



WFP Gender Policy 2003- 2007 Enhanced Commitments to Women to Ensure Food Security

2004 Baseline Survey

Global Report

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Acronyms

AG	adolescent girl
AMC	Asset Management Committees
CAP	Consolidated Appeal Process
CCA	Common Country Assessment
CO	country office
CP	country programme
DEV	development operation
DRC	Democratic Republic of Congo
DSC	direct support cost
EB	Executive Board
ECW	Enhanced Commitments to Women
EMOP	emergency operation
ENA	emergency needs assessment
FDC	food distribution committees
FEH	food entitlement holder
FFA	food for assets
FFT	food for training
FFW	food for work
GFD	general food distribution
GFP	gender focal point
GFT	gender focal team
GG	gender gap
GR	gender ratio
HH	head of households
HIV/AIDS	human immunodeficiency virus/acquired immune deficiency syndrome
IASC	Inter-Agency Standing Committee
IDPs	internally displaced person
IGA	income-generating activities
ILO	International Labour Organisation
MCH	mother-and-child health
M&E	monitoring and evaluation
MERET	managing environmental resources better to enable transitions to more sustainable livelihoods
NFE	non-formal education
NGO	non-governmental organization
NR	not relevant
ODB	Asia Regional Bureau
ODC	Middle East, Central Asia and Eastern Europe Regional Bureau
ODD	West Africa Regional Bureau
ODJ	Southern Africa Regional Bureau
ODK	East and Central Africa Regional Bureau
ODO	Office of Director of Operations
ODOC	other direct operational costs
ODPC	Latin America and Caribbean Regional Bureau
OEDP	Office of Performance and Measurement Reporting
OEDR	Results-Based Management Division
PLM	pregnant and lactating mothers
PDP	Policy, Strategy and Programme Support Division
PGM	Programme Guidance Manual
PPS	probability proportional to size (sampling methodology)

PRRO	protracted relief and recovery operation
PRSP	Poverty Reduction Strategy Paper
RB	Regional Bureau
SEA	sexual exploitation and abuse
SPR	standard project report
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping
WFP	World Food Programme
WHO	World Health Organization

EXECUTIVE SUMMARY

The 2004 Survey on the Enhanced Commitments to Women (ECW) is a comprehensive quantitative study undertaken in 48 countries in order to depict current implementation of WFP Gender Policy 2003–2007. It will serve as a baseline against which to measure results in the follow-up study to be conducted in 2007.

The selection of countries to take part in the survey was based on a variety of **criteria**, including operational expenditure, beneficiary numbers, continuation of WFP assistance in the medium term, security considerations, geographical representation and country office staff availability and interest.

The survey comprised two levels of analysis: the country office self-assessment and the site-level survey. All 48 countries conducted the country office self-assessment and of these, 27 also undertook the site-level surveys.

The main purpose of the **country office self-assessment** was to observe whether the ECW are reflected in the approved WFP project/programme documents and if they were actually implemented. It focused on three areas: WFP programme activities (nutrition, school feeding, food for training, food for work and relief), gender mainstreaming, advocacy and human resources at country office level, and WFP agreements with cooperating partners.

Questionnaires were filled out by senior management, gender focal points, vulnerability analysis and mapping officers, programme officers, nutritionists, HIV/AIDS and human resources focal points in the country offices.

The main purpose of the **site-level survey** was to verify to what extent the ECW were actually implemented in the operational sites. It covered the following activities: nutrition; food for training; food for work and relief. For the food for training and food for work and relief areas, primary data were collected by trained enumerators through field visits at the operational sites. Data on the nutritional sites were gathered at the country office or at the sub-offices. The implementation of ECW II (related to school feeding activities) was measured by using data available either at the School Feeding Unit in Headquarters or at the ministries of education of the surveyed countries.

KEY SURVEY FINDINGS

NUTRITION (ECW I): Meet the specific nutritional requirement of expectant and nursing mothers and adolescent girls and raise their health and nutritional awareness

Achievements:

- At 89 percent of the sites, **micronutrient-fortified food** was provided to all the pregnant and lactating mothers assisted under the nutrition interventions during the six months before data collection (ECW I.1).
- In the majority of sites (90 percent) at least half of assisted pregnant and lactating mothers attended **awareness-raising sessions** on nutrition, health and caring practices (ECW I.3).

Shortcomings:

- In only 19 percent of sites were **deworming** medications provided, in collaboration with partners, to pregnant (second and third trimesters) and lactating mothers assisted under nutrition interventions (ECW I.2).
- In many sites **adolescent girls** were not targeted at all. Furthermore, data on their presence were frequently not available because the age category 10–19 is not captured through the classification employed by the current monitoring system.
- In barely 61 percent of sites were awareness-raising sessions on **HIV/AIDS prevention** offered (ECW I.3).

SCHOOL FEEDING (ECW II): Expand activities that enable girls to attend school

Achievements:

- Overall, 48 percent of the school pupils to whom WFP food assistance was provided in 2004 were girls, nearly achieving the 50 percent target set by the Gender Policy (ECW II.1).

Shortcomings:

- **Primary schools:** The gender gap, which measures the gap between the number of boys and the number of girls enrolled in school, varies significantly across countries. For primary schools, it is greater than 15 percent in one third of the countries involved in the ECW baseline survey (ECW II.2).
- **Secondary schools:** In one third of the countries under survey the gender gap in secondary schools is at least 25 percent in every area where primary education is already supported by WFP. In one quarter of the countries the gender gap reaches 25 percent in at least half of the assisted areas (ECW II.3).

FOOD FOR TRAINING AND FOOD FOR WORK ACTIVITIES (ECW III): Ensure that women benefit at least equally from the assets created through FFT and FFW

Food for training

Achievements

- Overall, **women** accounted for **61.2 percent** of trainees, which is not too far from the 70 percent target set by the Gender Policy ECW III.1.
- In most of the surveyed sites trainees were involved, to a good extent, in defining FFT activities (ECW III.2).
- In almost all sites where ration cards and/or distribution lists were in use, every trainee received a food ration card in her/his name or was personally listed on the participants list (ECW III.4).

Shortcomings

- **Data on adolescent girls** were often not available. (However, in 88 percent of sites adolescent girls were not involved in the FFT activity).

Food for work

Achievements

- Overall, **females (women and adolescent girls)** accounted for **55 percent** of FFW workers.
- Participants in FFW activities received an individual or household food ration card in his/her name in almost all (**98 percent**) of the sites (ECW III.4).
- In 62 percent of the sites, if a woman was assigned a task too burdensome she could request a lighter task. To enhance women's participation in FFW activities, **complementary services** (such as flexible timing and working shifts, adequate security, sanitation, special illness arrangements, child-care arrangements, etc.) were also offered at the sites, although to a limited extent. Flexible timing and working shifts were the services offered most often (in 74 percent of sites).

Shortcomings

- **Participatory consultation with beneficiaries to define the FFW activity** did not take place in 36 percent of the sites. This is a high percentage, considering that WFP is committed to participatory approaches.
- Some **complementary services** were offered at few sites: adequate security (38 percent of sites), sanitation and special illness arrangements (28 percent) and child-care arrangements (only 4 percent) (ECW III.3).

RELIEF/GENERAL FOOD DISTRIBUTION (ECW IV): Contribute to women's control of food in relief food distributions of household rations

Achievements:

- Both male and female beneficiaries were well aware of **food distribution modalities**, especially of ration size (83 percent of sites), ration composition (70 percent) and distribution schedule (70 percent) (ECW IV.6).
- In those countries where polygamy exists, 63 percent of the sites listed wives separately as food entitlement holders or provided them with a ration card in their name (ECW IV.4).
- In 73 percent of sites **women were encouraged to collect the food**. In 73.5 percent of sites women delegated the collection of food "sometimes", the most common reasons being health (87 percent of sites) and household workload (51 percent of the sites) (ECW IV.7).

Shortcomings:

- **Consultations to select the location of food distribution points** took place in fewer than half (48 percent) of relief sites. In half of such sites in which consultations took place women were not even consulted (ECW IV.1).
- An assessment to identify the need for **special packaging** was conducted in only 21 percent of operations surveyed (ECW IV.2).
- The site-level survey revealed that ration cards were issued in women's names in 63 percent of the sites (ECW IV.3). This measure was more likely to be implemented when women were **heads of households**.
- Beneficiaries were not well aware of the fact that they are to provide no services or favours in exchange for receiving the rations, nor of the **channels** in place to report cases of abuse linked to food distribution. The field-level survey showed that women were aware of such mechanisms in only 38 percent of sites and men were aware of them in 43 percent of the sites.

PARTICIPATION IN DECISION MAKING (ECW V): Ensure that women are equally involved in food distribution committees and other programme-related local bodies

Achievements:

- Positive results were found regarding participation of women in food distribution committees related to **FFW activities**. Beneficiary-level food distribution committees were in place in 92 percent of the FFW sites, and women were at least half of the representatives and at least half of the executive-level members in about 70 percent of these sites.
- In **food distribution committees** established in relation to **FFT activities**, women were at least half of the representatives and at least half of the executive-level members in about 80 percent of surveyed sites *where committees were in place*. This result is not surprising, as in most of the countries under survey women accounted for a high proportion of FFT participants.

Shortcomings:

- Beneficiary-level committees were **often not in place** for relief activities (51 percent of sites) and FFT activities (only 21.5 percent of sites).
- **Participation of women** in food distribution committees for relief activities was **not very high**. Not often (38 percent of the sites) did women comprise at least half of the representatives and at least half of the executive-level members.
- In only 45 percent of the FFW activity sites were women at least half of the representatives and at least half of the executive-level members on **asset management committees**.
- **Leadership training for women** participating in committees was not sufficiently provided for all activities (at 28.5 percent of the relief sites, 31 percent of FFW sites and 54 percent of FFT sites).

GENDER MAINSTREAMING (ECW VI): Ensure that gender is mainstreamed in programming areas

Achievements:

- In most of the country offices (84 percent) gender issues related to vulnerability have been identified at the national or local level. In 67 percent of country offices secondary data

analysis based on sex-disaggregated data has been carried out during the VAM process since January 2003.

- In 63 percent of country offices programme reviews and evaluation exercises specifically analysed and referred to sex-disaggregated data.
- Sixty-three percent of country offices that submitted project documents for approval since January 2003 have budgeted money for activities related to the implementation of the ECW.
- Seventy-two percent of active agreements signed with governments since January 2003 explicitly outlined ECW-related priorities as appropriate to the context.

Shortcomings:

- In only half of country offices did contingency plans prepared since January 2005 explicitly reflect and address gender issues.

ADVOCACY (ECW VII): Contribute to an environment that acknowledges the important role women play in ensuring household food security and that encourages both men and women to participate in closing the gender gap

Achievements:

- In all country offices a gender focal person or a gender focal team was designated.
- All country offices developed an advocacy strategy addressing the key role women play in household food security.
- Almost all Common Country Assessments, United Nations Development Assistance Frameworks, Poverty Reduction Strategy Papers and Consolidated Appeal Processes make specific reference to gender issues.

Shortcomings:

- Advocacy messages are not always translated into local language(s), and not often distributed to local communities.

Survey design and implementation

Background and purpose of the survey

Gender Policy 2003–2007 and 2004 ECW baseline survey initiative

WFP's mission is to provide access to food to hungry men, women and children in situations of acute and chronic food insecurity, thus contributing to ensure household food security.

Within this overall mission, and together with cooperating partners, host and donor governments, the United Nations system, the Bretton Woods Institutions, non-governmental organizations (NGOs) and beneficiary communities, WFP strives towards the goal of gender equality. WFP considers its particular niche to be working with and for women to achieve household food security, thus contributing to the United Nations Millennium Development Goals of halving the number of people who suffer from hunger, eliminating gender disparity in primary and secondary education and reducing by three quarters the maternal mortality ratio – all by the year 2015.

Since 1995, WFP has pursued five Commitments to Women (1996–2001) that are linked to the critical areas of concern of the Beijing Platform for Action and are built on the key roles women play as managers of food and as guardians of food security in the household.

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

In October 2002 WFP adopted a new Gender Policy which took into consideration the findings and recommendations from the review process. The Policy outlined a combination of positive measures for women and gender mainstreaming tools, including eight Enhanced Commitments to Women (ECW) for the period from 2003 to 2007. Approved by the Executive Board in late 2002 (EB 3/2002/4-A), the ECW are currently being implemented in all WFP programmes worldwide.

The ECW build on the previous Commitments and focus on strengthening the implementation approach. They consider women's special nutritional needs at critical times in their lives, promote women's and girls' participation in and benefit from food-assisted activities that create human and physical assets, and support women's and girls' effective participation in decision-making.

WFP's eight ECW focus on the following areas:

- Nutrition (ECW I)
- Education (ECW II)
- Human and physical asset creation (ECW III)
- Relief food distribution (ECW IV)
- Participation in decision-making (ECW V)
- Mainstreaming gender perspective in programme activities (ECW VI)
- Advocacy (ECW VII)
- Human resources (ECW VIII)

Each commitment is further elaborated through various sub-commitments (totalling 41). These propose specific measures and targets intended to guide WFP country offices in empowering women and reducing gender gaps, with an ultimate view to improving household food security for the most vulnerable.

Some new features of the ECW at programme level are:

- **Women's enhanced control of food.** The ECW will contribute to women's control of food in relief food distributions with the issuance of household food ration cards in women's names, with food delivered either directly to the women or in a manner preferred by them, and through full transparency in the distribution system.
- **Strengthened emphasis on adolescent girls.** As adolescence is a critical period of life – especially for girls, from both a nutritional and social point of view – WFP's assistance portfolio will be enlarged (if resources are made available) to support secondary school education and food-for-training (FFT) activities for adolescent girls in places where gender gaps are greatest.
- **Food for training.** Emphasis is made on food assistance to training activities for women and adolescent girls that combines nutrition and health education with training in marketable skills and in life skills such as functional literacy, numeracy and knowledge of legal, political and social institutions.

The ECW cover various thematic areas, and are also applicable to all programme categories: development projects (CP/Dev), protracted relief and recovery operations (PRROs) and emergency operations (EMOPs). The ECW baseline surveys are cross-cutting thematically and by programme type.

Better implementation and monitoring

One of the major lessons for WFP derived from its one-year consultation and evaluation process to prepare the Gender Policy 2003–2007 was that while the focus of its Commitments to Women 1996–2001 was appropriate, their implementation was uneven. This lesson called for strengthening the implementation approach, especially with respect to monitoring progress toward achievement of the expected results in 2007.

Thus, the Gender Policy 2003–2007 calls for systematic monitoring and evaluation mechanisms for all Commitments, including baseline surveys in 30 to 40 priority countries, in order to set realistic targets and establish benchmarks against which to measure results. The results of the 2004 ECW baseline survey are the principal focus of this report.

The 2004 ECW baseline survey looks at activity- and output-level implementation of the eight ECW. The outcome level (the mid- and long-term effects on beneficiaries) is not intended to be reflected in this survey.

Funding

In 2003 the Gender Unit received an internal allocation totalling US\$1 million (ECW Baseline Fund) initiated at the request of the Executive Director. The allocation covers:

- technical assistance for the design and testing of the survey methodology and instruments;
- training for country office focal points on baseline rationale and implementation;
- technical assistance to country offices on survey preparation and implementation, including enumerator training; and
- funding of survey activities where country office resources are insufficient.

In addition, since the approval of the Gender Policy in October 2002, all programme and budget plan documents submitted to the Programme Review Committee (PRC) were reviewed to ensure that, where possible, the field-level costs of the proposed ECW baselines were appropriately mainstreamed under Direct Support Costs (DSC) or Other Direct Operational Costs (ODOC).¹

A contribution from the Canadian International Development Agency was allocated in 2003 for the design of, and to build staff capacity for, the ECW baseline survey.² Additional resources

¹ Approximately US\$250,000 mainstreamed in ODOC and DSC were used to fund the site-level survey at country level.

² A total of US\$100,000 was received.

from the New Zealand Agency for International Development assisted Indonesia and Myanmar to undertake the ECW field-level surveys.³

Implementation strategy: Selection of countries and training

Survey design and methodology

The 2003–2007 Gender Policy constitutes the conceptual basis for the ECW baseline survey. It provides the foundation for the logical framework matrix comprising all indicators, on the basis of which the questionnaires were elaborated. The design and development of the ECW logical framework and questionnaires was carried out by the Headquarters Gender Unit, in close consultation with selected country offices, all regional bureaux and concerned Headquarters divisions.

To ensure that ECW baseline data be collected in a consistent and coherent manner, and that it ultimately yield valuable programme management and decision-making information for country offices, an in-country consultation and a feasibility study were carried out to test the applicability of the tools prior to their finalization. The feasibility study was carried out in June 2003 in Uganda and Rwanda in the East and Central Africa Bureau (ODK).⁴ This included in-depth consultation with colleagues from the ODK and the country offices on the draft survey design, and preliminary site testing of the draft questionnaires. The feedback obtained during the in-country consultations and the field testing was used to further refine the overall survey tools and methodology.

The Implementation Strategy was distributed in August 2003 after endorsement by the Directors of ODO, OEDR and PDP. It included an explanatory note on the survey strategy and survey questionnaires developed in draft form and about to be pre-tested. These pre-tests were carried out in August and September 2003 in Uganda, Rwanda, Bangladesh and Afghanistan; the latter two countries were selected to ensure testing in different WFP programme environments and settings.

The survey suffered a setback in December 2003.⁵ To simplify the process, avoid further delays, and lighten country offices' workload, a revised implementation strategy was developed in March 2004.⁶ A number of indicators originally intended for the survey were removed and others simplified. The revised implementation strategy was based on a two-level approach. At the first level, all participating countries would complete the country office self-assessment survey, which mainly covered design issues. At the second level, only countries willing to collect primary data would undertake the site-level phase.

The country office self-assessment did not require any primary data collection; the country offices were asked to fill out one questionnaire for each activity implemented at the time of the survey under each operation. (EMOP, PRRO and/or CP/Dev). Answers were provided by the concerned programme officers/focal points at the country office. The site-level survey involved primary data collection through field visits conducted by trained enumerators.

Design of questionnaires

In total, 12 questionnaires were designed. Five questionnaires were prepared for the self-assessment phase to cover the following programming areas: nutrition, education, food for training, food for work and relief food distribution. Four questionnaires were prepared for the site-level exercise to cover nutrition, food for training, food for work and relief. The self-

³ A total of US\$87,000 was received.

⁴ The ODK region was selected for the following reasons: many ODK countries had been chosen to conduct the baseline survey; the region provided thematic variety and various programme categories; and it offered the possibility of mainstreaming the HIV/AIDS dimension into the overall ECW survey framework.

⁵ The main consultant who had worked in developing the survey process became unavailable unexpectedly.

⁶ In 2004, the Office of Performance and Measurement Reporting (OEDP) initiated results-based management (RBM) baseline studies on WFP's five strategic priority areas at the start of new operations. There was discussion of whether the two studies could be combined, but it was determined that they had entirely different purposes and required different information.

assessment questionnaires required a self assessment at the country office; the site-level questionnaires required visits by enumerators to a sample of sites. Obviously the kind and number of questionnaires applicable in each country depended on its programme portfolio. Two other questionnaires were also designed: one on gender mainstreaming, advocacy and human resources at the country office; and the other on agreements signed with partners. Both required only a self-assessment at the country office. Finally, a questionnaire to collect data on enrolment of boys and girls in secondary school was developed. No data collection was required to complete this questionnaire: the programme officers/focal points retrieved the data (when available) from the ministry of education or other relevant local bodies.

Selection of countries

The criteria for selection of countries to take part in the ECW baseline survey initiative included:

- operational expenditure;
- beneficiary numbers;
- continuation of WFP assistance in the medium term;
- security considerations;
- geographical representation; and
- country office staff availability and interest.

Forty-eight countries conducted the country office self-assessment and of these, twenty-seven also undertook the site-level surveys.⁷

Table 1 – Countries under survey

	Countries that conducted only the self-assessment survey	Countries that conducted both the self-assessment and the site-level surveys
ODB	Cambodia, India, Nepal	Bangladesh, Indonesia, Myanmar
ODC	Algeria, Georgia, Iran, Pakistan, Tajikistan	Afghanistan, Armenia, Azerbaijan, Yemen
ODD	Burkina Faso, Cape Verde, Gambia, Guinea, Guinea Bissau, Liberia, Mali, Niger	Chad, Mauritania, Sierra Leone
ODJ	Mozambique	Angola, Malawi, Zambia, Zimbabwe
ODK	DRC ⁸ , Kenya, Somalia	Burundi, Djibouti, Eritrea, Ethiopia, the Congo, Rwanda, Sudan, ⁹ Tanzania, and Uganda
ODPC	Honduras	Bolivia, Colombia, Haiti, Nicaragua
TOTAL	21	27

Total number of countries under survey: 48

Regional training of trainers workshops

In September 2003, the Gender Unit prepared a training manual to support the focal points in carrying out the survey in their respective countries. The training manual and the questionnaires were translated and made available in English, French and Spanish. The Headquarters ECW baseline team organized five training workshops (three in English, one in

⁷ In May 2003 all the country offices concerned had agreed to their participation in the initiative; ODO also approved the selection of each country chosen for the ECW baseline survey.

⁸ Democratic Republic of the Congo also conducted the site level part of the survey, but later than the other countries. The results were therefore not included in the global aggregation object of this report.

⁹ For practical reasons, the implementation of the survey in Sudan was conducted separately in the northern and southern sectors within the country.

French, one in Spanish) for 75 ECW baseline focal points from 47 country offices¹⁰ between the end of September 2003 and mid-July 2004.¹¹ Focal points from regional bureaux also attended. These workshops provided the focal points with comprehensive training material to successfully train enumerators and implement the surveys in their respective countries. The training covered the questionnaires, guidance on enumerators' selection, training and management, selection of sites, development of estimates for budgeting the costs of the survey, and other major critical steps of the survey.¹²

Survey implementation at country offices

Self assessment and site-level survey implementation

The Headquarters baseline team asked all 48 in-country focal points to provide information on the **project portfolio** (a standard form providing an overview of the activities ongoing in the country) in order to be sent the appropriate self-assessment questionnaires. Almost all the 48 countries under survey completed the self-assessment questionnaires by 30 August 2004.

WFP country offices were responsible for the organization and implementation of the site-level survey, while the ECW baseline team at headquarters provided technical support and assistance. Twenty-eight countries expressed interest in conducting the site-level survey. They were asked to complete the **sample frame**, a list of all sites where relevant activities were implemented. The following information was required for each site: project type, project number, region, province, district, location, unit name, number of beneficiaries and accessibility (security phase). The focal points were asked to provide a timeline for the ongoing activities in order to exclude those which were to end before the expected starting date of the survey.

The Gender Unit performed the **sampling** of the sites with guidance and backup from the FAFO Institute for Applied International Studies in Oslo. Representative samples were drawn from the sample frames using the *probability proportional to size* sampling technique. Using representative samples helped keep country-level implementation costs and efforts to a minimum.

A **budget proposal** was then prepared by country offices and submitted to the Gender Unit for approval and records. It indicated amounts available at country office level and amounts required from the central ECW Baseline Fund administered by the Gender Unit.

Enumerator training and data collection

In-country focal points identified and selected enumerators to conduct the primary data collection. They were advised to select an equal number of female and male enumerators and to form gender-balanced pairs; this would facilitate group discussions, especially with female beneficiaries. Some countries relied on their food aid monitors, while others hired enumerators. A few countries contracted external firms to collect the data.

The ECW baseline team at headquarters provided the focal points with an enumerator training package for replication and use during training of local enumerators. Training also included a one-day field visit to test the questionnaires. All focal points carried out debriefing sessions with enumerators upon completion of data collection, to collect information for the final country report.

¹⁰ Only the focal point from Mali could not attend the training.

¹¹ The training schedule was as follows: (1) ODD-ODK-ODJ ECW Baseline Training Workshop, held in Khartoum (Sudan) from 28 September to 4 October 2003. (2) ODB-ODC ECW Baseline Training Workshop, held in Teheran (Iran) from 18 to 24 October 2003. (3) ODJ-Portuguese ECW Baseline Training Workshop, held in Luanda (Angola) from 30 October to 4 November 2003. (4) ODD-ODK-ODPC ECW Baseline Training Workshop, held in Rome (Italy) from 21 to 25 June 2004. (5) ODPC ECW Baseline Training Workshop, held in Matagalpa (Nicaragua) from 5 to 10 July 2004.

¹² The Training Manual is available on the gender intranet page in English, French and Spanish at the following address: <http://home.wfp.org/gender/baseline/ECW/baseline.html>.

Completed questionnaires were gathered by the focal points, who undertook a preliminary control of data quality. Copies of questionnaires were sent to Headquarters for data processing. While the deadline was 31 October 2004, a few countries completed the survey months later.

Data analysis, reporting and follow-up studies

Data analysis and preparation of country office reports

The ECW baseline team conducted further data quality control, processed data through SPSS and prepared standard templates with results.

The focal points finalized the advance drafts prepared at Headquarters; the Gender Unit assisted through data analysis, report-writing workshops and missions.¹³ This allowed country offices to explain local circumstances, add qualitative information and share the results with all country office staff before finalizing the report. The process was completed in July 2005.

The Gender Unit presented the self-assessment main findings at the Beijing+10 Conference in New York in March 2005. In June 2005 the findings were presented for information to the Executive Board as part of the mid-term review on the progress of implementation of the WFP Gender Policy (2003–2007).¹⁴

Survey documentation and follow-up studies

All correspondence between the Gender Unit and the country offices, and the main documentation – including project portfolios, lists of sampled sites, budget authorizations and final reports – are filed in hard copies and electronically to document the entire procedure and facilitate the 2007 follow-up surveys.

The implementation strategy, training material, questionnaires and sampling methodology adopted for the survey, as well as the final outputs of both self assessment and site-level surveys, were posted on the WFP Gender Unit intranet page and on the WFP Bulletin Board.

