 10 and 20 per cent of the cereals provided), if these costs are borne by the beneficiaries. WFP is responsible for mobilizing the necessary resources for milling and will provide milling facilities for the beneficiaries where feasible. Women will be particularly encouraged to play a key role in the management of the milling services, when appropriate.

4.6 WFP and UNHCR will maintain effective systems for monitoring their commodity pipelines and will keep each other closely and regularly informed, at both the country office and regional bureau levels, of any significant developments. UNHCR and WFP will consult immediately should it become clear that either organization may not be able to ensure the timely arrival (including milling) of food and non-food commodities under their responsibility, whether because of unavailability of resources, delayed deliveries, logistical problems, or other constraints. Systems should be put in place to ensure that such information is available at least three months in advance. As a consequence, appropriate remedial action will be taken jointly, such as the issuing of joint donor appeals, press statements, temporary modifications of the food

basket composition to maintain the agreed-upon energy (kcal) level and any other action agreed upon at the field and regional levels.

## **5. RESPONSIBILITIES FOR FOOD DELIVERY AND DISTRIBUTION**

5.1 WFP is responsible for the timely transport to agreed-upon extended delivery points (EDPs) of sufficient quantities of those food commodities it is responsible for mobilizing (specified in article 4.1). WFP is also responsible for storing these commodities at the EDPs, and for managing the latter. WFP will keep UNHCR informed of the in-country logistic arrangements made to implement the agreed-upon programme.

5.2 UNHCR is responsible for the timely transport and for the storage of sufficient quantities of those food and non-food commodities it is responsible for mobilizing (specified in article 4.2). Unless otherwise agreed, UNHCR is also responsible for the transportation of WFP food commodities from the EDPs to the final delivery points (FDPs) and for their final distribution to beneficiaries. Responsibility is assumed ex-warehouse (i.e. EDP) or free-on-truck/free-on-rail, taking into consideration practice in the country. UNHCR will keep WFP informed of the logistical arrangements made to implement the agreed-upon programme.

5.3 The location of an EDP is proposed by the country offices, in accordance with agreed-upon Guidelines for Locating EDPs and Operating EDP Storage Facilities, and confirmed by UNHCR and WFP regional bureaus. The location selected should minimize overall costs and maximize management efficiency warehousing space can be made available to ensure regular final distribution and the most efficient possible onward transportation, thus avoiding the need for further intermediate storage or trans-shipment between the EDP and the distribution location. Management and security considerations are particularly important. The distribution site should also be as close as possible to households, to minimize the burdens and risks to women managing food distribution and/or collecting the food.

5.4 Arrangements for the final distribution of food commodities to beneficiaries are agreed-upon jointly by the government, UNHCR and WFP, in consultation with beneficiaries, particularly women's committees, and in conformity with the established commodity distribution guidelines. These arrangements will respect UNHCR and WFP's policy of ensuring the maximum possible appropriate involvement of the beneficiary community, and of women in particular, in all aspects of distribution. The final distribution of food commodities will be normally the responsibility of an implementing partner of UNHCR (except in those countries selected for the pilot activities mentioned in article 5.8), whose designation shall be jointly agreed upon by UNHCR and WFP. The distribution modalities and the responsibilities of the implementing partner for reporting on the distribution and use of food commodities are the subject of a tripartite agreement among UNHCR, WFP and the implementing partner. Tripartite agreements will be signed in every joint operation. UNHCR is responsible for ensuring, in collaboration with WFP, that implementing arrangements also provide appropriate guidance to beneficiaries on their entitlements, distribution schedules and how to prepare food in a manner that minimizes cooking time and safeguards the food's nutritional content.

5.5 Bearing in mind the broader context in which the food distribution process takes place, and its impact, in particular on the protection situation of the assisted population, the country office of either UNHCR or WFP may, at any moment, request modifications to the pattern of distribution, or stop distribution altogether, if deemed appropriate. Should the country office of either agency disagree with this request, the matter will be submitted to the corresponding regional bureaus of both organizations for final joint decision. Pending this final resolution, the process of food distribution will proceed as previously agreed. 5.6 In targeted feeding programmes such as school feeding and food for work, and in non-camp situations in the country of asylum or in situations where food assistance is targeted to both IDPs and refugees, UNHCR and WFP may agree to transfer the responsibility for distribution to WFP.

5.7 There is no automatic retroactive entitlement when full distribution of the agreed-upon ration has not been possible. The decision on any exceptional retroactive distribution will be made jointly by UNHCR and WFP and will be based on substantive evidence of any negative effects of the reduced ration on refugees' well-being.

5.8 On a pilot basis and for an initial duration of 12 months (per country), WFP will assume, at its own cost, responsibility for the final distribution of the basic food ration in five refugee programmes. The pilot country programmes will be selected jointly by UNHCR and WFP based upon jointly agreed criteria and in consultation with the concerned WFP/UNHCR country teams. For the countries in which WFP will take responsibility for food distribution, WFP and UNHCR will agree on transitional provisions so as to ensure a smooth hand-over of related responsibilities. The pilot activities will be jointly evaluated. The findings of that evaluation and their implications will be the subject of further discussions between UNHCR and WFP.