A formal assessment of progress toward ECW goals will take place in 2007 through a follow-up survey, using the 2004 survey as a baseline. The 2007 surveys will collect the same indicators and adopt a strategy similar to that used in 2004, to allow for valid comparisons.

The results of the follow-up studies together with the qualitative case studies conducted by the Gender Unit will provide valuable information for the 2007 end-of-term evaluation of the Gender Policy.

Methodological note

As reported above, the 2004 survey on the ECW was composed of two levels of analysis: the country office self-assessment and the site-level survey.

Country office self-assessment

The main purpose of the country office (CO) self-assessment was: (i) to verify that the ECW are reflected in the approved WFP project/programme documents in the countries under survey; (ii) to see if they were actually implemented; and (iii) to collect information on the institutional status at country office level of implementation of the Gender Policy 2003–2007.

Through the various questionnaires, the CO self-assessment covered the country office overall and the following areas:

¹³ The workshops and missions took place from December 2004 through July 2005. Two workshops were held, each involving five countries: the first in Dubai, UAE (December 2004); the second in Addis Ababa, Ethiopia (February 2005). Missions were undertaken to Armenia, Azerbaijan, Bangladesh (joined by Myanmar), Chad, Colombia (joined by Nicaragua), Indonesia, Republic of Congo, Rwanda, Sudan (joined by southern Sudan) and Zambia.

¹⁴ WFP/EB.A/2005/5-C.

- gender mainstreaming, advocacy and human resources (ECW VI, VII and VIII)
- nutrition (ECW I)
- school feeding (ECW II)
- food for training (ECW III and V)
- food for work (ECW III and V)
- relief (ECW IV and V)
- agreements with partners.¹⁵

For the questionnaire covering the country office overall, country office senior management, VAM officers, programme staff, human resources officers and HIV/AIDS focal points were asked to fill out one CO questionnaire.

The other self-assessment questionnaires covered the activity included in the approved WFP project/programme document(s) of the country under survey. Country offices were asked to fill out one questionnaire for each activity implemented at the time of survey under each operation (EMOP, PRRO or CP/Dev). Answers were provided by the concerned programme officers/focal points in the country offices.

The ECW baseline survey team received the following numbers of self-assessment questionnaires from the 48 countries under survey:¹⁶

- 48 country office questionnaires (one for each country)
- 50 on nutrition
- 59 on school feeding
- 38 on food for training
- 57 on food for work
- 48 on relief/GFD.

Some topics were analysed using two types of questions (A and B questions). Question A required a content analysis of the approved WFP project/programme document under survey; question B aimed at verifying whether the measures were actually put in place even if not explicitly stated in the approved project/programme documents.

The field-level surveys

Twenty-eight countries also participated in the site-level survey, whose main purpose was to verify to what extent the ECW were actually implemented in the operational sites.

The site-level surveys covered the following activities:

- nutrition (ECW I)
- food for training (ECW III and V)
- food for work (ECW III and V)
- relief (ECW IV and V).

The unit of analysis was the site operational at the time of survey.

Data were collected as follows:

- For FFT, FFW and Relief/GFD, trained enumerators visited a sample of operational sites. The questionnaire for each visited site covered interviews with site administrators and cooperating partners, as well as group discussions with male and female beneficiaries.
- The Nutrition questionnaires did not require field visits. In consultation with the Nutrition Unit in Headquarters, it was agreed that information needed for the survey could be gathered at the country office or at sub-offices, where data were already available.

¹⁵ Results on agreements with partners were reported in each ECW baseline survey country report, but were not included in the global report.

¹⁶ The activities of each country under survey were analyzed during the deployment of the survey. The number of questionnaires received for each activity depended on the individual project portfolios and does not correspond to the number of countries under survey because not all activities were implemented in all countries, while some countries had more than one activity under each category.

- Nutrition questionnaires were distributed to country office and sub-offices for completion by the programme staff/nutrition focal points.
- Analysis of ECW II implementation (related to School Feeding) did not require collection of primary data; data were already available either at the School Feeding Unit in Headquarters or at the ministries of education the surveyed countries.
In particular:
 - The percentage of girls receiving assistance from School Feeding (indicator related to ECW II.1) was computed by using the School Feeding beneficiaries figures collected through DACOTA data base (year 2004)¹⁷.
 - The gender gap in WFP-assisted primary schools (ECW II.2) was computed using the gender ratio provided by the School Feeding baseline surveys (from 2001 to 2004).
 - The gender gap in secondary schools (ECW II.3) was computed using figures on gross enrolment available at the ministry of education (or other relevant bodies) of the countries under survey and retrieved by the ECW baseline survey focal point.

Globally, 884 FFT sites, 973 FFW sites and 935 Relief/GFD sites were actually visited; 661 nutrition questionnaires were filled out at the COs and/or sub-offices. Table 2 shows figures disaggregated by country.

Table 2 – Numbers of nutrition questionnaires completed and FFT, FFW and Relief sites visited (by country)

Country	Nutrition questionnaires completed	FFT sites visited	FFW sites visited	Relief / GFD sites visited
Afghanistan	17	16	33	57
Angola	<i>not useful information</i>		64	55
Armenia		38	42	32
Azerbaijan				55
Bangladesh	80	366	140	2
Bolivia		99	110	
Burundi	<i>sampling strategy not approved</i>	4	4	69
Chad	35			13
Colombia	65	21	45	50
Congo, Rep of		8	29	
Djibouti	21	17	5	
Eritrea	7			69
Ethiopia	6			139
Haiti	42		4	25
Indonesia		50	59	97
Mauritania	50		70	
Malawi	43		54	2
Myanmar		23	9	108
Nicaragua	70		70	5
Rwanda	29	16	43	4
Sierra Leone	40	34	8	12
Southern Sudan	3	8	6	27
Sudan	47	12	11	22
Tanzania			35	
Uganda		62	22	65
Yemen	43			1
Zambia	46	110	110	26
Zimbabwe	17			
TOTAL	661	884	973	935

¹⁷ The figures collected through DACOTA are entered (by COs) for each operation as "children receiving school meals" and/or "children receiving take-home rations". For details, see chapter on ECW II.

Terminology and methods

Unit of analysis: For the CO self-assessment, the activity; while for the site-level survey, the site. Therefore the CO self-assessment results refer to the activities, while most of the site-level results refer to the sites.¹⁸

Gender gap measures the gap between the number of boys and the number of girls enrolled in school. It is calculated as the number of boys minus the number of girls divided by the number of boys multiplied by 100:

$$\frac{(\text{no.boys} - \text{no.girls})}{\text{no.boys}} \times 100$$

For example, a 7 percent gender gap means that for each 100 boys enrolled there are 93 girls enrolled and that 7 girls are necessary to reach the gender balance.

Gender ratio is calculated as the number of girls divided by the number of boys:

$$\frac{\text{no.girls}}{\text{no.boys}}$$

The formula to convert the gender gap (GG) into gender ratio (GR) is: $GG = 100(1 - GR)$. For example, a 15 percent gender gap is equivalent to a 0.85 gender ratio, and a 25 percent gender gap is equivalent to a 0.75 gender ratio.

Valid cases are cases (either activities or sites) where the issue was relevant and the answer was given.

Not valid cases are cases (either activities or sites) where an issue was not relevant or the answer was not given.

Percentages

Although the number of self-assessment questionnaires filled for each activity is low, both the CO self-assessment results and the site-level results are presented with percentages, in order to facilitate future comparison.

Percentages have been computed by taking into account only valid cases. (Only for computing the percentage of not valid cases were all cases under survey taken into account).

An asterisk (*) marks the results (by regional bureau) that were computed on a low number of valid cases; it indicates that they cannot be considered very reliable.

Sampling note

Some of the countries involved in the site-level exercise had a large number of sites operational at the time of survey. In these cases a sampling of sites was applied to reduce country office costs and organizational work. The sampling methodology adopted for the site-level survey was developed by the FAFO Institute¹⁹ following a study of WFP operations. The

¹⁸ Results refer to beneficiaries only on the following indicators: percentage of assisted PLMs who received micronutrient-fortified food; percentage of assisted pregnant (second and third trimesters) and lactating mothers who received at least one dose of deworming medication; percentage of girls receiving school feeding assistance; the gender gap (and gender ratio) in the assisted primary schools; gender gap in secondary school enrolment; percentage of females among the FFT trainees and FFW workers.

¹⁹ The support of the FAFO Institute was instrumental for conducting baseline surveys. The FAFO Institute supported the Gender Unit in the development of the sampling design (proposing a sampling strategy and training the Gender Unit on the methodology adopted); in the allocation of the sites to the strata (providing the Gender Unit with an Excel spreadsheet for allocation and selection and backstopping the Gender Unit); and after the data collection (doing the weights readjustments).

cut-off point for using a sampling was set at 60 sites: generally if a country had more than 60 sites for the activity under survey, a sampling was applied. (The limit was kept flexible to accommodate country offices' money and time limits.)

Each country involved in the site-level exercise prepared a list of operational sites (the sample frame) for each activity in progress at the planned time of the survey. The sites to be visited were extracted from the sample frame with a probability proportional to size (PPS) strategy, rather than using a simple random sampling.

With a simple random sampling each site has the same probability ($P = 1/N$) of being included in the sample. With a probability proportional to size, the probability of a site being included in the sample is proportional to its size. Size was determined by the number of beneficiaries assisted; the more beneficiaries assisted, the higher the probability of a site being included in the sample.

The operational sites were divided into three strata according to number of beneficiaries. The first stratum included sites with a high number of beneficiaries, the second sites with a medium number of beneficiaries, the third sites with a small number of beneficiaries. All sites in the first stratum were included in the study, as they represent a large proportion of the assisted beneficiaries. The sites in the second and third stratum were selected by PPS.

Because the size distribution varied widely among countries (and among different activities within a country), the cut-off point to allocate sites to a stratum was decided case by case. No middle stratum was created where two distinct groups were clearly visible.

Within each stratum the sites were ordered geographically (by regions, province, etc.) and selected with a **linear** systematic PPS sampling. Several ways of selecting cases (or primary sample units, PSUs) by PPS exist, but the linear systematic one was chosen because it tended to spread out the sample geographically and to create implicit geographical stratification.

The inclusion probability for a case (or PSU) c in stratum h is the following:

$$p_{h,c} = \frac{N_{h,c} m_h}{N_h}$$

In general, collecting data on samples reduces the financial, organizational and time constraints of a survey. The sampling strategy adopted for the 2004 Survey on the ECW is more effective than a simple random sampling, because sites with more beneficiaries are more likely to be included in the study. Moreover, it assures that the selected sites reflect the geographical distribution of the total operational sites.

Both the allocation principles and the use of PPS sampling strategy lead to samples that are not self-weighting. Hence, expansion weights were used to re-establish the representativeness of the samples and to produce estimates equivalent to the real numbers in the population.²⁰

Unit non-responses always occur in surveys. Non-responses occurred during the site-level surveys (although a relatively small number) because some selected sites were not contacted or they provided no useful information.²¹

When there are unit non-responses in the sample, direct use of the sampling weights produces biased estimations.²² Therefore, a paper review of the completed questionnaires was done both at country office and at Headquarters in order to check whether all the

²⁰ The expansion weights are calculated as the inverse of the sampling probability.

²¹ There are two types of non-responses: unit and item. Unit non-response refers to the non-response of a whole case (i.e. the site); item non-response refers to the lack of information on a specific item for a case (i.e. the fact of issuing ration cards in women's names).

²² The biases generally take two forms: the total may be too small because non-response implies that units that should be added into the total are missing; or, non-responding units may have particular characteristics.

selected sites were visited and provided useful information. In case of unit non-responses weights were readjusted,²³ unless produced by sites no longer (or not yet) operational.

²³ The method of correction of the weights for non-responses used here is the “adjustment cell method”. The effect of the corrections is to increase expansion weights so that the sum of the estimation expansion weights corresponds to the sum of units in the sample frame (less non-existent or non-eligible units). The relative estimation weights are normalized. The sum of the weights is then the sum of the unit records in the data file.

Results from the 2004 Baseline Survey

NUTRITION

ECW I

MEET THE SPECIFIC NUTRITIONAL REQUIREMENTS OF EXPECTANT AND NURSING MOTHERS AND ADOLESCENT GIRLS, AND RAISE THEIR HEALTH AND NUTRITION AWARENESS

Related MDGs:

- Goal 1: Eradicate extreme poverty and hunger
- Goal 4: Reduce child mortality
- Goal 5: Improve maternal health
- Goal 6: Combat HIV/AIDS, malaria and other diseases

Related WFP Strategic Priorities:

- No. 1: Save lives in crisis situations
- No. 3: Support improved nutrition and health status of children, mothers and other vulnerable people

ECW I refers to nutritional interventions carried out to reduce the effects of malnutrition or hunger.

It covers three areas:

- ECW I.1: Provision of micronutrient-fortified food to pregnant and lactating mothers and adolescent girls.
- ECW I.2: Deworming for pregnant (second and third trimesters) and lactating mothers.
- ECW I.3: Awareness-raising on nutrition, health, caring practices and HIV prevention for pregnant and lactating mothers and adolescent girls in non-formal education.

Key findings

ECW I.1: Micronutrient-fortified food was generally provided (89 percent of the sites) to all pregnant and lactating mothers assisted under nutrition interventions during the six months before the data collection.

ECW I.2: In collaboration with partners, **deworming** medications were provided to pregnant (second and third trimesters) and lactating women assisted under nutrition interventions at only 19 percent of sites.

ECW I.3:

- Awareness-raising sessions were frequently offered in *nutrition* (95 percent of sites), and *health* (94 percent of sites). They were less frequently offered in *caring practices* (75 percent of sites) and in *HIV/AIDS prevention* (61 percent of sites).
- At around 90 percent of sites *at least half* of pregnant and lactating mothers attended awareness-raising sessions on nutrition, health and caring practices, as recommended by ECW I.3. It should be highlighted that at 82 percent of the sites *all* the assisted pregnant and lactating mothers attended the nutrition and health sessions; at 78 percent of the sites *all* attended sessions in caring practices; and at 86 percent of the sites *all* the assisted adolescent girls attended sessions on all topics.
- Generally, however, the results on adolescent girls (AGs) are less encouraging and data on them were not available at many sites. At 27 percent of sites AGs were not targeted at all. Their participation in nutrition and health sessions was not known in 22 percent of the sites; their participation in sessions on caring practices was not known in 13 percent of the sites.
- At 87 percent of the sites offering **HIV/AIDS prevention** *at least half* of the assisted pregnant and lactating mothers attended such sessions (at 76 percent of the sites *all* of them attended). At 92 percent of the sites where information is available and relevant, *at least half* of AGs attended the sessions on HIV/AIDS prevention. (At 85 percent of the

sites *all* of them attended.) **Men and boys** attended awareness-raising sessions on HIV/AIDS prevention at only 23 percent of sites.

Rationale

Women have higher energy, protein and micronutrient requirements when they are pregnant and lactating. Those who enter pregnancy malnourished or who do not gain sufficient weight during pregnancy are more likely to deliver low-birth weight babies. Babies born malnourished face an increased risk of dying during the first week of life. Early malnutrition leads to an increased risk of illness and damage to physical and mental capabilities that may persist into adulthood. The effects of malnutrition during childhood and adolescence are particularly devastating for girls. Girls who are malnourished during childhood are more likely to be malnourished as adolescents, to enter their first pregnancy malnourished, and to give birth to underweight babies, thus perpetuating the cycle of malnutrition across generations. This effect is aggravated if the first pregnancy takes place during adolescence. Malnutrition also hastens the progression of HIV to AIDS, while HIV/AIDS in turn exacerbates the effects of malnutrition by causing deterioration of the immune system.

Assisting pregnant and lactating mothers in meeting their additional nutritional requirements is an effective way of addressing the intergenerational cycle of hunger and malnutrition, particularly in combination with complementary interventions, such as nutrition education and parasite control (deworming).

WFP is aware of the difficulties of reaching and effectively supporting adolescent girls. It nevertheless considers it important to explore possibilities for reaching this population group and to attract additional resources to enable them to participate in out-of-school education such as nutrition and HIV prevention education and life skills training. Depending on the assessment of the nutritional situation of adolescent girls, fortified food can be an incentive for education and training attendance and can simultaneously provide a nutritional supplement that helps address the girls' micronutrient needs.²⁴

Nutritional interventions vary significantly in the assisted countries and not all of them address pregnant and lactating mothers and adolescent girls. The ECW 2004 survey covered only the interventions relevant for the Gender Policy: nutritional interventions targeting pregnant and lactating mothers and adolescent girls. Here are some examples:

- **Mother-and-child health (MCH) programme:** Providing food aid to nutritionally vulnerable groups through MCH clinics. The ration is a supplement to household food supply. This is most effective when accompanied by nutrition education. This programme is usually implemented in stable situations (mostly development operations) in which population groups remain vulnerable to food insecurity either because of poverty or because they face regular periods of food stress.
- **Supplementary feeding with micronutrient-fortified foods:** Providing food aid – in addition to the general distribution – to nutritionally vulnerable groups and those excluded from social networks or unable to look after themselves. Providing micronutrient-fortified foods refers in this case to a composite basket that addresses micronutrient deficiencies by providing fortified foods and supplements; it does not refer to provision of a single component such as Vitamin A-fortified oil, which alone would not be sufficient to address malnutrition. This activity is most often implemented in recovery or emergency operations.
- **Training activities** are activities in which participants receive food for attendance at training. The food basket contains micronutrient-fortified foods to alleviate malnutrition or to prevent it from getting worse. In food-for-training (FFT) activities without nutritional objectives, food is provided as an economic incentive or opportunity cost compensation and is not necessarily fortified.
- **Awareness-raising** refers to nutrition, health, pre- and post-natal caring practices and HIV prevention that target pregnant and lactating mothers and adolescent girls assisted under nutrition interventions, and out-of-school and life skills training interventions.

²⁴ WFP Gender Policy 2003–2007, WFP/EB.3/2002/4-A.

Examples of nutritional activities implemented
Burundi: Nutritional programmes support vulnerable groups (PLMs living with HIV/AIDS, orphans, disabled, malnourished people and hospital in-patients) through feeding centres, hospitals, social centres and associations.
Guinea: Supplementary feeding programmes in refugee camps for PLMs and for children under 5.
Indonesia: Supplement for complementary food (Delvita) given to children under 5 years old in West Timor. Alongside this activity mothers receive health education.
Nepal: Under the health-based supplementary feeding programme, a take-home ration is distributed to approximately 3000 vulnerable refugees selected by the Association of Medical Doctors of Asia (AMDA). They are mostly pregnant and lactating mothers, malnourished children and elderly sick persons.
Nicaragua: WFP assistance includes provision of enriched and blended foods to PLMs and children under 2 years old, through community and health centres. The food assistance is combined with medical check-ups and trainings on nutrition, hygiene, early childhood development, reproductive health and family planning.

Project documents and operational sites under survey

The implementation of ECW I was studied through a country office (CO) self-assessment and a site-level survey.

The main purpose of the CO self-assessment was to verify if ECW I was reflected in the project documents under survey. At this level the unit of analysis was the **activity** (nutrition) and one questionnaire was completed for each activity implemented under the operations (EMOP, PRRO or CP/Dev) under survey. Answers were provided by the nutrition programme officer focal points at the country office.

The purpose of the site-level survey was to assess to what extent ECW I was actually implemented in the field. At this level the unit of analysis was the **site** and one questionnaire was completed for each sampled site. The site-level survey contents derive from figures and answers provided by the nutrition focal points in the sub-offices.

Although only 50 nutrition interventions were surveyed through the CO self-assessment, in order to facilitate future comparison, both the CO self-assessment results and the site-level results are presented with percentages. Percentages were computed taking into account only those cases where the issue was relevant and the answer was given (valid cases). An asterisk (*) marks those regional bureau results computed on a low number of valid cases and indicates that they cannot be considered very reliable. The percentage of cases (either activities or sites) where an issue is not relevant or the answer is not known was computed taking into account all cases under survey.

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Overall, 50 project documents related to nutrition interventions were analysed during the deployment of the country office self-assessment. ODK was the regional bureau with the highest number of documents under survey; ODJ was the one with the lowest number (see Table 1.1).

Table 1.1 – Number of project documents under survey. Figures by regional bureau and by country

| Regional bureau                                       | Countries                                                                                                         |
|-------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------|
| ODB (Asia): 7                                         | Bangladesh (2), Cambodia (2), India (1), Nepal (2)                                                                |
| ODC (Middle East, Central Asia and Eastern Europe): 6 | Afghanistan (1), Algeria (1), Pakistan (1), Tajikistan (1); Yemen (2)                                             |
| ODD (West Africa): 9                                  | Burkina Faso (2), Chad (3), Guinea (1), Guinea Bissau (1), Liberia (1), Mauritania (1),                           |
| ODJ (Southern Africa): 5                              | Angola (1), Malawi (1), Zambia (2), Zimbabwe (1),                                                                 |
| ODK (East and Central Africa): 15                     | Burundi (1), Djibouti (1), Eritrea (2), Ethiopia (2), Kenya (2), Rwanda (1), Somalia (1), Sudan (4), Tanzania (1) |
| ODPC (Latin America and the Caribbean): 8             | Bolivia (1), Colombia (1), Haiti (3), Honduras (1), Nicaragua (2)                                                 |

Eighteen countries provided site-level data on nutrition interventions.<sup>25</sup> Half of the sites under survey (48 percent) were from ODPC. ODB was represented only by Bangladesh; therefore,

<sup>25</sup> The ten countries with the highest number of beneficiaries covered by nutrition interventions are Bangladesh, Bolivia, DPRK, Ethiopia, Haiti, India, Pakistan, Senegal, Yemen, and Zambia (2004 figures). Bolivia, India, Pakistan and Senegal participated to the self-assessment exercise but not in the site-level survey. Ethiopia, Yemen, and Zambia participated in the latter, but their incidence in the overall sample is not proportional to the number of beneficiaries assisted. Bangladesh's and Haiti's incidence is more or less proportional to the nutritional assistance they receive. As the survey results are available also at country level, detailed information on the most-assisted countries (Bangladesh, Haiti, Yemen, Zambia) has been reported with tables.

at site level, no general statement can be done about this regional bureau. ODC is also poorly represented at site level: only Afghanistan and Yemen participated in this exercise and their sites accounted for only 3 percent of the sample (Table 1.2).<sup>26</sup>

Sixty-four percent of the sites were operating under CPs/Dev, 24 percent under PRRO, and the remaining 12 percent under EMOP.

Table 1.2 – Percentage of surveyed sites. Figures by regional bureau and by country

| <b>Country</b>    | <b>Percentage of sites</b> | <b>Percentage of sites</b> |
|-------------------|----------------------------|----------------------------|
| Bangladesh (ODB)  | 15                         | <b>15</b>                  |
| Afghanistan       | 0.9                        |                            |
| Yemen             | 2.2                        |                            |
| <b>Total ODC</b>  |                            | <b>3</b>                   |
| Chad              | 1.8                        |                            |
| Mauritania        | 8.6                        |                            |
| Sierra Leone      | 6.1                        |                            |
| <b>Total ODD</b>  |                            | <b>16.5</b>                |
| Malawi            | 4.7                        |                            |
| Zambia            | 4.6                        |                            |
| Zimbabwe          | 0.9                        |                            |
| <b>Total ODJ</b>  |                            | <b>10</b>                  |
| Djibouti          | 1.1                        |                            |
| Eritrea           | 0.4                        |                            |
| Ethiopia          | 0.3                        |                            |
| Rwanda            | 3.0                        |                            |
| Sudan             | 2.5                        |                            |
| Southern Sudan    | 0.2                        |                            |
| <b>Total ODK</b>  |                            | <b>7.5</b>                 |
| Colombia          | 12.8                       |                            |
| Haiti             | 10.8                       |                            |
| Nicaragua         | 24.1                       |                            |
| <b>Total ODPC</b> |                            | <b>48</b>                  |

Upon consultation with the Nutrition Unit in Headquarters, it was decided not to collect primary data at the nutritional sites, but to rely on information already available at the country office and/or at the sub-offices. Site-level nutrition questionnaires were distributed to field/sub-offices and completed by the programme staff. Only where specific questions could not be asked, the answers were checked with the staff and/or partner representatives working at the operational sites. Only a few countries deemed it necessary to collect primary data.

The activities most often offered at the sites were supplementary feeding focusing on pregnant and lactating mothers; and awareness-raising for pregnant and lactating mothers and/or adolescent girls assisted under mother-and-child programmes or with supplementary feeding (both offered at 82 percent of sites). Training was the activity offered least frequently (49 percent of sites) (see Table 1.3).

<sup>26</sup> Only 17 sites were included in the survey in Afghanistan and 43 in Yemen. Thanks to the weighting system the samples can still be considered representative of the operational sites in the two countries, but their results will not be emphasized.

Table 1.3 – Activities offered at the sites

| Activity                                                                                            | Percentage of sites |
|-----------------------------------------------------------------------------------------------------|---------------------|
| Supplementary feeding focusing on pregnant and lactating mothers (PLMs)                             | 82                  |
| Awareness-raising for PLMs and/or adolescent girls assisted under MCH or with supplementary feeding | 82                  |
| MCH activity                                                                                        | 69                  |
| Training activities                                                                                 | 49                  |

Data on beneficiaries disaggregated by sex and age were available at 74 percent of the sites; at 18 percent data were available only by age; at 6 percent only by sex.

Although these results are good, data on **adolescent girls** were very often not available, neither for *targeted* adolescent girls, nor for those actually assisted. Frequently, this was due to the fact that the standard monitoring systems in place do not capture this age category, as they collect disaggregated information for the following age groups: 0–5; 5–18, and over 18. Adolescents are those whose age is between 10 and 18.