5.9 UNHCR will maintain its responsibility for distribution of food in selective feeding programmes.

## **6. RESPONSIBILITIES FOR FUNDING AND APPROACHES TO DONORS**

6.1 UNHCR and WFP will each mobilize the cash and other resources necessary for the discharge of their respective responsibilities.

6.2 UNHCR and WFP will ensure that the resource implications for each organization are set out in all approaches to donors and related documentation in a manner that makes these responsibilities and their complementarity clear. Details on country-specific landside transport, storage and handling (LTSH) and distribution costs will be provided. Approaches to donors will be coordinated, and UNHCR will share with WFP in advance the text covering food needs in any appeal to donors. Joint approaches will be made whenever appropriate, both at the start of a new operation and at any time should it appear that the response of donors will not ensure the timely delivery of the necessary relief items.

6.3 UNHCR and WFP will urge donors to pledge commodities and cash for all food requirements under this MOU through WFP. Sole exception will be for the few food items that UNHCR is responsible for mobilizing. WFP will manage all contributions channeled through it, and coordinate and monitor donor pledges and shipments, including bilateral and non-

governmental donations, of all commodities, seeking to adjust delivery schedules as necessary. UNHCR will be kept informed accordingly.

6.4 WFP will seek to ensure that bilateral food resources for refugees (and asylum seekers), returnees and IDPs falling under this agreement, whether channeled through WFP or not, are accompanied by the full cash resources needed to cover LTSH and other related support costs.

6.5 UNHCR will support WFP's specific approaches to donors to provide cash for local, regional or international purchase, so as to ensure that the needs of beneficiaries are met in the most timely and cost-effective manner possible. UNHCR will also support WFP's general approaches to donors for cash contributions to bring the Immediate Response Account (IRA) up to, and maintain it at, the approved level, and for contributions to any similar fund, so that WFP can respond swiftly to new emergency food needs.

## **7. MONITORING, REPORTING AND EVALUATION**

7.1 UNHCR and WFP are both responsible for operational reporting and ongoing monitoring. They will establish an effective monitoring and reporting system for each operation under this MOU, with special attention given to gender-specific quantitative and qualitative data on the socio-economic status of beneficiaries. The agreed-upon distribution of responsibilities for monitoring activities will be specified in the Joint Plan of Action developed in each operation under this MOU. The responsibilities of the government or any other implementing partner entrusted with the distribution of WFP food will be set out in the tripartite agreement (referred to in article 5.5) in a manner that allows effective programme management and meets WFP's and UNHCR's responsibilities to donors. This agreement will require the partner entrusted with distribution to report directly to both WFP and UNHCR on the distribution and use of WFP food. UNHCR and WFP field staff will undertake periodic joint monitoring activities at the food distribution sites (which includes food basket monitoring activities) and at the household level (which includes post-distribution monitoring of the end use of the distributed commodities). The capacity of refugees and local communities to contribute to monitoring and evaluation of projects should be taken into account.

7.2 UNHCR and WFP will seek to have multilateral donors accept the standard reports and documentation provided to their Executive Committee and Executive Board, respectively, as fulfillment of reporting requirements, instead of requiring donor-specific reporting.

7.3. The evaluation services of UNHCR and WFP will organize joint evaluations as appropriate, taking into account the scale and complexity of operations covered by the MOU. When an evaluation of a joint operation is organized by one organization, the other shall be informed and invited to participate.

## **8. COORDINATION**

8.1 Close cooperation and regular exchange of information between UNHCR and WFP at the field level are essential. This should also enable the resolution of existing and potential problems without referring them to Headquarters or to the regional bureaus. Focal points or liaison officers

will be appointed in both UNHCR and WFP field offices to deal with operational matters covered by the MOU.

8.2 The UNHCR and WFP country offices, in liaison with the relevant government authorities as appropriate, will establish and maintain food aid coordinating mechanisms that allow regular consultation and exchange of information with multilateral and bilateral donors, the diplomatic community, other relevant United Nations organizations and NGO partners. Moreover, for each operation, WFP will establish and chair a joint food security committee. The government and all interested partners will be invited to participate and exchange information on all issues pertaining to food aid, non-food related assistance, food security and nutrition relevant to that operation.

8.3 WFP and UNHCR will share with each other the project documents for assistance under the MOU before they are finalized. Letters of Understanding (LOUs) between WFP and the government will expressly provide for full access to and monitoring by both organizations of all aspects of the operation covered by the LOU. WFP will request UNHCR's association (as an observer or as otherwise agreed) with discussions pertinent to the LOU when it concerns people falling under UNHCR's mandate.

8.4 WFP and UNHCR will collaborate on public information activities to promote awareness of the food security and related non-food needs of beneficiaries, understanding of each organization's role, and support for the work of each organization in addressing these needs. In all joint operations, WFP and UNHCR will regularly acknowledge the role of the other to both the media and the general public in order to ensure the common goal of donor and host government support. At the field level, there should be adequate visibility for each organization.

8.5 At the Headquarters level, coordination on operation-specific matters is the responsibility of the respective operations managers or bureau directors. Joint field missions will be undertaken when warranted by specific situations. Coordination for commodity and resource mobilization issues is the responsibility of the respective resource mobilization services. Responsibility for coordinating overall policies and functional issues lies with the respective directors of UNHCR's Division of Operational Support and WFP's Operations Department, who will encourage direct contact among the technical, logistic and programme coordination staff concerned.

8.6 When either UNHCR or WFP is elaborating or developing emergency response capacities, systems and guidelines or taking any other action that could potentially benefit (or duplicate) the work of the other, the responsible unit in the other organization is to be informed. Furthermore, every effort should be made to maximize the benefits to both.

8.7. UNHCR and WFP will collaborate, as appropriate, on transport and logistics issues, at both the field and Headquarters level, to ensure coordination and best use of their assets and resources. Where possible, this will include regular information exchange, joint logistics planning, and use of common services and tools.

8.8. UNHCR and WFP will exchange information, collaborate and coordinate activities in regards to the safety and security of staff and beneficiaries. UNHCR and WFP will work together

to enhance the United Nations Security Management System and, while doing so, promote an integrated approach to staff safety and security for the United Nations and NGO implementing partners.

8.9. UNHCR and WFP will collaborate, as appropriate, on telecommunications and information technology issues, at both the field and Headquarters level, to ensure coordination and best use of their assets and resources. Collaboration in the area of geographic information, such as Geographic Information Systems (GIS), Global Positioning System (GPS) and satellite imagery, will be strengthened to increase inter-agency collaboration and sharing of relevant data in standardized formats.

8.10. UNHCR and WFP will collaborate as appropriate in formulating and implementing joint policies and strategies aimed at promoting gender mainstreaming in all activities. The two agencies will make every attempt to implement joint operations in full respect of their common commitment to enhance the status and role of women. Task forces or gender theme groups at the field level would follow up on the strategies elaborated at Headquarters and would formulate joint action plans.

8.11 Each organization will develop and maintain its own training materials for discharging its responsibilities. Joint workshops will be organized, with priority given to the field. These workshops will focus on enhancing the skills and knowledge required for joint support to operations falling under this MOU. In addition, each organization will invite the other to participate in courses of a more general nature, such as emergency management training, nutrition and vulnerability assessment.

8.12 Joint Headquarters-level meetings with governments and other parties concerned in specific country or regional operations will be organized as required. If either UNHCR or WFP organizes a meeting with external bodies on operations covered by the MOU, the other organization will be invited.

8.13 Both agencies are committed to ensuring adherence by their staff and those of the partner organizations to their respective codes of conduct and/ or other internationally agreed-upon principles of accountability pertinent to humanitarian workers.

## **9. GENERAL PROVISIONS**

9.1 This revised MOU shall come into effect on the date of its signing and supersedes the revised MOU dated March 1997.

9.2 It governs cooperation in all operations covered by its terms except those operations, or parts thereof, that may be specifically excluded by mutual agreement.

9.3 Should there be disagreement between the respective country offices on a course of action, the matter will be submitted to the corresponding regional bureaus of both organizations for resolution. If it is not possible to reach an agreement at the regional level, the matter will be

referred to the Assistant Executive Director for Operations of WFP and to the Assistant High Commissioner of UNHCR for final resolution.

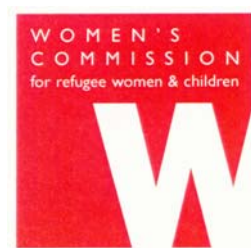
9.4 Whenever the timely supply of the agreed-upon food and related relief items and services to the jointly identified beneficiaries is delayed or totally disrupted, UNHCR and WFP will jointly investigate all possible remedial actions to be taken and the modalities for resourcing.

9.5 The MOU may be modified at any time by mutual written agreement.

## **Annex VII**

### **UNHCR's Five Commitments to Refugee Women**

1. All offices will continue training and other on-going activities to encourage the active participation of women in all management and leadership committees of refugees in urban, rural and camp settings, including return areas. Where it is not already the case, the aim is to accelerate progress towards ensuring that 50 percent of representatives are women.
2. UNHCR commits to the individual registration of all refugee men and women and to provide them with relevant documentation ensuring their individual security, freedom of movement, and access to essential services. This commitment is reiterated by the conclusion on registration adopted by the 52<sup>nd</sup> Session of the Executive Committee Meeting of UNHCR.
3. Recognizing that sexual and gender based violence continues to be a severe impediment to the advancement of women and the enjoyment of their rights, UNHCR commits to developing integrated country-level strategies to address it.
4. To the extent possible, UNHCR will continue to ensure that refugee women participate directly and indirectly in the management and distribution of food and non-food items.
5. The provision of sanitary materials to all women and girls of concern will become standard practice in all UNHCR assistance programs. The Deputy High Commissioner has already instructed all offices to prioritize and recognize provision of these materials as central to women's dignity and health.



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