This lack of tools to capture the presence of adolescent girls in the monitoring system is an issue of concern, because adolescent girls are one of the new focuses of the Gender Policy 2003–2007 and of WFP nutritional policies.

| <b>Adolescent girls — A group that requires more attention<sup>27</sup></b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
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| Like women, adolescent girls have responsibilities for ensuring food security. They produce food; earn incomes; procure, cook and distribute food within their households; care for their siblings; and even head households, especially in emergency and crisis situations, including the HIV/AIDS crisis. Adolescence is a critical period of life. Physical growth is faster during adolescence than at any other time in life after the first year, and these changes in physical development generate special nutritional needs, especially for girls. With the onset of menarche, adolescent girls become highly susceptible to anaemia and other micronutrient deficiencies which impair their growth and later negatively affect them and their babies. Adolescent pregnancies carry a much higher risk of maternal and infant mortality, pre-term delivery and low-birthweight babies. Adolescents from poor families tend to drop out of school early and to be exposed to unprotected sex, and thus to HIV/AIDS. Research shows that the longer girls attend school, the greater their social and economic development potential, the lower their risk of being sexually abused or exposed to unprotected sexual relations, the later they get married, the greater spacing there is between their children, and the fewer children they have altogether. Better-educated and better-trained girls also take better care of their infants, and their infants are less likely to be malnourished. Efforts are required to make communities aware of these links, and to create an environment that is supportive to education and life skills training for adolescent girls and that discourages early pregnancies. Access of adolescent girls to schooling beyond primary school education and to training programmes would contribute effectively to breaking the intergenerational cycle of malnutrition and poverty. Fortified food can be provided to adolescent girls as an incentive for attending school and training and to address their special micronutrient needs. Such food is most effectively targeted to the people who need it most when it is consumed during training. Vitamin A- and iron-fortified biscuits and easy-to-prepare blended foods, which contain iodized salt, are ideal commodities for such on-site meals. |
| <b>ECW I.1: MICRONUTRIENT-FORTIFIED FOODS WILL BE PROVIDED TO ALL PREGNANT AND LACTATING WOMEN ASSISTED UNDER NUTRITION INTERVENTIONS AND, WHERE APPROPRIATE, TO ADOLESCENT GIRLS IN OUT-OF-SCHOOL EDUCATION AND LIFE SKILLS TRAINING ACTIVITIES.</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
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## MAIN FINDINGS

### Country office self-assessment

Eighty-five percent of project documents (40 out of 47) state that pregnant and lactating mothers assisted under nutrition interventions will receive micronutrient-fortified foods.

Only 19 project documents foresee targeting adolescent girls; only 26 percent of these (5 out of 19) state that adolescent girls participating in out-of-school and life skills training activities will receive micronutrient-fortified food.

<sup>27</sup> *Gender Policy 2003–2007, Enhanced Commitments to Women to Ensure Food Security. WFP/EB.3/2002/4-A.*

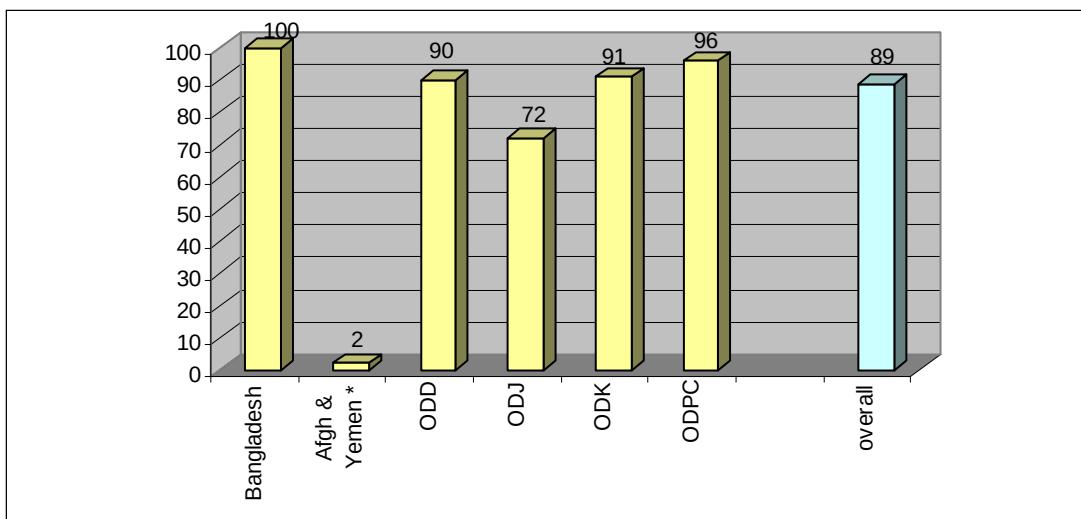
As for provision of such food to pregnant and lactating mothers, there are no major differences among regional bureaux and project categories, while regarding adolescent girls, CP/Dev documents are more likely than EMOP and PRRO documents to mention ECW I.1.

#### Site-level survey

During the six months before the site-level survey, **89 percent of sites provided micronutrient-fortified food to all the pregnant and lactating mothers assisted.**

Some differences emerge among the **regional bureaux**. All the Bangladesh sites provided micronutrient-fortified food to all pregnant and lactating mothers, whereas only 2 percent of ODC sites (Afghanistan and Yemen) did. In ODD, ODK and ODPC the percentage of sites that provided such food to all PLMs was 90 percent or above; it was 72 percent in ODJ (see Chart 1.1).

Chart 1.1 – Percentage of sites where micronutrient-fortified food was provided to all PLMs assisted under nutrition interventions. Results by regional bureau.



\* = 60 valid cases in the analysis

In the sites where micronutrient-fortified food was provided, 88 percent of the assisted pregnant and lactating mothers received it. In all **regional bureaux** the percentage was above 91 percent (with Bangladesh reaching 100 percent) except ODC, where only 65 percent of the assisted pregnant and lactating mothers received such food (see Table 1.4). The percentage was higher in the sites operating under EMOPs (96 percent) than in those operating under PRROs (86 percent) and CPs / Dev (85 percent).

*Table 1.4 – Percentage of assisted PLMs who received micronutrient-fortified food.<sup>28</sup> Results by regional bureau*

| Regional bureau               | Percentage of PLMs receiving micronutrient-fortified food |
|-------------------------------|-----------------------------------------------------------|
| Bangladesh (ODB)              | 100                                                       |
| ODC (Afghanistan and Yemen) * | 65                                                        |
| ODD                           | 97                                                        |
| ODJ                           | 93                                                        |
| ODK                           | 91                                                        |
| ODPC                          | 92                                                        |
| <b>OVERALL</b>                | <b>88</b>                                                 |

\* = 60 valid cases in the analysis

<sup>28</sup> Percentages were computed taking into account only the sites where both figures – number of PLMs assisted and number of PLMs receiving micronutrient-fortified food – were available. Only sites providing such food were considered in the analysis.

Table 1.5 – Percentage of assisted pregnant and lactating mothers who received micronutrient-fortified food.<sup>29</sup>

Results for the countries with a high number of beneficiaries under nutrition interventions

| Country  | Percentage of PLMs receiving micronutrient-fortified food |
|----------|-----------------------------------------------------------|
| Ethiopia | 88                                                        |
| Haiti    | 89                                                        |
| Yemen    | 70                                                        |
| Zambia   | 72                                                        |

**ECW I.2:** IN COLLABORATION WITH PARTNERS, PARASITE-CONTROL ACTIVITIES (*DEWORMING*) WILL BE PROVIDED TO ALL PREGNANT (SECOND AND THIRD TRIMESTERS) AND LACTATING WOMEN ASSISTED UNDER NUTRITION INTERVENTIONS.

Morbidity due to soil-transmitted *helminthiasis* and *schistosomiasis* is relatively easy to control with simple intervention measures. Children and pregnant women are particularly vulnerable to soil-transmitted *helminthiasis* which decreases work capacity and fitness. Especially in the case of children, it harms their nutritional status causing growth retardation and reduced learning ability. Hookworms cause blood loss and are one of the major contributors to iron-deficiency anaemia.<sup>30</sup>

#### MAIN FINDINGS

##### Country office self-assessment

Only 20 percent of project documents (8 out of 39) state that deworming medication will be given to lactating mothers and to pregnant women in the second and third trimesters of pregnancy.

When grouped by **regional bureau**, neither the seven ODPC documents nor the three ODC documents state that deworming medication will be given to pregnant (second and third trimesters) and lactating mothers. Three out of five ODB project documents mention ECW I.2.

##### Site-level survey

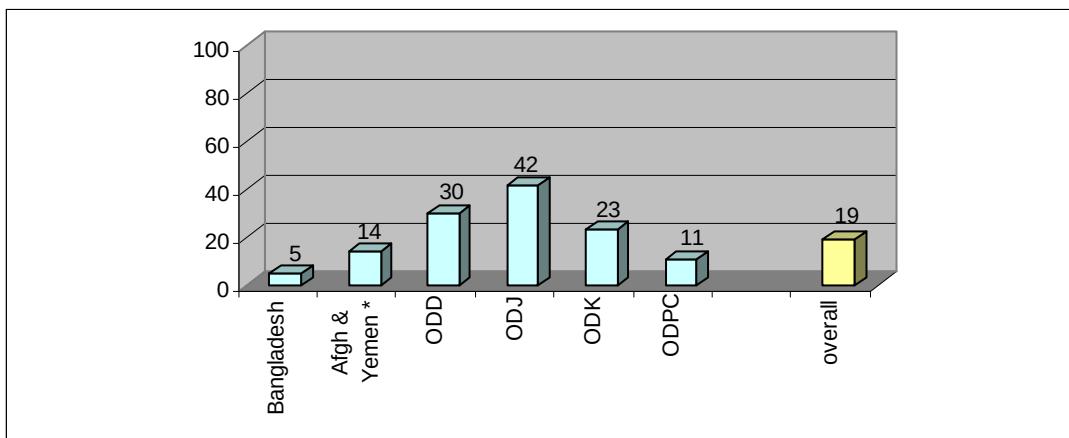
The site-level survey confirms that deworming is not widely offered in WFP-assisted nutrition interventions. In 13 percent of the sites the question was deemed not relevant because worm infestations were not endemic. However, where the issue was relevant, **deworming medications were given in only 19 percent of sites**.

The **regional bureau** with the highest percentage of sites offering such medications to the assisted pregnant and lactating mothers was ODJ (42 percent of sites); while Bangladesh had the lowest percentage (5 percent) (see Chart 1.2).

<sup>29</sup> See footnote 6.

<sup>30</sup> *Guidelines for the Evaluation of Soil-Transmitted Helminthiasis and Schistosomiasis at Community Level.* WHO/CTD/SIP 98.1.

Chart 1.2 – Percentage of sites offering deworming medication to the PLMs assisted under nutrition interventions.<sup>31</sup>  
Results by regional bureau.



\* = 14 valid cases in the analysis

Overall, 13 percent of assisted pregnant and lactating mothers received at least one dose of deworming medication during the six months before data collection. Obviously, in the countries with more sites offering this medication, the percentage of assisted PLMs who received it was higher. In ODJ it was 41 percent, in ODD 26 percent, while it was very low in ODK (7 percent) and ODPC (6 percent). In Bangladesh, Afghanistan and Yemen the percentage of women receiving deworming was not available (see Table 1.6).

Table 1.6 – Assisted pregnant (second and third trimester) and lactating mothers who received at least one dose of deworming medication during the six months before data collection. Results by regional bureau.

| Regional bureau               | Percentage of assisted PLMs who received at least one dose of deworming medication |
|-------------------------------|------------------------------------------------------------------------------------|
| Bangladesh (ODB)              | Where deworming is provided, percentage is NK. Where not provided it is 0          |
| ODC (Afghanistan and Yemen) * | Where deworming is provided, percentage is NK. Where not provided it is 0          |
| ODD                           | 26                                                                                 |
| ODJ                           | 41                                                                                 |
| ODK                           | 7                                                                                  |
| ODPC                          | 6                                                                                  |
| <b>OVERALL</b>                | <b>13</b>                                                                          |

\* = 60 valid cases in the analysis

Table 1.7 – Assisted pregnant (second and third trimesters) and lactating mothers who received at least one dose of deworming medication during the six months before data collection. Results for the countries with a high number of beneficiaries under nutrition interventions

| Country  | Percentage of the assisted PLMs who received at least one dose of deworming medication |
|----------|----------------------------------------------------------------------------------------|
| Ethiopia | 0                                                                                      |
| Haiti    | 2                                                                                      |
| Yemen    | Missing information                                                                    |
| Zambia   | 57                                                                                     |

In general, providing deworming medication was considered by many country offices to be beyond WFP's mandate. For example, Ethiopia stated, "Worm infestations could be a problem, but it is an issue under the mandate of other United Nations agencies and government health bureaux." In other cases – such as Malawi – it was provided. "The Malawi Ministry of Health and Population in collaboration with other partners (such as UNICEF)

<sup>31</sup> Percentages were computed by taking into account only the sites where both figures – number of PLMs assisted and number of PLMs receiving deworming – were available. All sites with figures available were included in the analysis.

envise the provision of deworming medication to pregnant and lactating mothers. All centres that are conducting supplementary feeding must provide a dose of deworming tablets to beneficiaries, including pregnant and lactating mothers. Deworming is one of the minimum requirements for supplementary feeding activities according to the guidelines of supplementary feeding. However, some centres that were not trained in the guidelines might not be using the deworming drugs."

**ECW I.3:** IN COLLABORATION WITH PARTNERS, AWARENESS-RAISING ON NUTRITION, HEALTH, CARING PRACTICES (PRE-AND POST-NATAL) AND HIV PREVENTION WILL BE PROVIDED TO AT LEAST HALF OF THE PREGNANT AND LACTATING AND ADOLESCENT GIRLS ASSISTED UNDER THE ABOVE - SPECIFIED NUTRITION, OUT-OF-SCHOOL AND LIFE SKILLS TRAINING INTERVENTIONS.

## MAIN FINDINGS

### Country office self-assessment

Eighty-four percent of project documents (38 out of 45) state that awareness-raising sessions on nutrition, health and caring practices will be offered to participants, whereas only 62 percent (29 out of 47) state that awareness-raising sessions on HIV/AIDS prevention will be offered.

When disaggregated by **regional bureau**, all ODB and ODC project documents under survey state that awareness-raising sessions on nutrition, health and caring practices will be offered while only 69 percent of ODK documents (9 out of 13) do. In the other regional bureaux the percentage is above 80 percent.

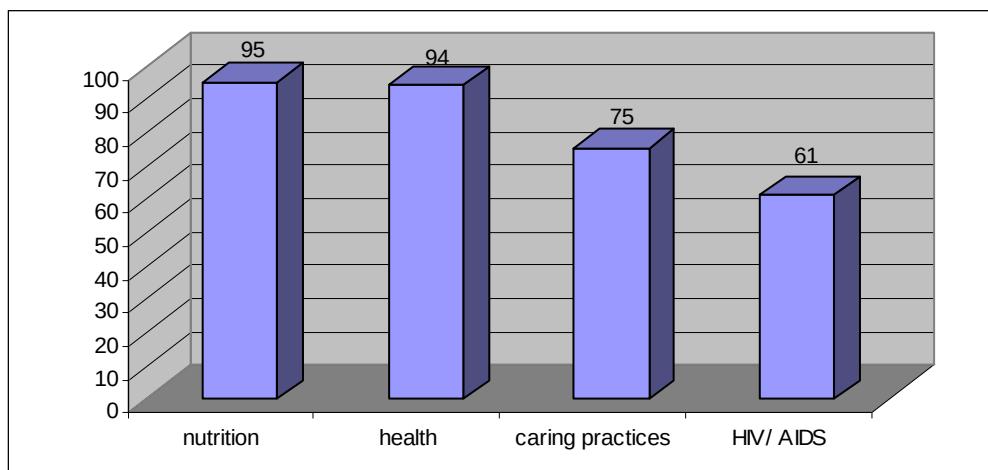
All ODB documents state that awareness-raising sessions on HIV/AIDS prevention will be offered to participants; this is also true for more than 80 percent of ODJ and ODK documents. On the other hand, only 25 percent of ODC and ODPC documents and 33 percent of ODD documents mention the point.

Regarding **project categories**, all CP/Dev documents state that awareness-raising sessions on nutrition, health and caring practices will be offered to participants against (about) 75 percent of EMOP and PRRO documents. Sixty-nine percent of CP/Dev documents state that awareness-raising sessions on HIV/AIDS prevention will be offered, 62 percent of PRRO documents and 50 percent of EMOP documents.

### Site-level survey

Ninety-five percent of sites offered awareness-raising sessions on nutrition, 94 percent on health, 75 percent on caring practices, and 61 percent on HIV/AIDS prevention (see Chart 1.3).

Chart 1.3 – Percentage of sites where awareness-raising sessions on nutrition, health, caring practices and HIV/AIDS prevention were offered



Among the **regional bureaux**, while there were no major differences between **nutrition** and **health** awareness-raising sessions offered at site level (95 percent of sites), there were differences for **caring practices** and **HIV/AIDS prevention** sessions. Caring practices were offered in only 40 percent of ODD sites and in 66 percent of Bangladesh sites, but this percentage reaches 89 percent in ODJ, 85 percent in ODPC and ODC and 77 percent in ODK. HIV/AIDS prevention sessions were offered in only 3 percent of ODC sites<sup>32</sup> and 10 percent of Bangladeshi sites, against 88 percent of ODJ and 81 percent of ODPC sites (see Table 1.8).

Table 1.8 – Percentage of sites where awareness-raising sessions on nutrition, health, caring practices, and HIV/AIDS prevention were offered. Results by regional bureau.

| Kind of session offered | Percentage of sites, by regional bureau |                       |      |      |      |       |           |
|-------------------------|-----------------------------------------|-----------------------|------|------|------|-------|-----------|
|                         | Bangladesh                              | Afghanistan & Yemen * | OD D | OD J | OD K | ODP C | Overall I |
| Nutrition               | 100                                     | 78                    | 100  | 94   | 93   | 93    | 95        |
| Health                  | 100                                     | 80                    | 100  | 94   | 94   | 92    | 94        |
| Caring practices        | 66                                      | 85                    | 40   | 89   | 77   | 85    | 75        |
| HIV/AIDS                | 10                                      | 3                     | 39   | 88   | 74   | 81    | 61        |

\* = 60 valid cases in the analysis

Regarding the **project categories**, the sites operating under PRROs remained slightly below the overall percentage in all the sessions, while HIV/AIDS prevention sessions are offered widely under EMOPs (88 percent of sites) (see Table 1.9).

Table 1.9 – Percentage of sites where awareness-raising sessions on nutrition, health, caring practices, and HIV/AIDS prevention were offered. Results by project category

| Kind of session offered | Percentage of sites, by project category |      |          |         |
|-------------------------|------------------------------------------|------|----------|---------|
|                         | EMOP                                     | PRRO | CP / DEV | Overall |
| Nutrition               | 93                                       | 82   | 100      | 95      |
| Health                  | 93                                       | 81   | 100      | 94      |
| Caring practices        | 84                                       | 67   | 76       | 75      |
| HIV/AIDS prevention     | 88                                       | 52   | 59       | 61      |

Table 1.10 – Percentage of sites where awareness-raising sessions on nutrition, health, caring practices, and HIV/AIDS prevention were offered. Results for countries with a high number of beneficiaries under nutrition interventions

| Kind of session offered | Percentage of sites, by country |       |       |        |
|-------------------------|---------------------------------|-------|-------|--------|
|                         | Ethiopia                        | Yemen | Haiti | Zambia |
| Nutrition               | 100                             | 100   | 92    | 96     |
| Health                  | 100                             | 100   | 91    | 96     |
| Caring practices        | 100                             | 100   | 84    | 92     |
| HIV/AIDS prevention     | 100                             | 2     | 89    | 88     |

Sub-commitment I.3 states that **at least half** of the PLMs and adolescent girls assisted under nutrition interventions will receive awareness-raising sessions on nutrition, health, caring practices and HIV/AIDS prevention.

In reporting this indicator, the analysis used three categories to distinguish women's and girls' attendance at such sessions:

<sup>32</sup> It should be noted that in the ODC region, the prevalence of HIV/AIDS is less than 1 percent and so there has not been an increased-awareness campaign on this subject in the region. However, HIV/AIDS is considered a critical issue and national strategies are being established. The regional bureau has developed a working relationship with the regional UNAIDS office and they have jointly conducted a number of sessions for staff and counterparts in the country offices. The next step will be to reach beneficiaries.

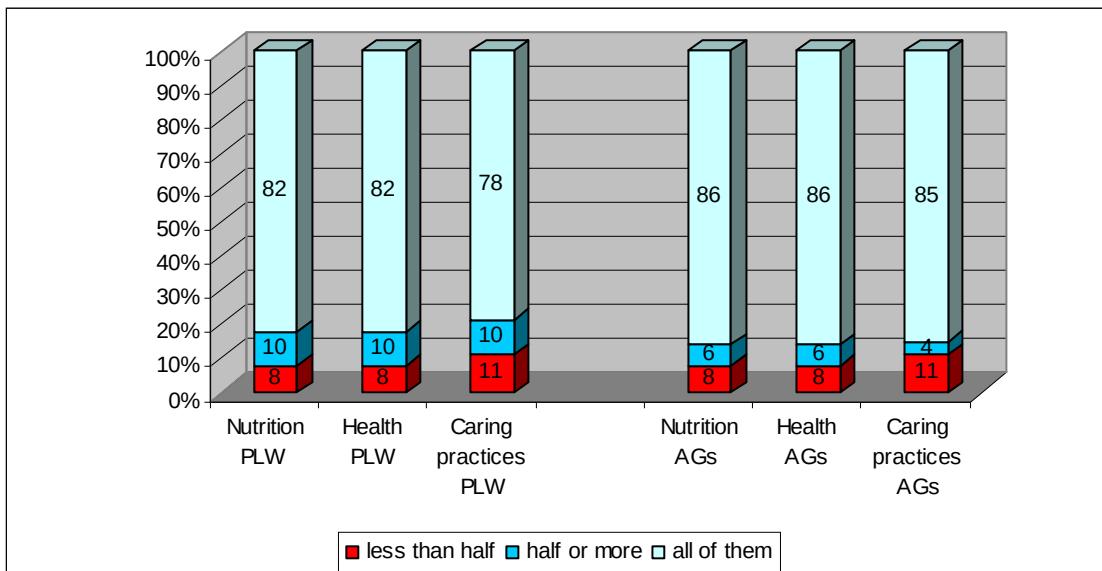
- *less than half* of pregnant and lactating mothers (or adolescent girls) attending the sessions;
- *half or more* attending;
- *all of them* attending.

Overall, the site-level data show good results for sessions on nutrition, health and caring practices both for PLMs and for adolescent girls.

#### **Pregnant and lactating mothers attending nutrition, health and caring practices sessions**

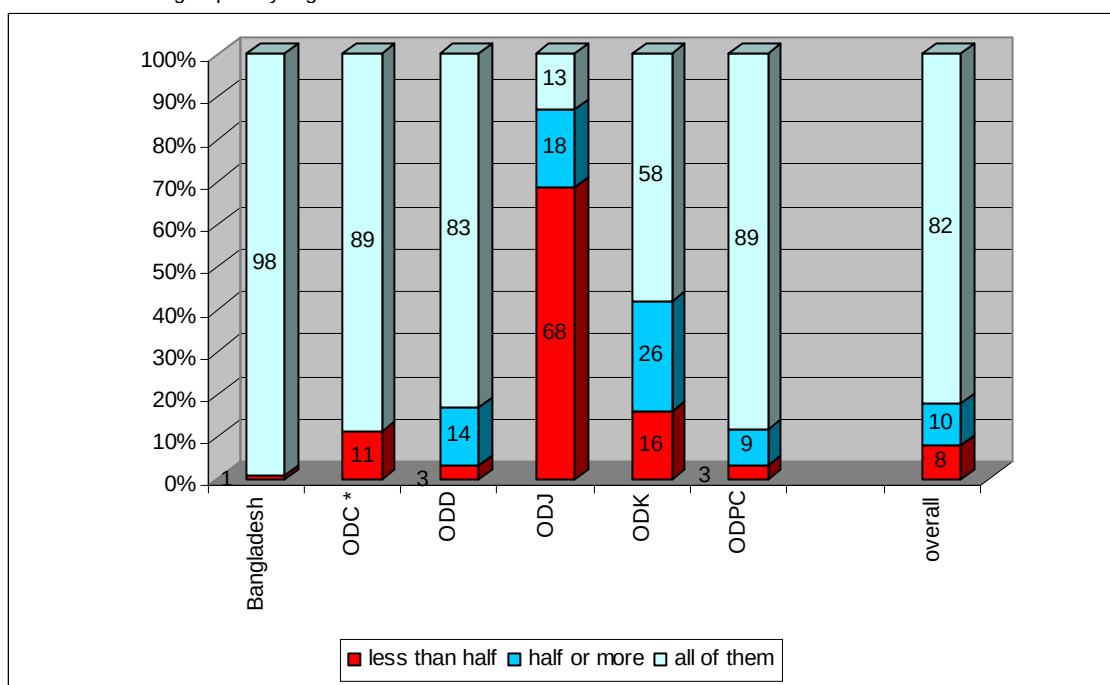
**Overall results:** In almost all sites **at least half** of the assisted PLMs attended awareness-raising sessions on nutrition, health and caring practices (92 percent, 92 percent and 88 percent of sites respectively). In 82 percent of sites **all** assisted pregnant and lactating mothers attended the nutrition and health sessions and in 78 percent of sites **all** attended the sessions on caring practices (see Chart 1.4).

Chart 1.4 – Percentage of sites where at least half of the assisted PLMs and AGs attended awareness-raising sessions on **nutrition, health and caring practices**



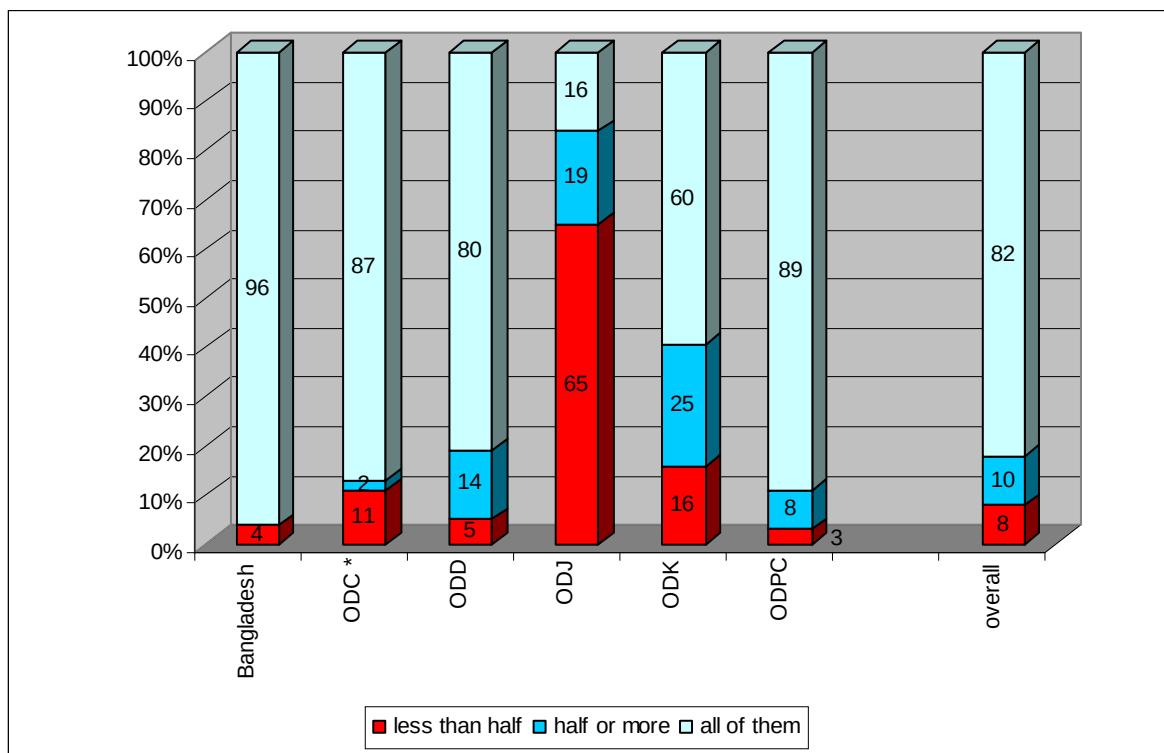
**Results disaggregated by regional bureau:** In ODJ the target of **at least half** PLMs attending sessions on nutrition, health and caring practices is reached respectively only in 31 percent, 35 percent and 28 percent of sites. For the other bureaux, in the vast majority of sites **at least half** of the assisted pregnant and lactating mothers attended such sessions (see Charts 1.5, 1.6 and 1.7).

Chart 1.5 – Percentage of sites where at least half of the assisted PLMs received awareness-raising sessions on **nutrition**. Results grouped by regional bureau



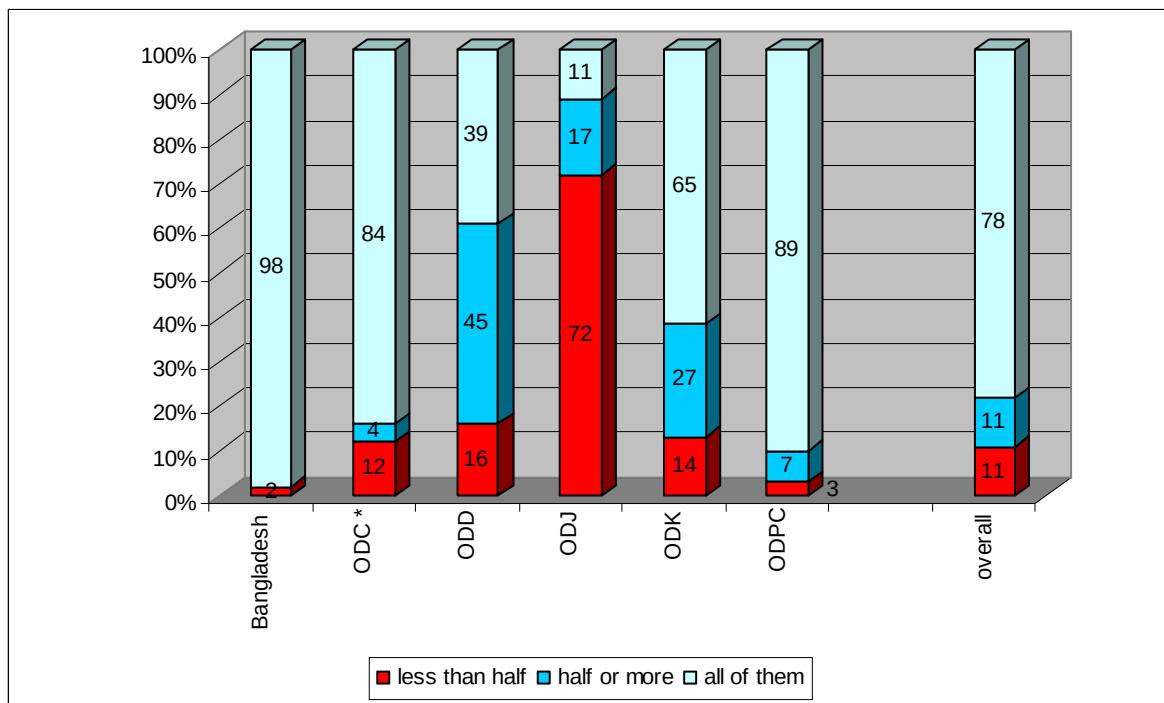
\* = 60 valid cases from ODC (Afghanistan and Yemen)

Chart 1.6 – Percentage of sites where at least half of the assisted PLMs received awareness-raising sessions on **health**. Results grouped by regional bureau



\* = 46 valid cases from ODC (Afghanistan and Yemen)

Chart 1.7 – Percentage of sites where at least half of the assisted PLMs received awareness-raising sessions on caring practices. Results grouped by regional bureau



\* = 49 valid cases from ODC (Afghanistan and Yemen)

#### ***Adolescent girls attending nutrition, health and caring practices sessions:***

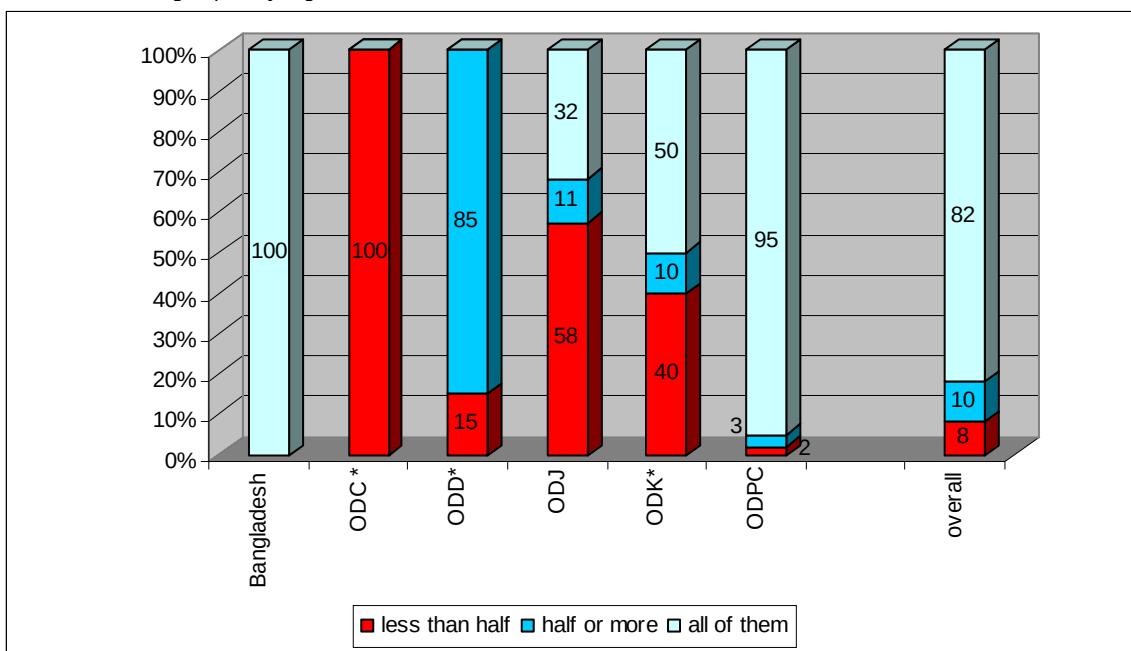
**Overall results:** In 27 percent of total sites adolescent girls were not targeted. The number of girls attending was not known in 22 percent of total sites for nutrition and health sessions, and in 13 percent of the total sites for sessions on caring practices. As explained at the beginning of this chapter, this is due to the fact that in many countries the monitoring systems in place do not allow tracking their presence. Of course, this high percentage of "not known" partially affects the reliability of the results disaggregated by regional bureau.

In 86 percent of sites where sessions on nutrition, health and caring practices were offered and figures on adolescent girls were available, *all* adolescent girls attended the sessions.

**Results disaggregated by regional bureau:** In all the Bangladeshi sites and in almost all (95 percent) the ODPC sites *all* adolescent girls attended the sessions. As with regard the other bureaux, the results vary according to the sessions provided.

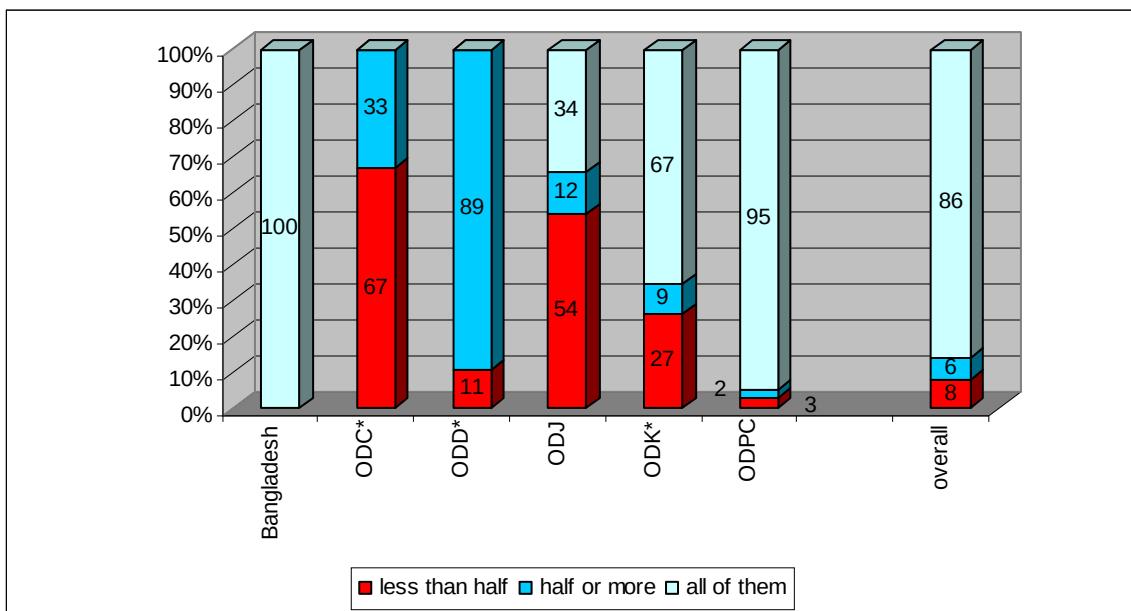
The ODJ sites managed to cover *at least half* of the assisted adolescent girls more in nutrition and health sessions than in caring practices (43 percent, 45 percent and 35 percent, respectively). Findings are similar for ODD: 85 percent and 89 percent of the sites covered *at least half* of the assisted girls for nutrition and health respectively, whereas only 33 percent of them reached this target for sessions on caring practices (see Charts 1.8, 1.9, and 1.10).

Chart 1.8 – Percentage of sites where at least half of the assisted AGs received awareness-raising sessions on **nutrition**. Results grouped by regional bureau



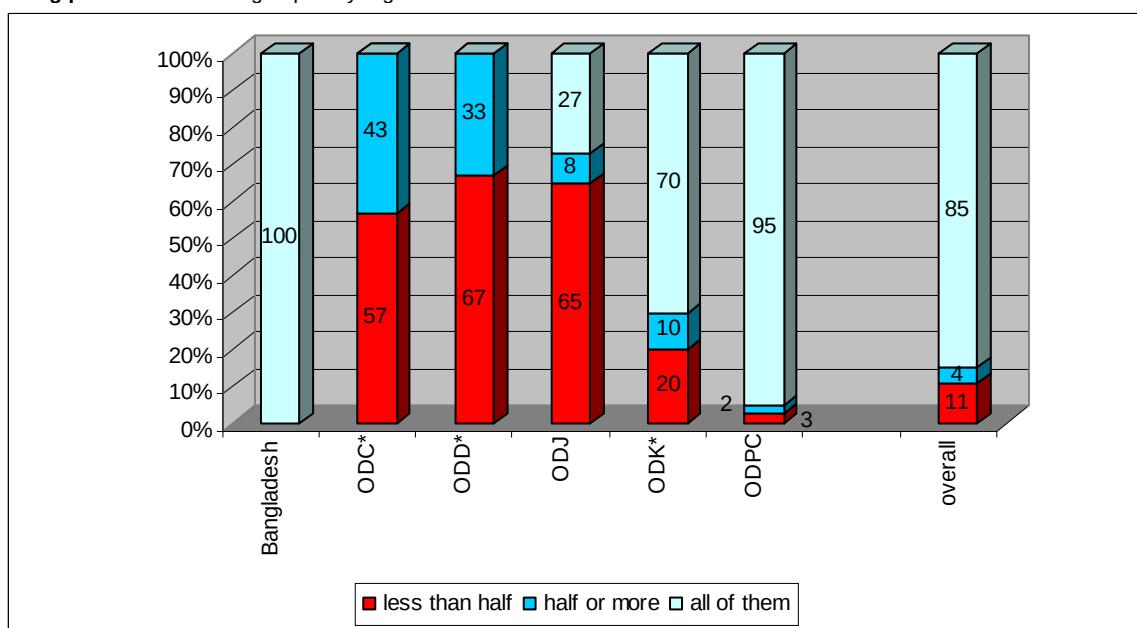
\* = Percentages based on a low number of valid cases (3 from ODC, 10 from ODK and 27 from ODD)

Chart 1.9 – Percentage of sites where at least half of the assisted AGs received awareness-raising sessions on **health**. Results grouped by regional bureau



\* = Percentages based on a low number of valid cases (3 from ODC, 11 from ODK and 27 from ODD)

Chart 1.10 – Percentage of sites where at least half of the assisted AGs received awareness-raising sessions on caring practices. Results grouped by regional bureau.

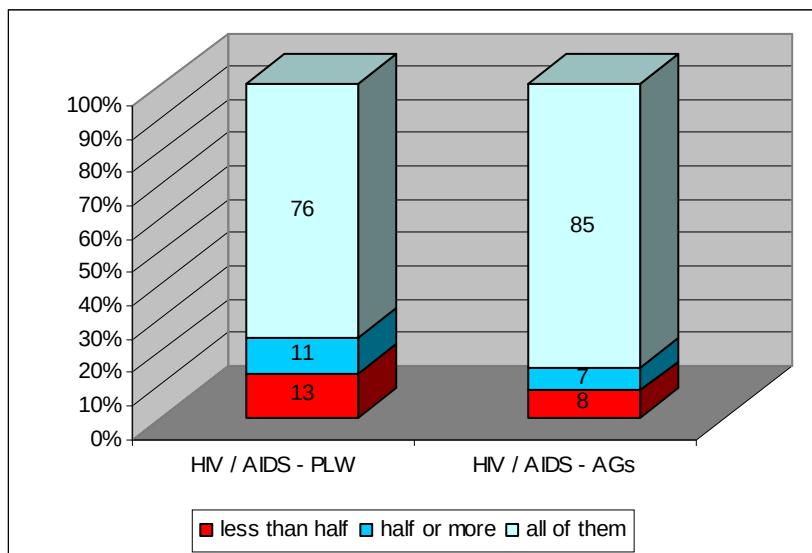


#### **Attendance of awareness-raising sessions on HIV/AIDS prevention**

**Overall results:** As reported above, sessions on HIV/AIDS prevention are provided less frequently (61 percent of sites) than other kinds of sessions. Nevertheless, attendance of **pregnant and lactating mothers** is satisfactory: in 87 percent of sites where such sessions were offered *at least half* of pregnant and lactating mothers attended (and in 76 percent of sites *all* of them attended).

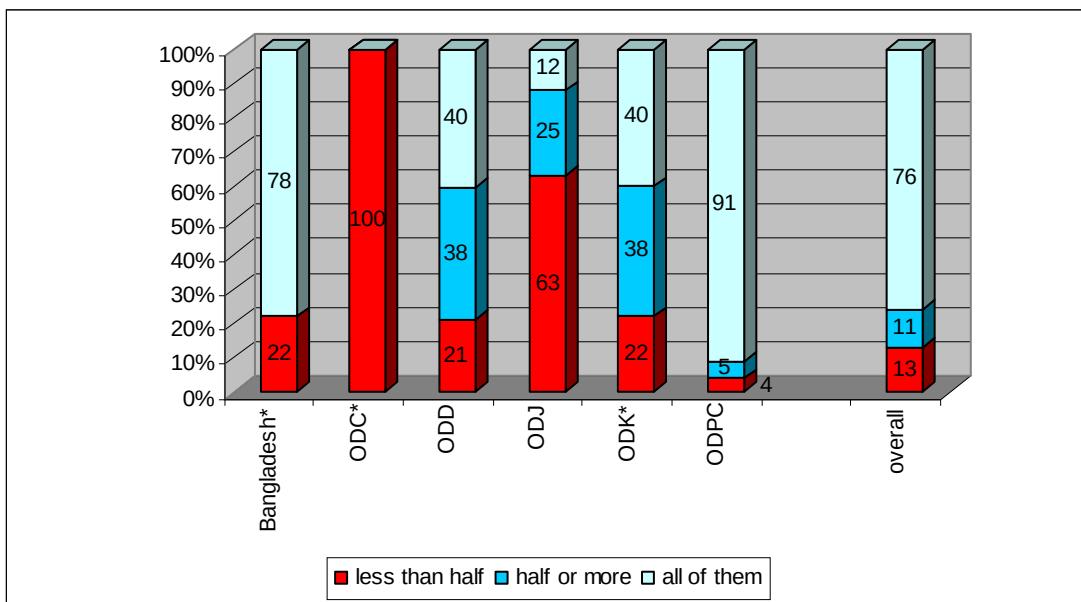
In 21 percent of sites **adolescent girls** were not targeted and in 12 percent their number was not known. However, in 92 percent of the sites where HIV/AIDS prevention sessions were offered and figures were available, *at least half* of the assisted adolescent girls attended (and in 85 percent of sites *all* of them attended) – see Chart 1.11.

Chart 1.11 – Percentage of sites where at least half of the assisted PLMs and AGs attended awareness-raising sessions on HIV/AIDS prevention.<sup>33</sup>



**Results disaggregated by regional bureau for pregnant and lactating mothers:** Ninety-six percent of ODPC sites achieved the target set by the Gender Policy 2003–2007 that at least half of pregnant and lactating mothers assisted under nutrition interventions be provided with awareness-raising sessions on HIV/AIDS prevention. In Bangladesh, ODD and ODK the percentage of sites achieving the target approaches 80 percent; whereas in ODJ only 37 percent of sites succeeded in reaching *at least half* of pregnant and lactating mothers (see Chart 1.12).

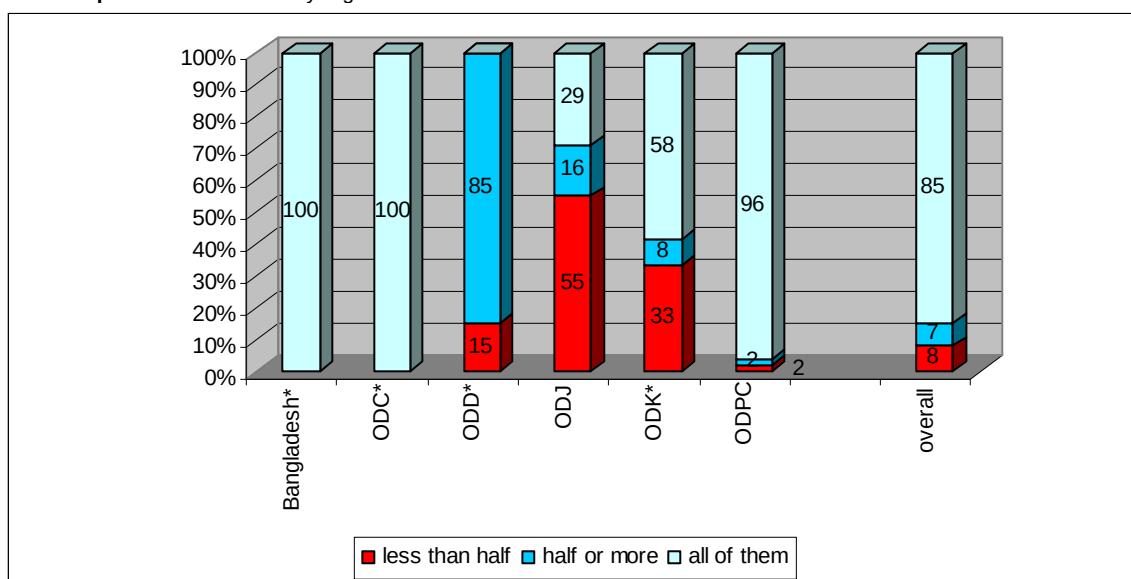
Chart 1.12 – Percentage of sites where at least half of the assisted PLMs received awareness-raising sessions on HIV/AIDS prevention. Results grouped by regional bureau.



\* = Percentages based on a low number of valid cases (14 from Bangladesh, 45 from ODK and only one from ODC)

**Results for adolescent girls, disaggregated by regional bureau:** Once again, the fact that the number of AGs is often not known affects the reliability of the results when disaggregated by regional bureau. However, ODJ is the bureau with the smallest percentage of sites (45 percent) where the target of *at least half* of adolescent girls attending HIV/AIDS awareness-raising sessions is achieved; it is followed by ODK, where 66 percent of the sites reached the target (see Chart 1.13).

Chart 1.13 – Percentage of sites where at least half the assisted AGs received awareness-raising sessions on HIV/AIDS prevention. Results by regional bureau



\* = Percentages based on a low number of valid cases (17 from Bangladesh, 27 from ODD, 45 from ODK and only 1 from ODC)

Table 1.11 – Percentage of sites where at least half the assisted PLMs and AGs received awareness-raising sessions on nutrition, health, caring practices and HIV/AIDS prevention. Results for the COUNTRIES with a high number of beneficiaries under nutrition interventions

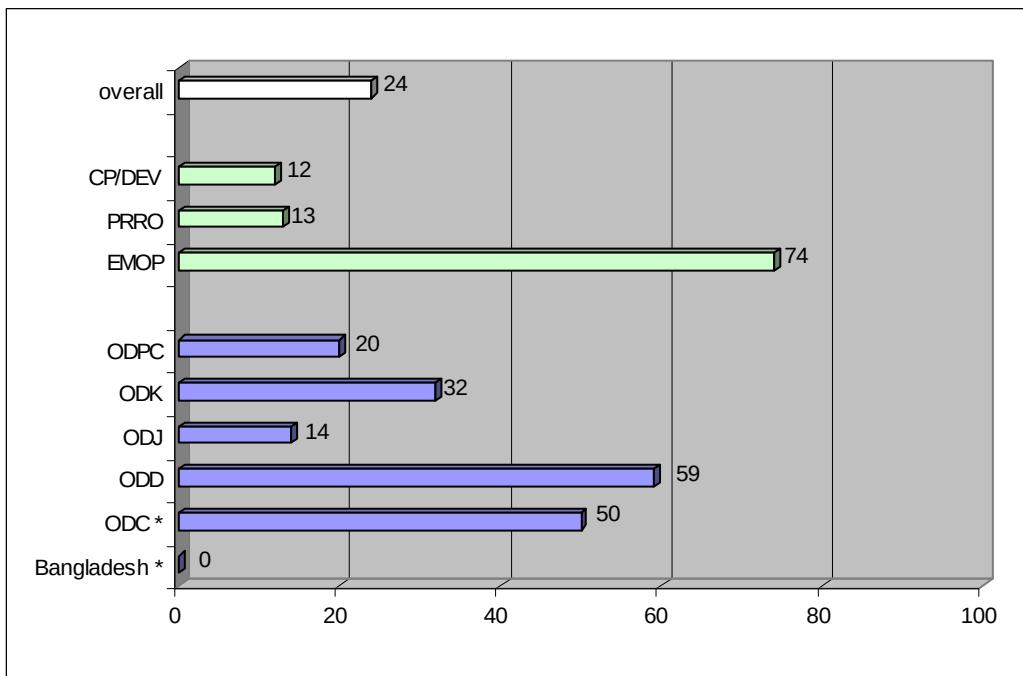
| Kind of session offered                      | Percentage of sites |       |                   |        |
|----------------------------------------------|---------------------|-------|-------------------|--------|
|                                              | Ethiopia            | Haiti | Yemen             | Zambia |
| PLMs – Nutrition                             | 100                 | 99    | 98                | 61     |
| PLMs – Health                                | 100                 | 99    | 98                | 67     |
| PLMs – Caring practices                      | 100                 | 100   | 98                | 61     |
| PLMs – HIV/AIDS prevention                   | 100                 | 99    | insufficient data | 60     |
| AGs – at least half in sessions on Nutrition | NR or NK            | 100   | NR or NK          | 40     |
| AGs – Health                                 | NR or NK            | 100   | NR or NK          | 38     |
| AGs – Caring practices                       | NR or NK            | 100   | insufficient data | 35     |
| AGs – HIV/AIDS prevention                    | NR or NK            | 100   | insufficient data | 42     |

| Awareness-raising sessions on nutrition, health, caring practices and HIV/AIDS Examples from the ECW baseline survey country reports                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |  |  |  |  |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--|--|--|--|
| <ul style="list-style-type: none"> <li><b>Nicaragua:</b> Awareness-raising sessions take place when pregnant women go to health centres for prenatal checks and when lactating women bring their children for growing checks. Sessions are held through talks managed by a trainer of health units where the programme for pregnant and lactating mothers is implemented. Men in waiting rooms of health services are involved as well and they get indirectly trained, although this participation is not recorded. Some health units also have clubs of pregnant and lactating women and adolescents (girls and boys) where systematic training is offered.</li> <li><b>Zambia:</b> In almost half of the sites it was not known how many PLM and AGs attended awareness-raising sessions on HIV prevention. There are some initiatives, however, where adolescents are specifically targeted. This is the case of the NGO "Right to Play" that concentrates on HIV/AIDS sensitization of the youth. Urban health centres also have youth groups that train young people as peer educators who then address their communities. When awareness-raising sessions on HIV were offered, men and boys did not attend at 90 percent of sites. This number refers just to men; no distinction is made for age groups. More men benefit from HIV/AIDS prevention sessions if this is given as a component of awareness-raising sessions on tuberculosis; otherwise cultural barriers would prevent men from going to the clinics. This is especially the case for Congolese refugees. There are generally more women targeted through the health centres. As a recommendation for future programming it should be considered whether to offer HIV/AIDS awareness-raising sessions to men/boys in connection with food-for-assets activities, which generally attract a large share of males.</li> </ul> |  |  |  |  |

**Participation of men and boys in awareness-raising session on HIV/AIDS prevention:** This is particularly important for preventing the spread of the pandemic. Men and boys overall attended these sessions in only 24 percent of sites. The results grouped by **regional bureau** show that they attended in 59 percent and 32 percent of ODD and ODK sites respectively, whereas it was 0 percent in ODB, 14 percent in ODJ and 20 percent in ODPC.

Furthermore, the results grouped by **project category** show that participation of men and boys was much higher in the EMOP sites (74 percent) than in PRRO sites (13 percent) and CP/ Dev sites (12 percent) – see Chart 1.14.

Chart 1.14 – Percentage of sites where **men and/or boys** attended the awareness-raising sessions on HIV/AIDS prevention. Results by regional bureau and project category.



\* = Percentages based on a low number of valid cases (28 from Bangladesh and only 2 from ODC)

### CONCLUSIONS on ECW I (nutrition)

The findings of the survey revealed that **micronutrient-fortified food** was provided to *all* pregnant and lactating mothers during the 6 months before the data collection in **89 percent** of sites. This is a very encouraging result (ECW I.1).

In many sites **adolescent girls** were not targeted. Moreover, data on their presence were frequently not available because the age category 10–19 is not captured through the classification adopted by the current monitoring system. However, they might be assisted if they are pregnant.

Another encouraging result is the fact that **awareness-raising sessions on nutrition, health and caring practices** were provided very often (in 95 percent, 94 percent and 75 percent of sites, respectively) and were attended by the large majority of the pregnant and lactating mothers and adolescent girls assisted. The results are beyond expectations considering that the Gender Policy had set a target that at *least half* of the pregnant and lactating mothers and adolescent girls assisted under nutrition interventions were to receive such training sessions.

**HIV/AIDS prevention sessions** were offered less frequently (in 61 percent of sites) with differences among regions; female participation in these sessions was however satisfactory

(ECW I.3).

On a negative side, it should be noted that parasite control (**deworming**) medications were provided – in collaboration with partners – to pregnant (in the second and third trimesters) and lactating mothers assisted under the nutrition interventions in only **19 percent of sites** (ECW 1.2).

### MAIN RECOMMENDATIONS

#### **Increasing focus on adolescent girls:**

- Collection of data disaggregated by age and sex should be enhanced in order to track attendance of adolescent girls. Adolescent girls should be targeted through specially-designed training sessions to meet their special needs at this critical time of their lives.

#### **In collaboration with partners, providing deworming medication:**

- In line with ECW I.2, WFP should increase, in collaboration with cooperating partners, the provision of deworming medication for pregnant (second and third trimesters) and lactating mothers in those areas where worm infestations are endemic and where anaemia is prevalent.

#### **Increasing HIV/AIDS prevention session to complement nutrition intervention:**

- The organization of HIV/AIDS prevention sessions should be extended to most nutritional sites. Extra budgetary resources should be allocated for this.
- The inclusion of men and/or boys in all awareness-raising sessions, including nutrition, health and caring practice should be considered in order to increase the effectiveness of the training.

## EDUCATION

### ECW II

#### EXPAND ACTIVITIES THAT ENABLE GIRLS TO ATTEND SCHOOL

| Related MDGs:                                                                                    | Related WFP Strategic Priorities:                                                                         |
|--------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------|
| Goal 2: Achieve universal primary education<br>Goal 3: Promote gender equality and empower women | No. 4: Support access to education and reduce gender disparity in access to education and skills training |

ECW II refers to school feeding activities. In particular:

- ECW II.1: Half of primary school students receiving food assistance globally to be girls.
- ECW II.2: Take-home rations for girls if there is a 15 percent or greater gender gap in school enrolment or attendance in the supported primary schools.
- ECW II.3: Take-home rations for girls to enhance secondary school enrolment/attendance if there is a 25 percent gender gap in areas in which primary education is already supported.

#### Key findings

- **Overall, 48 percent** of the school pupils to whom WFP food assistance is provided are girls; the 50 percent target set by the Gender Policy is nearly achieved (ECW II.1).
- **Primary schools:** The gender gap varies significantly across countries. It is greater than 15 percent in one third of the countries involved in the ECW baseline survey (ECW II.2).
- **Secondary schools:** In one third of the countries involved, the gender gap is 25 percent or greater in every area where primary education is already supported; in one quarter of the countries the gender gap is 25 percent or greater in *at least half* the assisted areas (ECW II.3).
- **Agreements with governments reflecting ECW II:** In 63 percent of project documents agreements on school feeding activities signed with governments since January 2003 state that special efforts will be offered to improve understanding of the rationale behind the positive measures for girls. Almost half of the school feeding projects (48.6 percent) foresee sensitization for the whole *community* and 43 percent of them for *children's parents and government representatives*. Sensitization for *girls and boys* is mentioned less frequently (34.3 percent and 11.4 percent respectively).
- In relation to only 11.4 percent of school feeding activities under survey do the agreements signed with governments since January 2003 state that take-home rations will be provided to girls in secondary schools when the gender gap in enrolment and/or attendance is 25 percent or greater. This demonstrates that this new Gender Policy commitment is still rarely implemented.

#### Rationale

"Every person – child, youth and adult – shall be able to benefit from educational opportunities designed to meet their basic learning needs. These needs comprise both essential learning tools (such as literacy, oral expression, numeracy, and problem-solving) and the basic learning content (such as knowledge, skills, values and attitudes) required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions, and to continue learning."<sup>34</sup>

<sup>34</sup> Article 1, *World Declaration on Education for All: Meeting Basic Learning Needs*. The World Conference on Education for All, 1990

Education, especially for girls, is one of the most effective ways to improve food security for the longer term and strengthen coping capacities for times of crisis. It has a positive effect on girls' economic opportunities and on their participation in community decision-making. It leads to reduction of HIV infection rates and child malnutrition in the next generation. Finally, women with education are also more likely to send their own children to school.

Food aid provided in the form of morning or lunchtime meals or as take-home rations can play an important role in attracting students, especially girls, to school, improving their attendance and enhancing their capacity to learn.<sup>35</sup>

| Examples of school feeding activities implemented                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| In recent years WFP and UNICEF established a working partnership to more effectively face the health and nutrition problems that can lead to low school enrolment, absenteeism, diminished class performance and early drop-out, especially in developing countries. WFP and UNICEF developed the notion of an essential package (EP) of health, education and hygiene assistance critical to ensuring consistent school enrolment and attendance. The package may include take-home food rations to promote girls' education, micronutrient supplementation, deworming treatment, sanitation and latrine installation, fuel-efficient stoves, school gardens, teacher training in health education, construction of clean water systems, HIV/AIDS prevention education, community capacity-building and malaria prevention measures. Food is the one fundamental element present in all cases. <sup>36</sup> |
| In <b>Bolivia</b> the presence of parents' committees help in building an environment conducive for education and in providing fresh food more regularly. Training for teachers, parents and counterpart staff on gender, health practices and food preparation is provided. Leadership training for women is considered a priority. Anti-parasite medication and vitamin A are provided in cooperation with the Ministry of Health, the WHO Pan-American Health Organization and UNICEF. <sup>37</sup>                                                                                                                                                                                                                                                                                                                                                                                                       |
| In <b>Niger</b> the WFP take-home ration programme for girls developed out of an existing school feeding programme and also addressed the needs of families with several school-age children. Families receive 150 kg of cereals a year for one or two girls and 300 kg of cereals a year for three or more girls. The ration is distributed during the agricultural lean season when household stocks are particularly low and food aid is most needed to tide people over until the following harvest. <sup>38</sup>                                                                                                                                                                                                                                                                                                                                                                                        |
| In <b>Pakistan</b> WFP began in 1994 to address the gender gap in the provinces where girls' education was particularly underdeveloped by distributing a 5-litre tin of vegetable oil per month to the family of each female student who attended school for a minimum of 20 days. Oil is a precious commodity for local families and an important part of the local diet. The WFP ration has a local value of about US\$5; the monthly income of most families participating to the project is approximately US\$30. <sup>39</sup>                                                                                                                                                                                                                                                                                                                                                                           |

## Project documents under survey

The implementation of ECW II was analysed through a country office (CO) self-assessment and through the analysis of data already available (secondary data) either at the School Feeding Unit or at the ministries of education of the surveyed countries.

The main purpose of the CO self-assessment was to verify if ECW II was reflected in the contractual agreements signed with governments since January 2003. At this level the unit of analysis was the **school feeding activity** and one questionnaire was completed for each activity implemented under the three operations (EMOP, PRRO and CP/Dev) surveyed. Answers were provided by the school feeding programme officer or focal point at the country office.

Collection of primary data in the schools was not requested as data were already available at the School Feeding Unit in Headquarters or at the ministries of education of the surveyed countries.

Indicators included for the purpose of the ECW Survey are:

- The percentage of girls receiving assistance from school feeding (indicator related to ECW II.1). Computed using school feeding beneficiaries figures collected through DACOTA data base (year 2004).<sup>40</sup>
- The gender gap in WFP-assisted primary schools (ECW II.2). Computed using the gender ratio provided by the School Feeding Baseline Surveys (from 2001 to 2004).
- The gender gap in secondary schools (ECW II.3). Computed using figures on gross enrolment made available by the ministry of education (or other relevant bodies) of the countries under survey and retrieved by the ECW baseline survey focal points during the deployment of the survey.

<sup>35</sup> *Gender Policy – Enhanced Commitments to Women to Ensure Food Security.* (WFP / EB.3 / 2002 / 4 – A)

<sup>36</sup> *School Feeding Global Report 2005*

<sup>37</sup> ECW Bolivia Report

<sup>38</sup> *School Feeding Works for Girls' Education*, WFP (School Feeding Service), September 2001

<sup>39</sup> *School Feeding Works for Girls' Education*, WFP (School Feeding Service), September 2001

<sup>40</sup> The figures collected through DACOTA data base are entered by COs for each operation as "Children receiving school meals" and/or "Children receiving take-home rations". For details, see chapter on ECW II.

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Fifty-nine project documents related to school feeding were analysed through the CO self-assessment. ODK was the regional bureau with the highest number of documents under survey (17); ODB was the one with the lowest number (5) – see Table 2.1. Many project documents under survey were implemented under either a CP/Dev (27) or a PRRO (24); only 8 under an EMOP.

Table 2.1 – Number of project documents under survey. Figures by regional bureau and by country

| Regional bureau | Country |
|-----------------|---|
| ODB: 5 ⇒ | Cambodia (1), India (1), Myanmar (2), Nepal (1) |
| ODC: 8 ⇒ | Afghanistan (1), Armenia (1), Azerbaijan (1), Iran (1), Pakistan (1), Tajikistan (1), Yemen (2) |
| ODD: 14 ⇒ | Burkina Faso (1), Cape Verde (1), Chad (1), Gambia (1), Guinea (2), Guinea Bissau (1), Liberia (1), Mali (2), Mauritania (1), Niger (1), Sierra Leone (2) |
| ODJ: 8 ⇒ | Angola (1), Malawi (1), Mozambique (3), Zambia (2), Zimbabwe (1) |
| ODK: 17 ⇒ | Burundi (1), the Congo (1), Djibouti (1), Eritrea (2), Ethiopia (2), Kenya (3), Rwanda (1), Somalia (1), Sudan (2), Tanzania (1), Uganda (2) |
| ODPC: 7 ⇒ | Bolivia (1), Colombia (1), Haiti (1), Honduras (2), Nicaragua (2) |

ECW II.1: HALF OF ALL PRIMARY SCHOOL STUDENTS TO WHOM WFP FOOD ASSISTANCE WILL BE PROVIDED WILL BE GIRLS

MAIN FINDINGS

Gender balance among school feeding beneficiaries in primary schools

In 2004, WFP provided school feeding assistance to 41 countries with meals at school, 6 countries with take-home rations and 25 countries with both meals and take-home rations.⁴¹ To monitor the implementation of ECW II.1, the percentage of girls receiving school feeding assistance (out of the total beneficiaries) was computed.⁴²

Overall, food aid through school feeding was distributed almost equally among boys and girls (**47.9 percent** of beneficiaries were girls). The 50 percent target was fully achieved in ODB and almost achieved in ODC (girls were 50.2 percent and 49.2 percent of beneficiaries, respectively), whereas ODD and ODK were clearly below the target (girls were 45.1 percent and 45.9 percent respectively; see green bars in Chart 2.1).

Countries with the lowest percentage of girls assisted were⁴³: Georgia, Guinea-Bissau, Burkina Faso, Mali, Bhutan, Mozambique, Guinea, Ethiopia, Cote d'Ivoire, Niger, Central

⁴¹ In total 72 countries were assisted.

⁴² The figures were taken from DACOTA beneficiary data base entered by the COs for each operation as "Children receiving school meals" and/or "Children receiving take-home rations". These figures are not disaggregated by type of schools (pre-schools, primary schools, and secondary schools) and include beneficiaries of all school categories. However, WFP school feeding is mainly for primary schools and the caseloads for secondary schools and pre-schools are small. (Rough estimates in 2004 were that secondary schools were around 1 percent of the total and pre-schools around 4 percent of the total). Therefore, the percentage of total girls assisted by school feeding can be considered a valid proxy indicator of the percentage of primary school girls assisted.

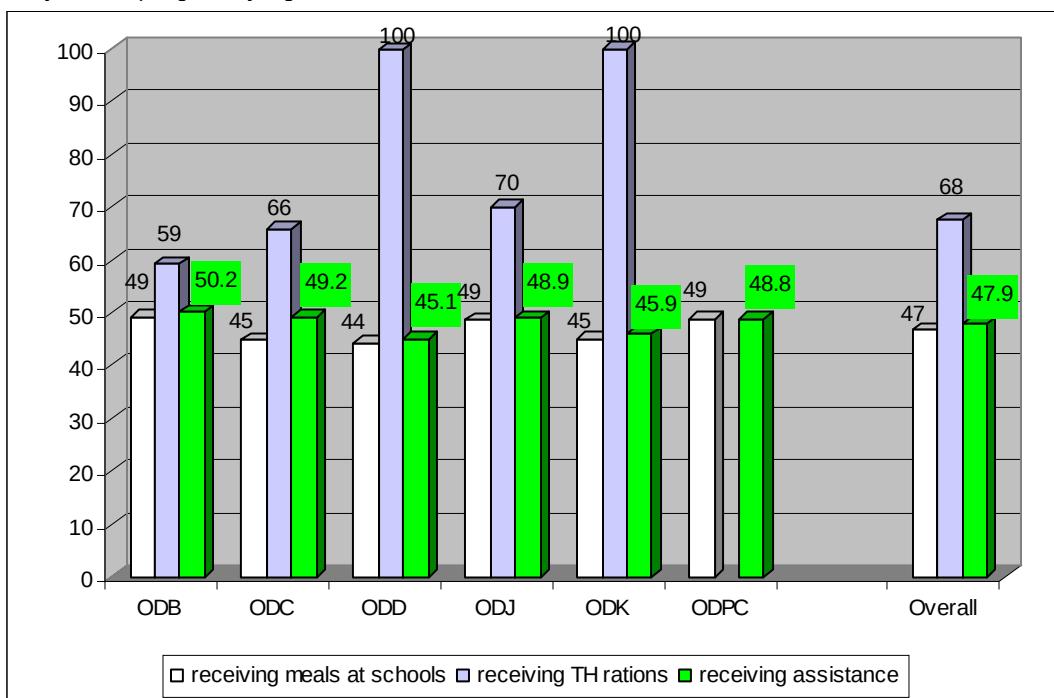
⁴³ In all these countries the percentage of girls assisted was below 45 percent. They are listed in order of lowest number of girls assisted.

African Republic, Chad, Cameroon, Somalia and Afghanistan. (In these last two countries girls were 26.9 percent and 25.4 percent of beneficiaries, respectively).

In all regional bureaux there were more boys receiving meals at school than girls (see the white bars in Chart 2.1). This is most likely due to the gender ratio in school enrolment which is in favour of boys. However, girls were the main target of take-home rations. This was true especially in ODD and ODK countries where in 2004 such rations were distributed *only* to girls (see the blue bars in Chart 2.1). Take-home rations were not provided at all in ODPC.

It is worth noting that the regional bureaux with the lowest percentage of girls assisted (ODD and ODK) are the bureaux with the highest percentage of girls receiving take-home rations. This is due do the fact that in most countries of those regions take-home rations are distributed to girls who also receive meals at schools. This augments the overall assistance provided to girls without modifying the percentage of girls assisted.

Chart 2.1 – Percentage of girls receiving school feeding assistance (meals at school, take-home (TH) rations and globally assisted). Figures by regional bureau.



ECW II.2: ADDITIONAL INCENTIVES IN THE FORM OF TAKE-HOME FOOD RATIONS WILL BE PROVIDED TO GIRLS IF THERE IS A 15 PERCENT OR GREATER GENDER GAP IN PRIMARY SCHOOL ENROLMENT OR ATTENDANCE IN THE SUPPORTED PRIMARY SCHOOLS.

Because traditional school feeding was often insufficient to close the gender gap in education, WFP has developed an alternative way of using food aid to help educate girls. Basic food items, such as a sack of rice or several litres of vegetable oil, are distributed to families in exchange for the schooling of their daughters. These “take-home rations” compensate parents for the loss of their daughters’ labour and enable girls to attend school. WFP assistance directly tackles the critical issue of the opportunity costs that prevent girls from receiving an education.

Low attendance of girls does not stem only from tradition or culture,⁴⁴ but also from poverty. Poverty often prevents children from attending even schools without fees, due to the costs associated with schools (e.g. clothes and books) and for the loss of the child’s labour. Girls’

⁴⁴ In cultures where men traditionally work in paid professional positions, education may be deemed “wasted” on girls because it is not perceived to lead to paid work. Moreover, there may be concerns about girls walking a long way to schools and/or being away from the protection of their homes and families. Likewise there may be concerns about the lack of sanitary facilities and privacy for girls in schools or about jeopardizing the girls’ morality. (*School Feeding Works for Girls’ Education*)

work can be particularly valuable to family subsistence. They often contribute by providing agricultural labour in the fields, selling goods in the market place, finding food and water, preparing and serving food, caring for other children, and/or by working as domestic labourers outside the family.⁴⁵

WFP Gender Policy 2003–2007 states that where there is a 15 percent or greater gender gap in primary school enrolment or attendance, additional incentives should be provided in the form of take-home rations to girls. While the wording focuses on girls, the policy aims at gender parity. Where the gender gap is *favourable* to girls, special assistance should target boys.⁴⁶

MAIN FINDINGS

Country office self-assessment

In 63 percent of project documents related to school feeding the agreements signed with governments since January 2003 state that special efforts will be offered to improve understanding of the rationale behind the positive measures for girls.⁴⁷ This was accomplished especially in ODK and ODD (90 percent and 73 percent respectively) but much less frequently in ODPC (17 percent).

Almost half of the school feeding projects (48.6 percent) include sensitization for the whole community; 43 percent of them include it for children's parents and government representatives. Sensitization for girls and boys is mentioned less frequently in the agreements (34.3 percent and 11.4 percent respectively).

The gender balance in enrolment in the assisted primary schools is regularly computed through the Standardized School Feeding Baseline Surveys.⁴⁸ The data that derive from these surveys are aggregated at country level and do not allow for identifying specific areas (districts, provinces, regions, etc.) with a 15 percent or greater gender gap in WFP-assisted primary schools. Nonetheless, they detect countries where the average gender gap in the WFP-assisted primary schools exceeds that benchmark.

Thirty-one countries involved in the 2004 survey on the ECW also participated in the School Feeding Baseline Survey. The gender gap is greater than 15 percent in one third of them (10 out of 31); it is particularly high in Chad (48 percent), Mozambique (41.8 percent), Djibouti (36.2 percent), Niger (32.7 percent) and Somalia (30.4 percent). These countries require special attention. A detailed geographical analysis is recommended in order to identify in which areas the gender gap reaches levels of concern.

Table 2.2 – Estimated gender gap (and gender ratio) in the primary schools of Countries under survey

| Country | Estimated gender gap | Estimated gender ratio | Stat. error | 95 percent Confidence Interval | |
|-------------------|----------------------|------------------------|-------------|--------------------------------|-------|
| | | | | Lower | Upper |
| Chad | 48.0 | 0.52 | 0.085 | 0.352 | 0.688 |
| Mozambique | 41.8 | 0.58 | 0.011 | 0.561 | 0.603 |
| Djibouti (*) | 36.2 | 0.64 | 0.011 | 0.616 | 0.661 |
| Niger | 32.7 | 0.67 | 0.017 | 0.639 | 0.706 |
| Somalia (*) | 30.4 | 0.70 | 0.000 | 0.696 | 0.696 |
| Guinea Bissau (*) | 25.1 | 0.75 | 0.031 | 0.688 | 0.811 |
| Ethiopia | 21.0 | 0.79 | 0.019 | 0.753 | 0.827 |
| the Congo (*) | 19.0 | 0.81 | 0.008 | 0.794 | 0.825 |

⁴⁵ *School Feeding Works for Girls' Education*

⁴⁶ The same principle applies also for ECW II.3.

⁴⁷ For 37.3 percent of the projects the question was not relevant.

⁴⁸ Through the School Feeding Baseline Surveys the gender ratio, instead of the gender gap, is usually computed. The gender ratio was converted into gender gap using the following formula: GG = 100(1 – GR). Both coefficients are reported in the table.

| | | | | | | |
|------------------|--------|--------|------|-------|-------|-------|
| Sierra Leone (*) | 18.4 | | 0.82 | 0.017 | 0.783 | 0.849 |
| Liberia (*) | 16.1 | | 0.84 | 0.027 | 0.787 | 0.892 |
| Uganda | | 0.85** | | | | |
| Yemen (*) | 13.3 | | 0.87 | 0.035 | 0.798 | 0.936 |
| Burundi | 12.6 | | 0.87 | 0.009 | 0.856 | 0.892 |
| Tanzania | 11.5 | | 0.88 | 0.018 | 0.849 | 0.921 |
| Zambia (*) | 6.0 | | 0.94 | 0.016 | 0.909 | 0.970 |
| Tajikistan | 5.8 | | 0.94 | 0.011 | 0.921 | 0.962 |
| Kenya (*) | 4.7 | | 0.95 | 0.013 | 0.928 | 0.978 |
| Haiti (*) | | 0.96** | | | | |
| Honduras | 3.3 | | 0.97 | 0.012 | 0.944 | 0.990 |
| Nicaragua (*) | 3.2 | | 0.97 | 0.018 | 0.932 | 1.004 |
| Gambia (*) | 1.8 | | 0.98 | 0.016 | 0.950 | 1.013 |
| Cambodia | 1.8 | | 0.98 | 0.049 | 0.885 | 1.078 |
| DRC (*) | 0.6 | | 0.99 | 0.000 | 0.994 | 0.994 |
| Bolivia | -0.3 | | 1.00 | 0.039 | 0.926 | 1.079 |
| Rwanda | -0.6 | | 1.01 | 0.034 | 0.940 | 1.072 |
| Mauritania (*) | -1.1 | | 1.01 | 0.028 | 0.956 | 1.065 |
| Armenia (*) | -1.8 | | 1.02 | 0.013 | 0.993 | 1.044 |
| Colombia | -4.2 | | 1.04 | 0.000 | 1.042 | 1.042 |
| Iran (*) | -9.1 | | 1.09 | 0.071 | 0.952 | 1.230 |
| Malawi | -14.9 | | 1.15 | 0.023 | 1.105 | 1.194 |
| Myanmar (*) | -226.3 | | 3.26 | 0.142 | 2.984 | 3.542 |

(*) The gender gap (and the gender ratio) refers to 2003–2004. For the other countries data refer to 2002 or 2003.

(**) In Haiti and Uganda the median (instead of the average) has been computed on the unweighted samples because in these two countries the presence of few girls-only schools (outliers) would compromise the reliability of the data. Thus countries the gender gap was not computed for these countries; statistical error and confidence interval of the mean were not reported.

Table 2.2 also reports the countries with a gender gap in favour of girls. In general a gap favourable to girls does not reach the 15 percent set by the Gender Policy 2003–2007. Only in **Myanmar** was the proportion of girls enrolled in 2003 very high (gender ratio 3.26). In Myanmar, the school feeding programme successfully increased girls' enrolment because the food incentive, in the form of take-home rations, was given only to girls. In order to remedy this disadvantage, all boys attending schools (from kindergartens to grade IV) are now entitled to receive food assistance.⁴⁹

ECW II.3: IN AREAS IN WHICH PRIMARY SCHOOL EDUCATION IS SUPPORTED AND WHERE THERE IS A 25 PERCENT OR GREATER GENDER GAP IN SECONDARY SCHOOL ENROLMENT OR ATTENDANCE, A TAKE-HOME RATION WILL BE PROVIDED FOR GIRLS' SECONDARY SCHOOLING. THE AIM IS TO REDUCE THE GENDER GAP IN ENROLMENT OR ATTENDANCE BY HALF IN THE SUPPORTED SECONDARY SCHOOLS.

Recognizing the importance of adolescence for girls and the fact that gender gaps are greatest after primary school, WFP Gender Policy 2003–2007 commits to providing additional resources (in the form of take-home rations) for girls in areas in which primary education is already supported and where there is a 25 percent or greater gender gap in secondary enrolment or attendance.⁵⁰ This is a new feature that aims at strengthening emphasis on adolescent girls. WFP's assistance portfolio is to be enlarged – if resources can be made available – to also support secondary school education.

MAIN FINDINGS

⁴⁹ 2004 figures collected with DACOTA confirm this evolution as 20 percent of pupils assisted by school feeding are boys.

⁵⁰ WFP / EB.3 / 2002 / 4 – A

Country office self-assessment

In relation to only 11.4 percent of the school feeding activities under survey do the agreements signed with governments since January 2003 state that take-home rations will be provided to girls in secondary schools when the gender gap in enrolment and/or attendance is 25 percent or greater.⁵¹ This demonstrates how rarely this new Gender Policy commitment has been implemented.

Gender gap in secondary schools

Thirty-six countries under survey provided data on enrolment in secondary schools.⁵² The gender gap in secondary schools has been computed only for those areas (district, province, region, etc.) where primary education was already supported by WFP. This indicator has been conceived as a programming tool for those countries that decide to assist secondary education as well. Obviously, aggregation of data that refer to different administrative levels (district, province, region, etc) disturbs comparison. Nonetheless, such aggregation is still useful to identify in how many countries under survey the gender gap in secondary school is a country-wide challenge.

The following table shows great variability among countries. In one third of the countries (12 out of 36) the gender gap in secondary schools exceeds 25 percent in every area where primary education is already supported (Burundi, Cambodia, Chad, Djibouti, Eritrea, Ethiopia, Guinea, Guinea Bissau, Sierra Leone, Uganda, Yemen, Mali) and in one quarter (9 out of 36) of the countries the benchmark is exceeded in at least half of the assisted areas. In one quarter of the countries (9) fewer than half of the areas had a gender gap greater than 25 percent and in the remaining six countries (Armenia, Azerbaijan, Cape Verde, Colombia, Tanzania, Zimbabwe) no area reported a gap above 25 percent (see Table 2.3).

Table 2.3 – Countries under survey classified on the basis of the incidence of a 25 percent or greater gender gap in secondary education

| Incidence of 25 percent or greater gender gap in secondary education | Country* |
|--|---|
| 25 percent or greater gender gap everywhere | Burundi (<i>Karusi province</i>)
Cambodia (<i>district</i>)
Chad
Djibouti (<i>CEM</i>)
Eritrea (<i>sub-zone</i>)
Ethiopia (<i>regional state</i>)
Guinea
Guinea Bissau (<i>region</i>)
Sierra Leone (<i>district</i>)
Uganda (<i>district</i>)
Yemen (<i>governorate</i>)
Mali (<i>region</i>) |
| 25 percent or greater gender gap in more than half of the areas | Burkina Faso (<i>direction régionale</i>)
India (<i>district</i>)
Malawi (<i>district</i>)
Mozambique (<i>prefecture</i>)
Myanmar (<i>village</i>)
Niger (<i>region</i>)
Zambia (<i>district</i>) |

⁵¹ Because in 41 percent of school feeding-related projects the question was considered not relevant, the percentage has been computed taking into account only the remaining 59 percent of cases.

⁵² At the time of survey Algeria, Bangladesh, DRC, Georgia and Indonesia did not have school feeding in the project portfolio of their activities. Afghanistan, Iran, Haiti, Somalia, Angola, Honduras and Pakistan had school feeding in the project portfolio but were not able to provide data on secondary schools. Therefore the gender gap in secondary schools has been computed for 36 countries. Obviously, the lowest administrative unit of analysis for which the data were available was not the same for all the countries.

| | |
|--|---|
| | Nepal (<i>district</i>)
Gambia (<i>region</i>) |
| 25 percent or greater gender gap in less than half of the areas | Bolivia (<i>municipio</i>)
(the) Congo (<i>district</i>)
Kenya (<i>district</i>)
Liberia (<i>county</i>)
Mauritania (<i>region</i>)
Nicaragua (<i>municipio</i>)
Rwanda (<i>district</i>)
Sudan (<i>state</i>)
Tajikistan (<i>district</i>) |
| No area with a 25 percent or greater gender gap | Armenia (<i>district</i>)
Azerbaijan (<i>district</i>)
Cape Verde (<i>district</i>)
Colombia
Tanzania (<i>region</i>)
Zimbabwe (<i>province</i>) |

(*) The level of aggregation of the data has been reported in parentheses (when available).

CONCLUSIONS on ECW II (education)

Overall, nearly half (48 percent) of the school pupils to whom WFP provides food assistance are girls; the 50 percent target set by the Gender Policy is almost achieved.

In one third of the countries where data are available, the gender gap (i.e. the gap between the number of boys and the number of girls enrolled in school) is greater than 15 percent and in some countries it is particularly high (Chad, 48 percent; Mozambique, 41.8 percent; Djibouti, 36.2 percent; Niger, 32.7 percent; Somalia, 30.4 percent). These countries require special attention in terms of school feeding activities (including take-home rations programmes) (ECW II.2).

The gender gap in secondary school becomes an issue of concern in many countries. Few country offices provided take-home rations to girls attending secondary schools where the gender gap is equal or greater of 25 percent, although only a few countries have no areas with a gender gap of that extent (Armenia, Azerbaijan, Cape Verde, Columbia, Tanzania and Zimbabwe). All remaining countries are affected – to differing extents – by the gender gap in secondary schools (ECW II.3).

MAIN RECOMMENDATIONS

Provision of take-home rations in primary education (ECW II.2)

- Country offices should programme additional incentives in the form of take-home rations to enhance enrolment and attendance of girls in primary education if a gender gap of 15 percent or greater is present in the country. These measures should be applicable to boys if they are the disadvantaged group.
- In order to ensure the effectiveness and the understanding of the programme, sensitization sessions for the community, the parents and the schoolchildren need to be carried out when take-home rations for girls are provided.

Provision of take-home rations in secondary education (ECW II.3)

- If resources are available, country offices should explore the possibility of enlarging their food-for-education intervention by targeting adolescent girls in secondary education. Additional incentives in the form of take-home rations are suggested, especially in those countries where the 25 percent gender gap in secondary education is reached in all the areas where primary education is already supported.

FOOD FOR TRAINING

This chapter analyses and reports on ECW III (food for training, or FFT), which concerns human asset creation, and ECW V, which deals with equal representation and participation of women in beneficiary-level committees related to FFT activity.

ECW III

ENSURE THAT WOMEN BENEFIT AT LEAST EQUALLY FROM THE ASSETS CREATED THROUGH FOOD FOR TRAINING AND FOOD FOR WORK

Related MDGs:

Goal 1: Eradicate extreme poverty and hunger
 Goal 3: Promote gender equality and empower women

Related WFP Strategic Priorities:

No 2: Protect livelihoods in crisis situations and enhance resilience to shocks
 No. 4: Support access to education and reduce gender disparity in access to education and skills training

ECW III refers to the creation of human and physical assets.

It comprises the following areas

- ECW III.1: Seventy percent participation of women in food-for-training (FFT) activities
- ECW III.2: Assets created to equally benefit women and adolescent girls
- ECW III.3: not applicable to FFT
- ECW III.4: Ration cards issued in the name of FFT participants

Key findings

- FFT activities are offered almost entirely under **CP/Dev** (89 percent of sites), while sites under EMOP and PRRO account for 5.7 percent and 5.3 percent of the total, respectively.
- **ECW III.1:** Overall, women accounted for **61.2** percent of trainees. Fewer than half of the project documents surveyed which include FFT activities explicitly state that at least 70 percent of participants in FFT activities will be women and adolescent girls.
Data on adolescent girls were often not available, whether at the country office or in the field. Nonetheless, at 88 percent of sites adolescent girls were not involved in the activity.
- **ECW III.2:**
 - A gender-specific and gender-sensitive situation analysis was undertaken as preparation for the FFT programme design in 70 percent of activities surveyed.
 - The field level survey reported that in most of the sites, participants were involved to a good degree in defining FFT activities (average score 3.7).
 - **Complementary services** were offered in some sites to facilitate the participation of women and adolescent girls in the FFT activity. *Sanitation* was the service provided most often (75 percent of sites), followed by *adequate security* (58 percent), *flexible timing* (51 percent), *special illness arrangements* (47 percent) and *child care arrangements* (5 percent).
- **ECW III.4:** In almost all sites (99 percent) where ration cards and/or distribution lists were in use every trainee received a food ration card in her/his name or was personally listed on the distribution list.

Rationale

The focus on training activities for women and adolescent girls was a new programme feature of the Gender Policy. It set a target of 70 percent female participation in training activities to

balance some of the disadvantages women experience in society and enable them to develop personally so as to contribute to the household and community.⁵³

Food for training (FFT) is an activity that provides a food transfer as an incentive to individuals from food insecure households to enable and encourage them to undertake training. In line with WFP's Strategic Objectives, training activities could include: (a) income-generating activities and training on vocational skills in order to protect livelihoods and increase resilience to shocks; (2) training on nutrition, health, HIV/AIDS prevention, hygiene and/or sanitation in order to enhance nutrition and health status of vulnerable people; and (c) life skills training comprising functional literacy and numeracy, leadership skills and awareness-raising about social, political and legal institutions, which support access to education and could serve as a tool for women's empowerment.⁵⁴

| Examples of FFT activities offered |
|--|
| In Bangladesh the Vulnerable Group Development (VGD) and Women's Training Centre target women exclusively, with training in income-generating activities, literacy and numeracy and raising awareness. |
| In Bolivia literacy training as well as community organization and participation is supported. Emphasis is given to the creation and preservation of social and human assets, particularly those of women, in order to develop and strengthen capacities. |
| In Guinea WFP supports vocational training programmes for women subject to gender-based violence, and to former sex workers. |
| In Iran literacy and skills training classes are offered to female refugees (not living in camps) in Sistan Baluchistan province. |
| In Somalia WFP supports capacity-building through FFT, targeting women in areas including education, health, nutrition and cooking. |

Project documents and operational sites under survey

The implementation of ECW III and ECW V was studied through a country office (CO) self-assessment of all FFT activities and a site-level survey based on a sample of sites selected through probability proportional to size sampling methodology.

The main purpose of the CO self-assessment was to verify if ECW III and ECW V were reflected in the project documents under survey. At this level the unit of analysis was the **activity** and one questionnaire was completed for each activity implemented under the three operations (EMOP, PRRO and CP/Dev) surveyed. Answers were provided by the FFT programme officer or focal point at the country office.

The purpose of the site-level survey was to assess to what extent ECW III and ECW V were actually implemented in the field. At this level the unit of analysis was the **site** and one questionnaire was completed for each sampled site. The site-level survey results come out of figures and answers provided by enumerators who visited the sites and talked with site administrators and beneficiaries (through interviews and group discussions).

Although only 38 FFT activities were surveyed through the CO self-assessment, in order to facilitate future comparison, both the CO self-assessment results and the site-level results are presented with percentages. Percentages were computed taking into account only those cases where the issue was relevant and the answer was given (valid cases). An asterisk (*) marks those regional bureau results computed on a low number of valid cases and indicates that they cannot be considered very reliable. The percentage of cases (either activities or sites) where an issue is not relevant or the answer is not known was computed taking into account all the cases under survey.

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Overall, 38 project documents related to FFT activities were analysed through the country office self-assessment. ODK was the regional bureau with the highest number of documents under survey; ODJ was the one with the lowest number (see Table 3.1).

<sup>53</sup> The 70 percent target is a *positive measure* (i.e. a temporary action to improve the situation of the disadvantaged, which has to be stopped once the disadvantage has been removed), aimed at improving the status and skills of women in coping with food insecurity.

<sup>54</sup> Draft policy paper WFP support to FFT.

Table 3.1 – Number of project documents under survey. Figures by regional bureau and by country

Regional bureau		Country
ODB: 7	⇒	Bangladesh (4), Cambodia (1), Indonesia (1), Myanmar (1)
ODC: 5	⇒	Afghanistan (1), Armenia (1), Iran (1), Pakistan (1), Tajikistan (1)
ODD: 6	⇒	Burkina Faso (1), Guinea (1), Guinea Bissau (1), Liberia (1), Niger (1), Sierra Leone (1)
ODJ: 3	⇒	Malawi (1), Zambia (2)
ODK: 13	⇒	Burundi (1), Djibouti (1), Eritrea (1), the Congo (1), Rwanda (2), Somalia (1), Sudan (2), Tanzania (1), Uganda (3)
ODPC: 4	⇒	Bolivia (1), Colombia (1), Haiti (1), Honduras (1)

Sixteen country offices collected primary data on FFT activities by sending trained enumerators to sampled FFT sites that were operational and accessible at the time of survey (see Table 3.2).<sup>55</sup>

A high proportion of FFT sites was located in Bangladesh (72.3 percent). **Bangladesh** has a huge FFT programme targeting only women: it is the Vulnerable Group Development (VGD) programme, which provides income-earning activities for vulnerable women through food and development support. Through this programme, training in marketable skills (and other life skills) promotes food security and economic independence, particularly among female-headed households. Around 500,000 beneficiaries in poor rural areas of Bangladesh (approximately 5,000 sites) are targeted.

Because the percentage of Bangladesh sites is so high, most of the FFT results are heavily influenced by Bangladesh. This will be particularly clear when disaggregating the results by regional bureau.

Among ODD and ODJ countries involved in the field-level part of the survey, only Sierra Leone and Zambia have FFT activities. Therefore no general statements will be made about these two bureaux, as their results cannot be considered representative of their respective regions.

Table 3.2 – Percentage of surveyed sites by regional bureau and country

Country	Percentage of sites	Percentage of sites
Bangladesh	72.3	
Indonesia	1.6	
Myanmar	0.4	
<b>Total ODB</b>		<b>74.4</b>
Afghanistan	0.3	
Armenia	0.7	
<b>Total ODC</b>		<b>1.0</b>
Sierra Leone	1.0	
<b>Total ODD</b>		<b>1.0</b>
Zambia	8.0	
<b>Total ODJ</b>		<b>8.0</b>
Burundi	0.1	
the Congo	0.1	
Djibouti	0.3	
Rwanda	0.3	
Southern Sudan	0.1	
Sudan	0.2	
Uganda	3.4	
<b>Total ODK</b>		<b>4.6</b>
Bolivia	10.2	

<sup>55</sup> Not all countries where FFT was implemented collected primary data for different reasons, mainly because this activity was foreseen but not yet implemented or was over.

Colombia	0.9	
Total ODPC		11.1

FFT activities are offered almost entirely under **CP/Dev** operations (**89 percent of sites**), while sites under EMOP and PRRO account for 5.7 percent and 5.3 percent of the total, respectively.

Table 3.3 – Percentage of surveyed sites by project category

Project category	Percentage of sites
EMOP (southern Sudan and Zambia)	5.7
PRRO	5.3
CP / DEV	89

This result is not surprising. FFT has always been considered difficult to implement in emergency settings, where the focus is on saving lives. Nevertheless, since most of WFP's work is on emergencies, it is crucial to take advantage of situations where the social roles change. In two countries under survey (**Sudan** and **Zambia**) FFT is already implemented in emergency operations.<sup>56</sup>

The trainings most often implemented in the countries under survey are income-generating skills, nutrition/health education and awareness-raising about social, political and legal institutions. Functional literacy and numeracy, and leadership and management skills, are the least offered (see Table 3.4).

Table 3.4 – Kind of training offered at the sites

Kind of training	Percentage of sites
Income-generating skills	82.5
Nutrition and/or health education	82.2
Functional literacy and numeracy	46.0
Leadership and management skills	13.1
Awareness-raising about social, political and legal institutions	75.8
HIV/AIDS prevention/awareness-raising	64.6

Different kinds of training address different needs. Income-generating skills or nutrition and health education training relate to the traditional roles of women in society and are focused on women's and girls' practical needs. Life skills training — comprising functional literacy and numeracy, leadership skills and awareness-raising about social, political and legal institutions — serves a more strategic purpose as it supports women's empowerment.

**ECW III.1:** AT LEAST 70 PERCENT OF THE PARTICIPANTS IN FOOD-ASSISTED TRAINING ACTIVITIES WILL BE WOMEN AND ADOLESCENT GIRLS, I.E. FOR OUT-OF-SCHOOL EDUCATION, LIFE SKILLS TRAINING, INCOME-GENERATING SKILL TRAINING, MICROENTERPRISE ESTABLISHMENT AND COMMUNITY LEADERSHIP TRAINING.

## MAIN FINDINGS

### Country office self-assessment

<sup>56</sup> In southern Sudan, under EMOP 10048.2, FFT activities include adult literacy training, vocational training, teacher training, animal health, health training and community training. There were few sites surveyed because at the time of the roll out [of the survey] most sites were not operational. While in Zambia (EMOP 10290.0 Southern Africa Region) FFT includes entrepreneurs training (grow/sell vegetables, cultivate orchards, handle finance) and tailoring.

The country office self-assessment results show that 47 percent of project documents surveyed (18 out of 38) state that at least 70 percent of trainees will be female.

When disaggregated by **regional bureau**, it emerges that none of the project documents from ODPC mentions this target. Most of the project documents from ODB (5 out of 7, or 71 percent) do mention it, as do only 33 percent of project documents from ODK countries (4 out of 12).

Both EMOP documents under survey explicitly mention that at least 70 percent of trainees will be women, while about *half* of PRRO and CP/Dev documents do so.

Since only half of the project documents report data on **adolescent girls**, there is an evident lack of information on girls' participation in FFT. When the figures are reported, adolescent girls account for only **6 percent** of targeted participants.

The Gender Policy 2003–2007 has a strong focus on adolescent girls (see box in the nutrition chapter). Adolescence is a critical period in life from both a social and a nutritional point of view. Research shows that the longer girls attend school, the greater their social and economic development potential, the lower their risk of being sexually abused or exposed to unprotected sexual relations, the later they get married, the longer spacing there is between their children, and the fewer children they have altogether. Better-educated and better-trained girls also take better care of their infants, and their infants are less likely to be malnourished.

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

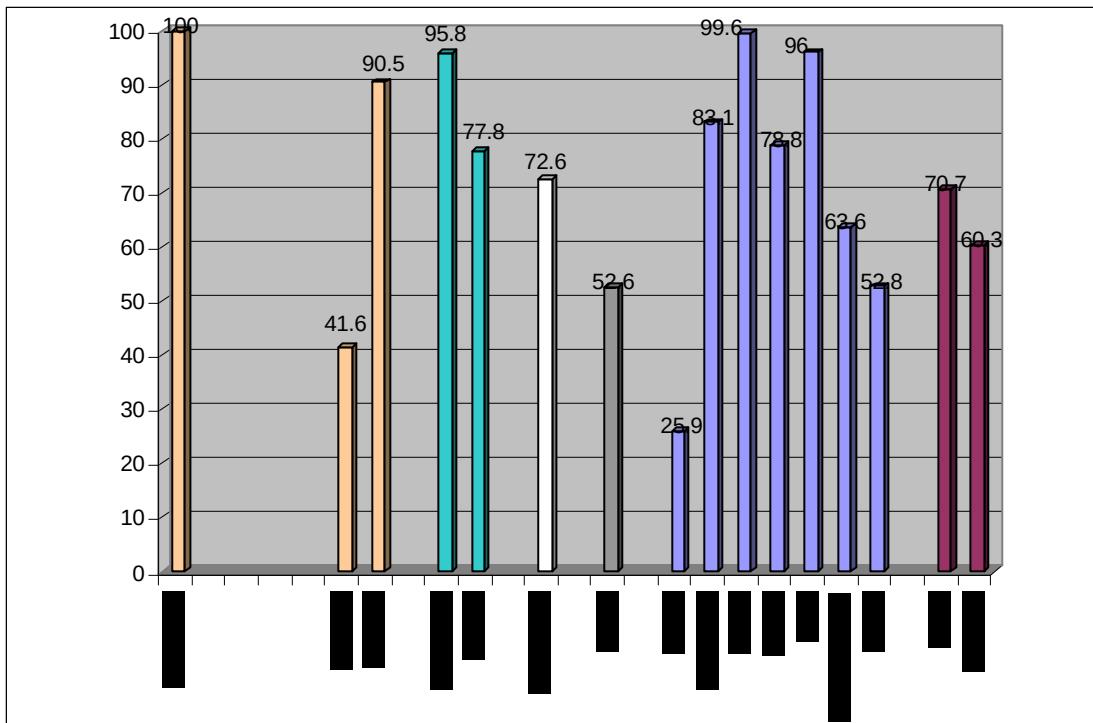
In most countries adolescent girls are not targeted specifically and often the monitoring systems do not register the beneficiaries using age group (e.g. 10–18), making it very difficult to track the number of adolescent girls participating in the activity. Furthermore, in some countries (especially in the ODC region) for socio-cultural reasons the older women in a family group are predominantly involved rather than their daughters or daughters-in-laws. In these situations, country offices would have to encourage communities to allow increased participation of adolescent girls in FFT activities.

#### **Site-level survey**

As previously reported, in Bangladesh there are many FFT sites and they heavily influence the survey results because they target only females. Therefore, in order to provide a reliable picture on women and girls' participation in FFT, *the overall percentage of female FFT trainees has been computed excluding Bangladesh*. Nonetheless, females participating in FFT activities accounted for **61.2** percent of all trainees, which is an encouraging result, not far from the 70 percent target set by the Gender Policy.

Many countries under survey exceed the 70 percent target (Afghanistan, Armenia, Bangladesh, Bolivia, the Congo, Djibouti, Myanmar, Sierra Leone, Rwanda, and Sudan), while others are still under the benchmark (Burundi, Colombia, Indonesia, southern Sudan, Uganda and Zambia) (see Chart 3.1).

Chart 3.1 – Proportion of female participation in FFT activities, by country



Aggregating the results **by regional bureau**, it emerges that ODC and ODD (Sierra Leone only) reached the benchmark of 70 percent female participants in FFT activities, and that ODPC is very close to this target. ODK, ODJ (Zambia only) and ODB (Bangladesh excluded) follow.

Table 3.5 – Female participation in FFT, by regional bureau.

Regional bureau	Percentage
ODB (Bangladesh excluded)	43.2
ODC	89.6
ODD (only Sierra Leone)	72.6
ODJ (only Zambia)	52.6
ODK	59.8
ODPC	68.0
<b>OVERALL</b>	<b>61.2</b>

Even excluding Bangladesh, overall in **41 percent of the sites** there were at least 70 percent females participating in FFT activities. By regional bureau, ODJ (Zambia only) has the smallest number of sites reaching the target (2 percent), in ODK 40 percent of the sites reached the target, in ODPC 62 percent of the sites did, and in ODD (Sierra Leone only) 56 percent of the sites did (see Table 3.6).

Table 3.6 – Sites where at least 70 percent of FFT trainees are females (women and adolescent girls), by regional bureau

Regional bureau	Percentage
ODB (excluding Bangladesh)	31.6
ODC	66.7
ODD (only Sierra Leone)	56.1
ODJ (only Zambia)	2.2
ODK	40.5

ODPC	62
OVERALL (excluding Bangladesh)	41.4

In many sites **complementary services** that enhance the participation of women and girls were offered to FFT participants. Flexible scheduling is one way to increase participation of women and girls (especially widows and single mothers) who usually perform a multitude of tasks in the household. Child-care arrangements in convenient locations for women workers with young children is also often a good incentive.

Table 3.7 shows that sanitation was the service most frequently provided (75 percent of sites), followed by adequate security (58 percent), flexible timing (51 percent) and special illness arrangements (47 percent). The service provided least often was child care arrangements. In many countries training sessions do not last a long time, and women often bring their children with them or leave them with older siblings. Only in Sierra Leone were child-care arrangements frequently provided (63 percent of the sites).

*Table 3.7 – Percentage of sites where the complementary services are provided*

Complementary service provided	Percentage
Child-care arrangements	5
Flexible timing/working shifts	51
Adequate security	58
Sanitation	75
Special illness arrangements	47
Other	7
None of the above	7

#### Bangladesh case study on FFT/non-formal education (NFE)<sup>57</sup>

Focus groups conducted during the field visits highlighted the significant impact that NFE programmes have had on gender relations in Bangladesh in terms of the role played by women in the household and in the community. Women beneficiaries and their husbands both affirmed that prior to the introduction of NFE activities women were restricted to their homes and did not contribute to household food security. It was clear from the focus groups that the critical factor in gaining male and community acceptance of women working outside of the home was the instrumental value realized from women's participation in the NFE programmes, in the form of food, cash and assets.

The process begins with market analysis to determine what types of income-generating activities (IGA) the local market will support. Beneficiaries are selected following criteria that are widely posted publicly; female village committee members select up to 50 percent of the Vulnerable Group Development (VGD) members. At the end of the WFP food entitlement period VGD beneficiaries 'graduate' to microcredit programmes mainstreamed by NGOs. These programmes include development package services that act to reinforce the social development training provided under the WFP programme, and microcredit. They use approaches that maximize the chances of success, including group lending, regular repayment schedules that begin almost immediately following receipt of loans, collateral substitutes and dynamic incentives. Dynamic incentives such as progressive lending are most effective in rural areas and for women recipients. Beneficiaries reported that the division of labour within the household changed following the commencement of the WFP NFE programme, in some cases with husbands taking care of children and cooking meals in the absence of their wives.

**ECW III.2:** IN ORDER FOR A PHYSICAL ASSET TO BE CREATED UNDER FFW, THE SITUATION ANALYSIS WILL NEED TO INDICATE THAT THE ASSET IS BASED ON THE NEEDS OF WOMEN AND ADOLESCENT GIRLS FROM FOOD-INSECURE HOUSEHOLDS, THAT THE WOMEN AND GIRLS WILL PARTICIPATE IN THE ASSET'S MANAGEMENT AND USE, AND THAT THEY WILL DERIVE AT LEAST 50 PERCENT OF THE BENEFITS FROM THE ASSET.

Although ECW III.2 explicitly refers to food-for-work activities, several key points included here are also applicable to food-for-training activities. Therefore the assessment of FFT activities was carried out using the same indicators as for FFW.

<sup>57</sup> FFT/Non-formal education case study, February 2005, by Brian Gray (available at the Gender Unit, PDPG).

## MAIN FINDINGS

### Country office self-assessment

Situation analyses should be undertaken using participatory and gender-sensitive methods and involving beneficiaries, in order to start activities that are based on their needs.

Both food-for-training and food-for-work activities require the gender-specific identification of priorities and needs, and an analysis of benefits at three levels: food aid benefits, training and work participation benefits, and benefits from the assets created. For income-generating skills, this requires an analysis of market viability.

According to the CO self-assessment results, a gender-specific and gender-sensitive situation analysis was undertaken in preparation for the FFT programme design in 70 percent of activities surveyed (26 out of 37). It was undertaken for most or all of the projects in the ODD, ODB and ODC countries, and most often for PRROs (73 percent).

<b>Afghanistan case study on FFT/non-formal education (NFE)<sup>58</sup></b>
Many FFT projects are combined with literacy, social awareness and health education. Hence the training is an integrated approach that provides skills not only to generate income, but also to benefit women for a lifetime. Women gain skills and also receive the advantages of WFP commodities. Women working in WFP-supported projects often command more respect within their communities and, more importantly, in their homes. When women bring home food they contribute directly to the overall economic well-being of the whole family. Any member of the family who contributes to the economics of the family is a valued member.

### Site-level survey

The field-level survey reported that at most sites trainees were involved to a good extent in defining FFT activities (average score 3.7) and that in 65 percent of sites trainees reported being involved "a lot" or "fully" (see Table 3.8).

*Table 3.8– To what extent trainees were involved in defining FFT activities*

Extent	Percentage
Not at all	6.2
A little	2.1
Partially	7.3
Enough	19.2
A lot	27.9
Fully	37.3
TOTAL VALID CASES	100
Average score (min=0; max =5)	3.7

At the **regional level**, in ODPC and ODB women felt often to have been fully involved, while in ODD (Sierra Leone only) they felt less so.<sup>59</sup> Women perceived the highest level of participation (average score = 4) in the region where the percentage of female trainees was lowest (ODPC). (See Table 3.9.)

*Table 3.9 – Extent to which trainees were involved in defining FFT activities, by regional bureau*

	ODB	ODC	ODD (only Sierra)	ODJ (only Zambia)	ODK	ODPC	OVERALL

<sup>58</sup> *FFT/Non-formal education case study*. February 2005, by Brian Gray (available at the Gender Unit, Headquarters).

<sup>59</sup> From Sierra Leone Country Report: "Although there is no previous participatory consultation taking place, at the time of the application participants are guided according to their needs and abilities. Indeed not only the relevance and marketability of the acquired skills but also the personal abilities are discussed."

			<b>Leone)</b>					
<b>Average score for women (min=0; max=5)</b>	3.9	3	1.7	2.7	2.1	4	3.7	

In the vast majority of sites (79 percent), only women were consulted on FFT design; in 19 percent of sites men and women were consulted together. When the results are disaggregated by **regional bureau** and by **project category**, it is clear that the results are heavily influenced again by Bangladesh's sites. In more than 80 percent of the sites from ODC, ODD, ODJ and ODK, both men and women were consulted together (Table 3.10).

Table 3.10 – Who was involved in defining FFT activities

	<b>ODB</b>	<b>ODC</b>	<b>ODD (only Sierra Leone)</b>	<b>ODJ (only Zambia)</b>	<b>ODK</b>	<b>ODPC</b>	<b>OVERALL</b>
Men only	.0	.0	.0	.0	0.7	1.0	<b>0.1</b>
Women only	98.2	11.5	9.4	.0	17.9	26.1	<b>79.0</b>
Men and women together	1.8	82.7	90.6	94.2	80.0	64.2	<b>19.0</b>
Men and women separately	.0	5.8	.0	5.8	1.4	8.7	<b>1.6</b>
<b>TOTAL VALID CASES</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100.0</b>

In the vast majority of sites women felt that FFT reflected "a lot" what was discussed during the participatory consultations for the activity design.

Regarding **adolescent girls**, in **88 percent** of the sites they were *not involved at all* in the activity, and therefore not in the consultations. Where they were involved the extent of their participation varied significantly, resulting in an average of "enough".

#### Colombia: Example from the ECW baseline survey country report

Rations for FFT participation are offered for a maximum of 90 days of assistance. Every six hours of training counts as one day of food support. Training is offered in health and nutrition, life skills, literacy and numeracy. If there is sufficient interest, the partner also offers technical courses on fishery, enterprise management and organization. Priority is given to projects with a high participation of female-headed households. **Group discussions were held with women and adolescent girls where they made very clear that their needs and expectations are better met through FFT than through FFW.**

**ECW III.4: THE PERSON WHO PARTICIPATES IN THE FOOD-FOR-TRAINING OR FOOD-FOR-WORK ACTIVITY WILL RECEIVE AN INDIVIDUAL OR HOUSEHOLD FOOD RATION CARD, ISSUED IN HER/HIS NAME.**

### MAIN FINDINGS

#### Country office self-assessment

According to the country office self-assessment, 76 percent of project documents (29 out of 38) state that FFT participants will receive an individual or household ration card in their name or they will be personally included on the food distribution list.

#### Site-level survey

The results of the field-level survey show that this was implemented even more than planned for in project documents. In almost all sites (99 percent) where ration cards and/or distribution lists were in use every participant received a food ration card in her/his name or was personally included on the distribution list.

The results do not vary significantly when disaggregated by **regional bureau or project category**. The exception is ODK, where trainees were personally included on the distribution list in 75 percent of sites; this is well below the overall result.

### CONCLUSIONS on FFT

Generally, FFT activities meet the commitments of the Gender Policy 2003–2007. FFT is offered almost entirely under CP/Dev (89 percent of the sites). Overall, **females** accounted for **61.2 percent of trainees**, which is a high score, not far from the 70 percent target set by the Gender Policy 2003–2007 (ECW III.1). However, it should be noted that adolescent girls are often not involved in the activities (88 percent of the sites) and, where involved, their number is frequently not known. This is a missed opportunity for WFP to break the intergenerational cycle of malnutrition and poverty.

To facilitate female participation to FFT activities, **complementary services** were offered. These included *sanitation* (at 75 percent of sites), followed by *adequate security* (58 percent), *flexible timing* (51 percent), *special illness arrangements* (47 percent) and lastly *child-care arrangements* (5 percent).

A **gender-specific situation analysis** was undertaken in preparation of the FFT programme design in the majority of the cases. Trainees were involved to a good extent in defining the FFT activities, and at almost all sites the participant received a food ration card in his/her name or was personally included on the distribution list.

### MAIN RECOMMENDATIONS

#### **Extending the FFT portfolio**

- WFP might consider extending FFT activities to EMOPs and PRROs. Different types of training should be offered in emergency settings, according to beneficiaries' needs and priorities.
- Market opportunity analysis should be undertaken before starting FFT activities; women and adolescent girls should be consulted about their training needs.

#### **Tracking adolescent girls**

- The monitoring system should be enhanced to track adolescent girls' participation in FFT by reporting data by age category (age 10–18). Specific FFT activities should be designed to target adolescent girls and address their needs.

#### **Complementary services**

- Complementary services should be offered more often to FFT participants in order to facilitate female participation. This is especially true of child-care arrangements, which are currently offered at only 5 percent of sites.

**Participation in decision-making related to FFT  
ECW V**

**ENSURE THAT WOMEN ARE EQUALLY INVOLVED IN FOOD  
DISTRIBUTION COMMITTEES AND OTHER PROGRAMME-RELATED  
LOCAL BODIES**

ECW V refers to equal participation of women in decision-making bodies. This chapter considers only beneficiary-level food distribution committees related to FFT.

ECW V covers the following areas:

- ECW V.1: Use of participatory approaches for beneficiary identification, for activity identification and formulation and for the development of a monitoring and evaluation system.
- ECW V.2: Women to be at least half of representatives and half of the executive-level members on food distribution and asset-creation committees.
- ECW V.3: Leadership training offered to women in committees.

### Key findings

- **ECW V.1:** Seventy-nine percent (30 out of 38) of surveyed project documents state that a participatory approach with men and women will be adopted for identification of beneficiaries and activities in FFT, while only 32 percent (12 out of 38) state that such an approach will be adopted for the development of a monitoring and evaluation system. However, the site-level survey found that beneficiary-level food distribution committees (FDCs) related to FFT were rarely in place (in only **21.5 percent** of sites).
- **ECW V.2:** The percentage of women among members of food distribution committees established for FFT activity reached 50 percent in **80 percent** of the surveyed sites where committees were in place. The results are similar when looking at the percentage of women among **executive-level members**.
- **ECW V.3:** Leadership training was offered to women participating in committees in **54 percent** of sites where there were committees in place and women participating.

### Rationale

Women's representation and active participation in food distribution and asset-creation committees is instrumental for effective food management. It also helps to ensure that their priorities are considered in the choice of assets to be created. It is important to distinguish between representation on committees and active participation that shapes decisions. WFP works towards the latter, but assumes that having a "critical mass" of women on such committees – in combination with participatory approaches to beneficiary and activity identification and formulation<sup>60</sup> and community leadership training for women – facilitates their more active participation. Strengthening women's capacities to participate effectively in decision-making is also important.

The guidelines proposed by ECW V constitute (if applied) an important empowering tool for women. Empowering women – by giving them a voice in decision-making bodies – is a crucial

<sup>60</sup> From the Logical Framework Matrix: "In reality, beneficiary and activity identification are usually submitted to WFP staff for project consideration by cooperating partners and/or beneficiary associations; WFP staff are not always involved in these phases, therefore there may be little control over the participatory process. A common sequence of events includes: beneficiaries come up with a proposal which they share with local associations, or where feasible, directly with local WFP cooperating partners and/or technicians (e.g., particularly when proposing environmental works – i.e., swamp reclamations, terracing, tree-planting, trenching, etc.). These proposals are then forwarded to WFP for evaluation. It is very hard to ensure and verify that the project formulation phase was effectively participatory and that all members of the interested community were consulted."

In view of sustainability subsequent to donor withdrawal, beneficiaries must be involved in designing and carrying out project evaluation from the beginning. Lack of local monitoring and evaluation capacity among beneficiaries has been linked to project failure upon donor departure or interruption of assistance."

step to reducing their burden. Enabling women to decide food-related issues can contribute to their control over food. The long-term objective of empowerment is to address strategic, and not only practical, gender needs.

**ECW 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.

## MAIN FINDINGS

### Country office self-assessment

The results from the CO self-assessment show that 79 percent of surveyed project documents (30 out of 38) state that a participatory approach with men and women will be adopted for beneficiaries and activities identification in FFT, while only 32 percent (12 out of 38) state that such an approach will be adopted for the development of a monitoring and evaluation (M&E) system.

Generally the M&E system is considered to be too technical, therefore making it difficult to involve beneficiaries. For example, the **Uganda** Survey Report states: "The development of M&E system did not involve direct consultation of men and women; rather they (beneficiaries) were involved in the design of projects, which were used to develop the M&E tools. M&E tools are standardised alongside each thematic area in Uganda and used for data collection by the respective field monitors or community facilitators as required. In some cases, the community leadership collects information that is fed into progress reports. Increased community participation in the development of M&E tools and system are encouraged."

**ECW V.2:** AT LEAST HALF OF THE REPRESENTATIVES AND HALF OF THE EXECUTIVE-LEVEL MEMBERS ON FDCs AND ACCs 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.

## MAIN FINDINGS

### Country office self-assessment

Almost all (92 percent) the project documents that include FFT activities state that at least half of the representatives on beneficiary-level food distribution committees (FDCs) linked to the activity should be women. The target of women accounting for at least half of the executive-level members is explicitly stated in 81 percent of project documents.<sup>61</sup>

### Site-level survey

#### **Beneficiary-level food distribution committees in place**

The field-level survey results show that committees related to FFT activities were rarely in place (in only **21.5 percent** of sites). However, the results are strongly influenced by the Bangladeshi sites, where no committees were in place. When looking at **regional bureaux**, results show that in ODJ (Zambia only) committees were in place in 98 percent of sites, and that in ODPC they were in place in 87 percent of the sites. Within ODK and ODD (Sierra Leone only) committees existed in about half of the sites (47 percent and 51 percent respectively). See Table 3.11.

Division by **project category** reveals interesting information. The EMOP sites (southern Sudan and Zambia) had the highest percentage of sites where such committees were in place (Table 3.12).

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<sup>61</sup> However, it should also be noted that in 10 project documents the information resulted not relevant (i.e. there are no beneficiary-level food distribution committees in place).

Table 3.11 – Sites where beneficiary-level food distribution committees are in place, by regional bureau

Regional bureau	Percentage
ODB	.6
ODC (*)	90.7
ODD (only Sierra Leone)	51.0
ODJ (only Zambia)	98.0
ODK	47.0
ODPC	87.0
<b>OVERALL</b>	<b>21.5</b>

(\*) = fewer than 55 sites

Table 3.12 – Sites where beneficiary-level food distribution committees are in place, by project category

Project category	Percentage
EMOP	97.2
PRRO	54.3
CP / DEV	14.7
<b>OVERALL</b>	<b>21.5</b>

### **Women at least half of representatives on beneficiary-level food distribution committees**

The percentage of women among representatives in FDCs established in relation to FFT reached 50 percent in **80** percent of sites where committees were in place. This result is not surprising as in most of the countries under survey women accounted for a high proportion of FFT participants.

By **regional bureaux**, in ODPC the number reaches 92.5 percent, and in ODD (Sierra Leone) 86 percent (Table 3.13).<sup>62</sup>

Table 3.13 – Sites where the percentage of women among members in FDCs established in relation to FFT activities reaches 50 percent, by regional bureau (Bangladesh not included because there are NO COMMITTEES)

Regional bureau	Percentage
ODB (*)	11.0
ODC (*)	55.0
ODD (*) (only Sierra Leone)	86.2
ODJ (only Zambia)	76.0
ODK	64.5
ODPC	92.5
<b>OVERALL</b>	<b>80.2</b>

(\*) = fewer than 55 sites

By **project category**, 85 percent of CP/Dev sites and 78 percent of EMOP sites reached the target of having 50 percent of women in FDCs (Table 3.14).

Table 3.14 – Sites where the percentage of women among members in FDCs established in relation to FFT activities reaches 50 percent, by project category

Project category	Percentage
EMOP	78
PRRO	61
CP/Dev	85
<b>OVERALL</b>	<b>80</b>

<sup>62</sup> ODD reaches 86 percent, but because fewer than 55 sites were surveyed in Sierra Leone, the result cannot be considered highly representative.

### **Women at least half of the executive-level members on committees**

The results are not significantly different when looking at the percentage of women among *executive-level members*, where the 50 percent target is reached in almost 80 percent of the sites.

The results by **regional bureau** (Table 3.15), however, provide an interesting picture. For example, in the ODK countries women were at least half of executive-level members in 83 percent of sites, while at least half the members in just 64 percent of the sites. Thus although there were fewer women representatives on committees, women more often occupied leadership positions. On the contrary, ODJ (Zambia only) and ODD (Sierra Leone only) had lower percentages of sites where women accounted for at least half of executive-level members (68 and 69 percent respectively) as opposed to comprising half the members (76 percent and 86 percent, respectively).

Table 3.15 – Sites where the percentage of women among executive-level members in FDCs established in relation to FFT activity reaches 50 percent, by regional bureau

Regional bureau	Percentage
ODB (*)	11.0
ODC (*)	62.5
ODD (*) (only Sierra Leone)	69.0
ODJ (only Zambia)	68.0
ODK	83.0
ODPC	93.0
<b>OVERALL</b>	<b>79.0</b>

(\*) = fewer than 55 sites

#### **Examples from the ECW baseline country reports**

**Republic of the Congo:** Because there are no local NGOs working in rural areas, the CO started to constitute women's committees that ensure WFP food distribution in these areas. Sixty-six committees have been established, each made up of ten members (eight women and two men). Local authorities and beneficiaries state that they see better management of the food since the formation of the committees.

**Zambia:** "Cultural constraints and levels of education might prevent reaching the benchmark of 50 percent of women among members/leadership members. Advocacy and training is given by WFP for partners who would then advocate for the role of women in committees and possibly deliver some training courses. At times WFP would train both cooperating partners and beneficiaries directly. Women are willing to participate in FFT committees likely because of the low workload associated."

In three quarters of the sites surveyed women said that their views were taken into consideration "enough" or better (average score is 3.4) in the committees established in relation to FFT activity. This score is higher for ODK (3.9) and for ODPC (3.8), and the PRRO and CP/Dev sites had a higher average score (3.6) than the EMOP sites (2.8).

**ECW 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 PARTNERS WILL REFLECT THIS TRAINING REQUIREMENT.

Community leadership training provides individuals with information on how to convene and chair meetings, how to mediate between parts, how to set an agenda and ensure the meeting progresses towards a conclusion, and how to subsequently take the results of the community meetings to the implementation level (what to do once the meeting is over). This is particularly important for women who are often present in meetings, but do not actively participate.

#### **MAIN FINDINGS**

##### **Country office self-assessment**

Half of project documents (14 out of 28) that foresee committees state that partners will provide leadership training for women who take part in them.<sup>63</sup>

#### Site-level survey

Leadership training was offered to women participating in committees in **54 percent** of sites where there were committees in place with at least one woman on them. Training was offered at none of the ODB sites<sup>64</sup> and at only 16 percent of the ODC sites (Table 3.16).

According to a number of country reports, the main obstacles to achieving this commitment are lack of partners to offer such training and the short duration of the training programme. In Uganda, for instance, FFT is "still at an infant stage with most of the trainings lasting between one week to one month or slightly over. This time frame provides limited opportunity for substantial training and even less time to put the leadership skills into practice."<sup>65</sup>

Table 3.16 - Percentage of sites where leadership training is offered to women participating on committees, by regional bureau

Regional bureau	Percentage
ODB (*)	0.0
ODC (*)	16.0
ODD (*) (only Sierra Leone)	51.7
ODJ (only Zambia)	62.3
ODK	53.3
ODPC	52.1
<b>OVERALL</b>	<b>54.0</b>

(\*) = fewer than 55 sites

### CONCLUSIONS ON ECW V

The main finding regarding beneficiary-level food distribution committees related to FFT was that they were rarely in place (at just **21.5 percent** of sites). While large differences among regions exist, this is not a good result. Fortunately, when these committees are in place, women were at least half of the members in 80 percent of the sites. The same percentage of sites (80 percent) reached the target of having at least half of the women among the **executive-level members**. Both results are not surprising, as in most of the countries under survey women accounted for a high proportion of FFT participants. Leadership training was offered to women participating in beneficiary-level committees related to FFT activities in half of the sites.

### MAIN RECOMMENDATIONS

#### Beneficiary-level committees related to FFT activity in place

- The percentage of beneficiary-level committees related to FFT established in each site should increase.

#### Leadership training for women in committees

WFP should seek partners and additional resources to guarantee leadership training to women participating in committees.

<sup>63</sup> As previously mentioned, in ten project documents the information resulted not relevant (i.e. there are no beneficiary-level food distribution committees in place).

<sup>64</sup> Although the number of sites considered is not very high.

<sup>65</sup> 2004 Baseline Survey – Uganda Country Report

## FOOD FOR WORK/ASSETS

*This chapter analyses and reports on Food for Work/Assets (ECW III), which refers to physical asset creation, and ECW V, which deals with equal representation and participation of women in beneficiary-level committees related to FFW activities.*

### ECW III

#### **ENSURE THAT WOMEN BENEFIT AT LEAST EQUALLY FROM THE ASSETS CREATED THROUGH FOOD FOR TRAINING AND FOOD FOR WORK**

Related MDGs:	Related WFP Strategic Priorities:
Goal 1: Eradicate extreme poverty and hunger	No 2: Protect livelihoods in crisis situations and enhance resilience to shocks
Goal 3: Promote gender equality and empower women	No. 4: Support access to education and reduce gender disparity in access to education and skills training

ECW III refers to the creation of human and physical assets.

It comprises the following areas:

- ECW III.1: (applicable to FFT but not FFW)
- ECW III.2: Assets created to equally benefit women and adolescent girls
- ECW III.3: FFW to be designed in a manner that facilitates female participation
- ECW III.4: Ration cards issued in the name of FFW participants

### Key findings

- **Percentage of females participating in FFW activities:** For the 22 countries that collected data on FFW at site level the overall percentage of females in FFW activities was **55 percent**. There were a number of differences among countries. Disaggregating by project category, women accounted for more participants in CP/Dev (65.3 percent) than in EMOP (50.8 percent) and PRRO (only 29 percent).
- **Gender analysis and participatory approaches with beneficiaries (ECW III.2):**
  - The self-assessment survey reveals that in 67 percent of project documents that include FFW activities a gender-specific and gender-sensitive situation analysis was undertaken in preparation of the FFW design. This analysis was carried out more often in CP/Dev than in PRR0 and EMOP.
  - At field level the extent to which beneficiaries were involved in defining FFW activities was measured. The results were scattered, but the average score was 2.5 (partially/enough).
  - No consultation with beneficiaries to define the FFW activity took place in 36 percent of the sites, which is a high percentage. However, when consultations took place overall women felt that FFW activities reflected “enough” what was discussed; adolescent girls felt that they reflected “only a little” what was discussed.
- **FFW activities designed to facilitate female participation (ECW III.3):** Results from the site-level survey with regards to **work norms** and **complementary services** showed that in 62 percent of the sites if a woman was assigned a task too burdensome she could request a lighter task. To enhance women's participation, complementary services were also offered at the sites, including *flexible timing and working shifts* (74 percent of sites), *adequate security* (38 percent), followed by *sanitation and special illness arrangements* (28 percent). The least offered service was *child-care arrangements* (only 4 percent).
- **ECW III.4:** The person participating in FFW received an individual or household food ration card in his/her name in **98 percent** of the sites.

## Rationale

The purpose of **food for work (FFW)** is to provide food-insecure households with the opportunity to exchange their labour for food that, at the same time, produces outputs that are of benefit to themselves and the community. Preference is given to able-bodied individuals from the neediest households among the priority target groups. Therefore, food-supported activities should help a household to avoid loss of assets, and to recover, replace or create assets, especially those directed at improving food security.

Some of the objectives of the various programmes include: (i) improving the capacity of beneficiaries to take measures to cope, reduce and alleviate the impact of disasters before they can happen (disaster preparedness); (ii) strengthening the capacity of beneficiaries to reduce the impact of a disaster before, during and after it occurs (disaster mitigation); (iii) making it possible for poor households to gain or preserve assets; and (iv) enabling households that depend on degraded natural resources for their food security to shift to more sustainable livelihoods.

Possible schemes and assets developed include: construction or repair of water conservation structures or irrigation channels; other public work; maintenance of access roads; land clearance for food production; swamp reclamation and rice plantations; crop production; water draining and supply; fish ponds; construction of schools, etc.

### Examples of FFW activities implemented

**Chad:** In order to assist the local population in supporting Sudanese refugees, 20,800 persons are involved in FFW activities including water conservation works, construction of structures against desertification and rehabilitation of access routes.

**Malawi:** FFW activities mainly comprise agricultural-based activities, such as small scale irrigation, communal gardens, kitchen gardens and soil and water conservation. The other activity is road rehabilitation to enhance access to project sites such as food distribution points, schools and health facilities.

**Nicaragua:** Activities focus on the mitigation and prevention of natural disasters in order to reduce vulnerability to recurrent natural disasters. They include rehabilitation of degraded natural resources and rural infrastructure, soil conservation, small irrigation schemes and construction of potable water systems.

**Sudan:** FFW is implemented in collaboration with partners, encompassing a range of activities including creation/rehabilitation of water sources, schools, roads, latrines and environmental and planting activities.

**Tajikistan:** WFP collaborates with UNICEF for installation of water pumps on shallow wells and rehabilitation of school water systems and latrines. Along with other cooperating partners, WFP assists villagers in rehabilitating spring water capture and distribution points and rebuilding sand-filter water systems. FFW activities also include rehabilitation of schools, hospitals and other community assets, reforestation to prevent soil erosion and flood protection works.

**Zambia:** Conservation farming, feeder road rehabilitation, fruit tree planting/orchards, livestock promotion, weir dam construction, soil conservation, market linkages for fishing camps, market construction, fish farming, promotion of grain banks and construction of ring wells are among the FFW activities implemented.

## Project documents and operational sites under survey

The implementation of ECW III and ECW V was studied through a country office (CO) self-assessment of all implemented FFW activities and a site-level survey based on a sample of sites selected through probability proportional to size sampling methodology.

The main purpose of the CO self-assessment was to verify whether ECW III and ECW V were reflected in the project documents under survey. At this level the unit of analysis was the **activity** (FFW) and one questionnaire was completed for each FFW activity implemented under the three operations (EMOP, PRRO and CP/Dev) surveyed. Answers were provided by the FFW programme officers or focal points at the country office.

The purpose of the site-level survey was to assess to what extent ECW III and V were actually implemented in the field. At this level the unit of analysis was the **site** and one questionnaire was completed for each site included. The

site-level survey results derived from figures and answers provided by the enumerators who visited the sites and talked with site administrators and beneficiaries (through group discussions).

Although only 57 FFW activities were surveyed through the CO self-assessment, in order to facilitate future comparison, both the CO self-assessment results and the site-level results are presented with percentages. Percentages were computed taking into account only those cases where the issue was relevant and the answer was given (valid cases). An asterisk (\*) marks the regional bureau results computed on a low number of valid cases and indicates that they cannot be considered representative. The percentage of cases (either activities or sites) where an issue is not relevant or the answer is not known was computed by taking into account all the sites under survey.<sup>66</sup>

Often FFW activities are offered within food-for-asset (FFA) schemes. Such schemes generally comprise a training component that aims at providing participants with the skills necessary to perform the work required by the actual FFW component. Because of this, some country offices found it difficult to differentiate the two components. They were advised by the ECW baseline team to either fill out two questionnaires (FFW and FFT) for each site, or to decide which questionnaire to use on the basis of the major component. Most of the country offices that encountered this problem chose the latter option and used the FFW questionnaire.<sup>66</sup>

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Fifty-seven project documents related to FFW activities were analysed through the country office self-assessment. ODK was the regional bureau with the highest number of documents under survey; ODJ was the one with the lowest (see Table 4.1).

Table 4.1 – Number of project documents under survey, by regional bureau and by country

Regional bureau		Countries
ODB: 9	⇒	Bangladesh (3), Cambodia (1), India (1), Indonesia (1), Myanmar (2), Nepal (1)
ODC: 5	⇒	Afghanistan (1), Armenia (1), Georgia (1), Pakistan (1), Tajikistan (1)
ODD: 13	⇒	Burkina Faso (2), Chad (2), Guinea (2), Guinea Bissau (1), Liberia (1), Mali (2), Mauritania (1), Niger (1), Sierra Leone (1)
ODJ: 4	⇒	Angola (1), Malawi (1), Zambia (2)
ODK: 18	⇒	Burundi (1), DRC (1), Djibouti (1), Ethiopia (2), Kenya (3), Republic of the Congo (1), Rwanda (1), Somalia (1), Sudan (3), Tanzania (2), Uganda (2)
ODPC: 8	⇒	Bolivia (1), Colombia (1), Haiti (2), Honduras (2), Nicaragua (2)

Primary data on FFW activities were collected in 22 countries by sending trained enumerators to sample FFW sites that were operational and accessible at the time of survey (see Table 4.2).

As with food for training, Bangladesh accounts for a high proportion of FFW sites (38 percent).<sup>67</sup> Clearly, the remarkable presence of Bangladesh sites in the sample influences the overall results. Nonetheless, disaggregation of data by regional bureaux provides a detailed picture and helps avoid misleading conclusions.

**Bolivia** also has a high percentage of sites under survey (16.5 percent), which is the main reason that ODPC accounts for more than a quarter of the FFW sites under survey (28 percent).

Table 4.2 – Percentage of surveyed sites, by regional bureau and by country

Country/Regional bureau	Percentage	Percentage
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<sup>66</sup> Usually if the FFT component was short and directly aimed at serving the FFW component, preference was given to the FFW questionnaire. If on the other hand the FFT component lasted longer and had importance of its own both questionnaires (FFT and FFW) were filled out.

<sup>67</sup> Two types of FFW activities were implemented in **Bangladesh** at the time of survey: *i*) the Integrated Food Security/Chittagong Hill Tracts (IFS/CHT) Routine Maintenance (RM) schemes, where workers were 100 percent female; *ii*) and the Integrated Food Security (IFS) food-for-asset (FFA) activity, where the percentage of females was about 85 percent.

Bangladesh	37.7	
Indonesia	1.5	
Myanmar	0.2	
<b>Total ODB</b>	<b>39.4</b>	
Afghanistan	2.6	
Armenia	1.1	
<b>Total ODC</b>	<b>3.7</b>	
Mauritania	4.8	
Sierra Leone	0.2	
<b>Total ODD</b>	<b>5</b>	
Angola	3.2	
Malawi	4.8	
Zambia	11.5	
<b>Total ODJ</b>	<b>19.4</b>	
Burundi	0.1	
Rep. Congo	0.7	
Djibouti	0.1	
Rwanda	1.1	
Sudan	0.3	
Southern Sudan	0.2	
Tanzania	1.7	
Uganda	0.6	
<b>Total ODK<sup>68</sup></b>	<b>4.8</b>	
Bolivia	16.5	
Colombia	3.6	
Haiti	0.1	
Nicaragua	7.5	
<b>Total ODPC</b>	<b>27.7</b>	

As with FFT, FFW activities are not often implemented under EMOPs. They accounted for only 8 percent of the sites<sup>69</sup>, while FFW activities under CP/Dev were 71 percent and under PRRO, 21 percent.

#### Percentage of women participating in FFW activities:

Although not specifically requested by any indicator of the Gender Policy, the percentage of women participating in FFW activities was measured. Globally, women accounted for slightly more than half of the workers (**55 percent**).

Differences among the countries are great. The data range from only 2 percent of female workers in Afghanistan and 7.5 percent in Indonesia to 94 percent in Bangladesh, with Malawi (72 percent), Burundi (78 percent) and Djibouti (68 percent)<sup>70</sup> reporting a percentage higher than the global figure (see Table 4.3).

<sup>68</sup> Ethiopia also collected data about FFW activities (MERET activities) at site level, but unfortunately it was not possible to perform the sampling used for other countries, and so the data could not be included in the overall analysis.

<sup>69</sup> Zambia, southern Sudan, Myanmar and Haiti were the countries with FFW under EMOP.

<sup>70</sup> In Burundi only four sites were surveyed and in Djibouti only five were surveyed.

Table 4.3 - Percentage of females involved in FFW activities, by country and by regional bureau

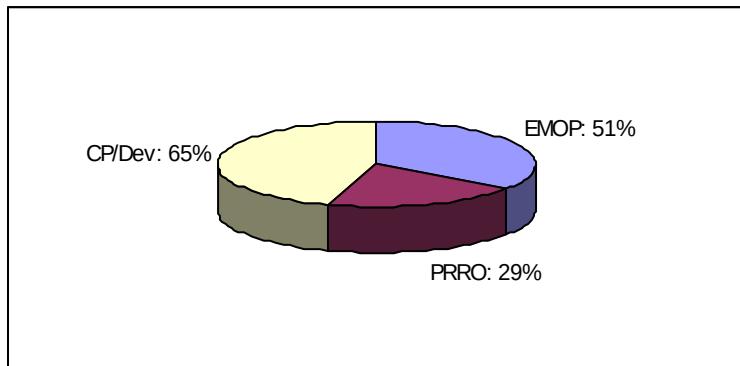
Country/Regional bureau	Percentage	Percentage
Bangladesh	94.2	
Indonesia	7.5	
Myanmar	42.7	
<b>Total ODB</b>		<b>83.2</b>
Afghanistan	1.9	
Armenia	27.7	
<b>Total ODC</b>		<b>3</b>
Mauritania	58.6	
Sierra Leone	58.6	
<b>Total ODD</b>		<b>58.6</b>
Angola	43.9	
Malawi	71.8	
Zambia	52.3	
<b>Total ODJ</b>		<b>53</b>
Burundi	78.2	
Rep. Congo	47.8	
Djibouti	68.1	
Rwanda	49.9	
Sudan (11 sites*)	51.1	
Southern Sudan (6 sites*)	54.8	
Tanzania	42.9	
Uganda	60.3	
<b>Total ODK</b>		<b>46.6</b>
Bolivia	32.1	
Colombia	48.8	
Haiti	37.3	
Nicaragua	35.9	
<b>Total ODPC</b>		<b>36.7</b>
<b>OVERALL</b>		<b>55.0</b>

(\*) = In Sudan the survey took place in a season when most of the projects sites are not operational, hence the small number of sites.

In several countries, cultural and physical constraints are often the cause of the low participation of women in the activities. For example, according to the **Afghanistan** Survey Report: "The low participation of women in FFW activities may be mainly due to the fact that in the Afghan society women are culturally not accepted to work on certain activities which require man power and presence in open and public areas (e.g. road constructions, wall digging, canal cleaning and rehabilitation terracing, land reclamation, water reservoir, gabion making, etc.). Security and war-lords could be additional factors for the limited participation of women."

Analysing the data **by project category**, it emerges that although only 8 percent of the sites were EMOPs, women in FFW sites under EMOP accounted for 51 percent of workers. In PRROs women in FFW sites made up 29 percent and in CP/Dev 65 percent.

Chart 4.1 – Percentage of females (women and adolescent girls) involved in FFW, by project category



**ECW III.2:** IN ORDER FOR A PHYSICAL ASSET TO BE CREATED UNDER FFW, THE SITUATION ANALYSIS WILL NEED TO INDICATE THAT THE ASSET IS BASED ON THE NEEDS OF WOMEN AND ADOLESCENT GIRLS FROM FOOD-INSECURE HOUSEHOLDS, THAT THE WOMEN AND GIRLS WILL PARTICIPATE IN THE ASSET'S MANAGEMENT AND USE, AND THAT THEY WILL DERIVE AT LEAST 50 PERCENT OF THE BENEFITS FROM THE ASSET.

FFW activities, like FFT activities, require gender-specific identification of priorities and needs, and analysis of benefits at three levels: food aid benefits, training and work participation benefits, and benefits from the assets created. Communities, especially women, should take part in identifying the problem, preparing, organizing and managing the activities and monitoring progress of the results. This participation ensures that activities address real needs of the community and it helps develops "ownership", thus increasing commitment to future maintenance.

For some assets, it is more important that women play a key role in the identification and management of the activity or asset to be created than that they participate as workers. Therefore it is preferable to encourage their involvement in the identification of the assets to be created than to push for their physical participation. This is particularly true where there are other able-bodied adults in the food-insecure households. However, women from food-insecure households should be assured at all times of their right to participate and access the food incentive.

## MAIN FINDINGS

### Country office self-assessment

The country office self-assessment reveals that in 67 percent of project documents surveyed (37 of 55) a gender-specific and gender-sensitive situation analysis was undertaken in preparation of the FFW design.

When broken down **by project category**, it is noticeable that the analysis was performed in 75 percent of CP/Dev projects and 67 percent of PRROs, but in only half of EMOPs.

Disaggregating **by regional bureau**, in most of the projects surveyed in ODB, ODC, ODD and ODPC a gender-sensitive situation analysis was carried out. ODPC and ODK bring the overall result down since a gender-specific and gender-sensitive situation analysis was undertaken in only 1 out of 6 ODJ projects (17 percent) and in 8 out of 15 ODK projects (53 percent).

### Site-level survey

Community involvement in FFW design was also taken into consideration during the site-level survey. The results are varied: in 36 percent of the sites beneficiaries (workers and their family members or other poor and food-insecure people) said they were not involved at all, in 29 percent of the sites they said they were involved fully and in 25 percent of the sites they reported being involved "enough" or "a lot" (Table 4.4).

Table 4.4 – Extent to which beneficiaries were involved in FFW design

Extent	Percentage of sites
Not at all	36
A little	2
Partially	8
Enough	11
A lot	14
Fully	29
TOTAL SITES UNDER SURVEY	100
Average score	2.5 (min=0; max =5)

The main reason for this heterogeneity is that the FFW activities are different in every country. Sometimes it is the cooperating partner or the counterparts that decide what the community is to do, sometimes the motivation for developing a FFW scheme arises from a need to construct certain infrastructure, and at other times the communities are consulted about what they need and the activity is designed accordingly.

#### Examples from ECW baseline country reports

In **Ethiopia** MERET activities are based on plans prepared at community level, using the Local Level Participatory Planning Approach (LLPPA), developed by WFP and the Ministry of Agriculture, while in **Republic of the Congo** the participation of beneficiaries in the definition of FFW activities depends on the type of project to be implemented. A community project is more likely to be defined by NGOs, while for income generating activities it is more likely that beneficiaries will decide which activities to initiate.

Results presented **by regional bureau** reveal that ODB countries affect drastically the overall average score, as their average score is 0.7, while all the other bureaux score much higher than the overall result. In particular ODPC (4.1) and ODD (3.9) have the highest scores, indicating that beneficiaries were involved “a lot” in defining activities (Table 4.5).

ODB beneficiaries have been involved very little in FFW design. This is particularly true for Bangladesh, where in 84 percent of sites beneficiaries were not involved at all in the definition of the activity. From the gender perspective it is of concern that the country with the highest percentage of female workers is the same country where beneficiaries (workers and their family members) are consulted least in the design of the activity.

Table 4.5 – Extent to which beneficiaries were involved in FFW design; average scores by regional bureau

	ODB	ODC	ODD	ODJ	ODK	ODPC	Overall
Average score	0.7	3.8	3.9	2.9	3.6	4.1	2.5

As reported above, in 36 percent of FFW sites, **no consultation at all** took place with beneficiaries to define FFW activities. When they did take place, in 80 percent of the sites men and women were consulted together. In 9 percent of cases men only were consulted and in another 9 percent women only (Table 4.6).

Data **by project category** show that men and women were consulted together more often in the EMOP sites (99 percent). It is worth noting that in 25 percent of the PRRO sites only men were consulted, but this datum is heavily influenced by ODC, in particular by Afghanistan, where men were the only ones consulted in 85 percent of the sites.

Table 4.6 – Involvement in the participatory consultations, by regional bureau

	ODB	ODC	ODD	ODJ	ODK	ODPC	Overall I
Men only	5.2	61.4	8.6	3.4	1.8	7.5	<b>9.0</b>
Women only	50.2	0	10.3	0	2.4	5.1	<b>9.0</b>
Men and women together	39.4	28.0	81.1	95.2	93.5	85.6	<b>79.5</b>
Men and women separately	5.2	10.3	0	1.4	2.4	1.8	<b>2.5</b>
TOTAL VALID CASES	100.0	100.0	100.0	100.0	100.0	100.0	100.0

The fact that women often took part in participatory consultations is encouraging. However, it is also important that they play an active role during the meetings; otherwise the activities will hardly reflect their needs. For this reason women's perception was also taken into account during field visits.

Overall women felt that FFW activities reflected “**enough**” (average score 3.2) what was discussed during participatory consultations, while **adolescent girls** felt they reflected only “**a little**” (average score 1.4) what was discussed (Table 4.7).<sup>71</sup>

Table 4.7 – Extent to which women and adolescent girls felt that FFW reflected what was discussed during the participatory consultations (percentage of sites)

Extent	Women	Adolescent girls
Not at all	12	56
A little	9	10
Partially	10	8
Enough	16	7
A lot	20	9
Fully	34	11
TOTAL SITES WITH CONSULTATIONS IN PLACE	100	100
Average score	<b>3.2</b> (min=0; max =5)	<b>1.4</b> (min=0; max =5)

Analysing the same indicator by **regional bureau**, some peculiarities emerge. Although in ODB beneficiaries were not involved extensively in FFW design, where consultations were held women felt that the activities reflected “a lot” what was discussed. In Afghanistan (ODC) women were generally not involved in the definition of the activities, and felt that the activities reflected only a little what was discussed. In the other bureaux satisfaction was higher (see Table 4.8).

**Adolescent girls** felt more often than women that the FFW activities did not reflect what was discussed, except in ODD and ODK, where the gap between women and girls is not very wide (Table 4.8).

Table 4.8 – Extent to which women and adolescent girls felt that FFW reflected what was discussed during the participatory consultations, by regional bureau

	ODB	ODC (only Afghanistan)	ODD	ODJ	ODK	ODPC	Overall
Average score for women	3.8	0.8	3.6	3.3	3.7	3	<b>3.2</b>
Average score for adolescent girls	0.2	0.7	3.4	1.5	3.1	0.6	<b>1.4</b>

**ECW III.3: FFW ACTIVITIES WILL BE DESIGNED IN A MANNER THAT FACILITATES THE PARTICIPATION OF WOMEN AND ADOLESCENT GIRLS AS WORKERS AND ENSURES THAT THEY WILL NOT BE OVERBURDENED.**

**Food-for-work** or **food-for-asset-creation** activities focus on physical assets, and require hard labour. Therefore they need to be designed in a way that takes into account women's

<sup>71</sup> Bolivia and Armenia have been excluded from the analysis because they clearly addressed only the participants, not the community.

physical capacities and that facilitates their participation. For example, women's involvement in construction work may not be desirable if they are physically weak or are already heavily burdened with other work. Working conditions must be decent and respect minimum local labour standards and the International Labour Organisation (ILO) labour standards.

Work norms designed for women should be determined through participatory consultations with the women targeted. They should consider their feedback on what constitutes realistic expectations of their labour output and a realistic evaluation of time required for completion of a given piece of work. Tasks and tools appropriate for females should be defined, respecting the above conditions.

#### MAIN FINDINGS

##### Country office self-assessment

Twenty-nine percent of project documents surveyed (16 out of 55) state that appropriate **work norms** for women will be defined and put in place. None of the 7 EMOP documents states this, while 8 out of 12 CP/Dev do mention it.

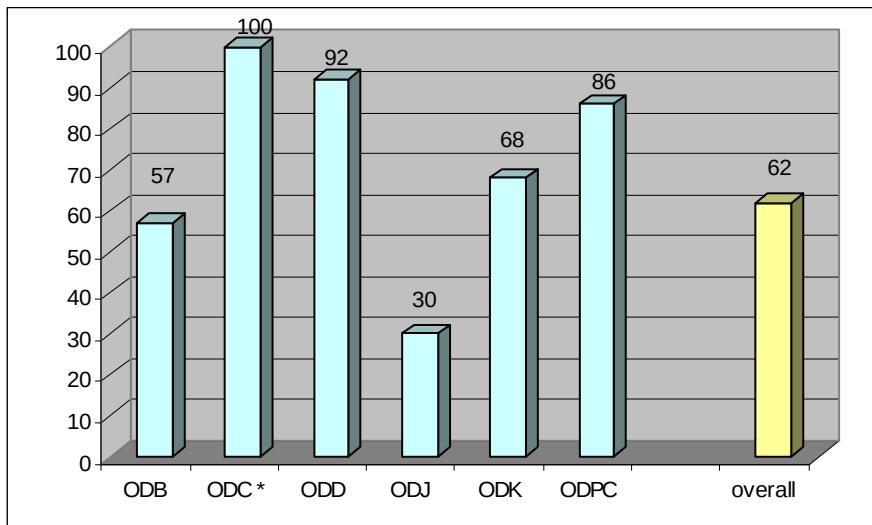
The **regional bureau** with the highest percentage of documents stating that work norms for women will be defined and put in place is ODD (38.5 percent); the bureaux with the lowest percentages are ODK (22 percent) and ODJ (none).

##### Site-level survey

According to the site-level survey, in **62 percent** of sites<sup>72</sup> if a woman or an adolescent girl was assigned a FFW task that was too burdensome for her, she could request a lighter task.

The results vary considerably among the **regional bureaux**: in most of the ODD sites women could request a lighter task, while in only 30 percent of ODJ sites could they (see Chart 4.2). For example the **Zambia** Survey Report states, "Generally it is accepted that women request help from their husbands or sons. Yet it is not female participants, but rather the community who would decide that a certain task is too heavy for women. If a woman still feels overburdened and has no substitute in the family to do her work, the community would assign a person to help her out". A similar justification was reported also by the **Sierra Leone** Survey Report.

Chart 4.2 – Percentage of sites where overburdened women and/or adolescent girls were able to request a lighter task. Results grouped by regional bureau

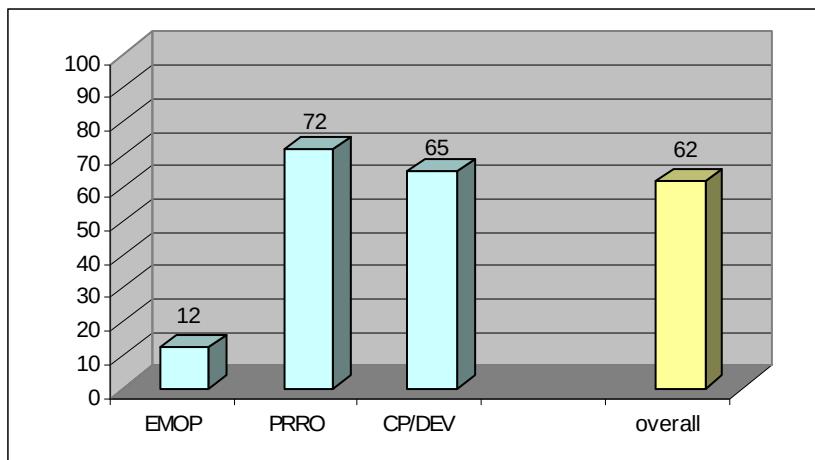


\* = Only 19 valid cases in the analysis

<sup>72</sup> This result was computed taking into account only the sites where at least one woman was involved in the FFW activities.

Results also varied significantly **by project category**, as in only 12 percent of EMOP sites were women able to request a lighter task, while they could in 72 percent of PRRO sites and in 65 percent of CP/Dev sites.

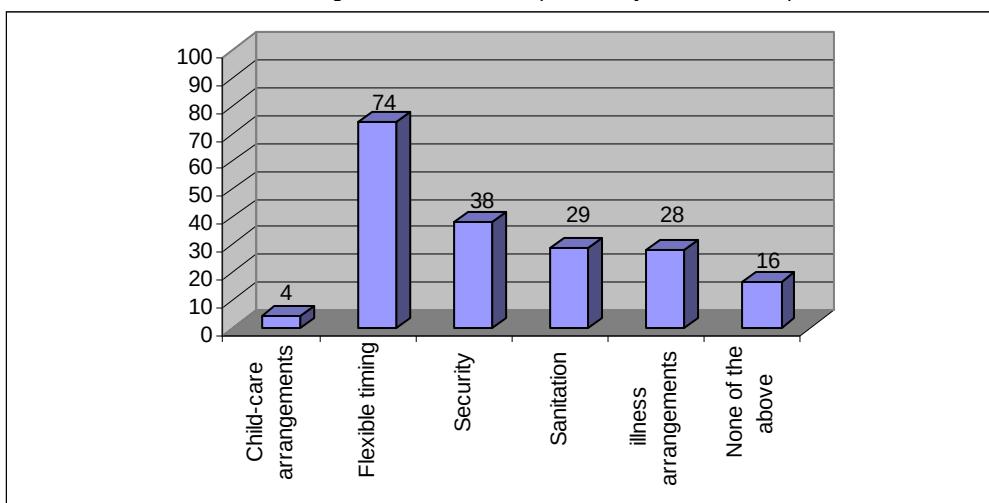
Chart 4.3 – Percentage of sites where overburdened women and/or adolescent girls were able to request a lighter task, by project category.



**Complementary services** are a crucial instrument to attract and keep women in FFW activities because they facilitate participation. In 74 percent of sites *flexible timing/working shifts* were provided. This is not a surprising result: as reported by **Indonesia** Survey Report, providing such a complementary service is only a question of internal organization and it does not have a concrete impact on cost. The second most commonly offered service was *adequate security* (in 38 percent of sites), followed by *sanitation* and *special illness arrangements* (in 28 percent of sites).<sup>73</sup> It is of concern that the service offered least often is *child-care arrangements*, which was provided in only 4 percent of the sites.

The **Angola** Survey Report mentioned that the majority of the female workers carry their children along when participating in the FFW activity, increasing in this way their burden, both physically and emotionally. WFP and its cooperating partners should explore the possibility of paying some women in food to run a day-care centre. A recommendation from the **Republic of the Congo** Survey Report was that a complementary FFT could be organized to train women in basic nutrition and growth to enable them to take better care of their children.

Chart 4.4 – Percentage of sites where complementary services were provided



<sup>73</sup> Many COs mentioned that while there may not be defined illness arrangements, some informal mechanisms may exist.

Disaggregating **by regional bureau**, the most striking finding is that in 42 percent of ODJ sites no complementary services were offered at all. In almost all ODD sites flexible timing/working shifts were provided, while sanitation was offered mostly in ODB (61 percent of sites) and ODPC has the highest percentage of sites where special illness arrangements are in place. Adequate security was offered frequently in ODB, and ODK scores the best in providing child-care arrangements (17 percent). Finally, child-care arrangements are provided almost not at all in ODB. This is of concern: given that this is the regional bureau with the highest percentage of women participating as workers, the problem could be more pressing than in other bureaux (Table 4.9).

Table 4.9 – Percentage of sites where the following complementary services are provided, by regional bureau

Complementary service	ODB	ODC (*)	ODD	ODJ	ODK	ODPC	Overall
Child-care arrangements	0.1	4.4	7.8	11.3	17.3	2.6	<b>4.3</b>
Flexible timing/working shifts	88.3	88.9	94.7	72.4	64.1	67.8	<b>74.0</b>
Adequate security	81.0	53.3	5.8	15.8	15.7	0.7	<b>37.9</b>
Sanitation	60.8	24.4	4.2	10	17.8	1.5	<b>28.5</b>
Special illness arrangements	22.3	2.2	7.9	21.3	32.4	45.3	<b>28.1</b>
Other	.0	.0	46.8	15.4	5.4	3.1	<b>6.6</b>
None of the above	2.5	8.9	.0	42	17.3	21.1	<b>16.4</b>

(\*) = Only in 45 (weighted) cases have the complementary services been considered relevant. This is especially true for the Afghanistan sites where provision of complementary services was often not considered relevant.

Disaggregating **by project category**, CP/Dev sites generally scored better than EMOP and PRRO sites in providing complementary services (except for the child-care arrangements, where EMOP scores better).

#### ECW III.4: THE PERSON WHO PARTICIPATES IN THE FOOD-FOR-TRAINING OR FOOD-FOR-WORK ACTIVITY WILL RECEIVE AN INDIVIDUAL OR HOUSEHOLD FOOD RATION CARD, ISSUED IN HER/HIS NAME.

### MAIN FINDINGS

#### Country office self-assessment

Sixty-six percent of project documents (37 out of 56) state that FFW workers will receive an individual or household food ration card in their names or will be personally listed on the food distribution or participants list.

Most of the project documents in ODD (83 percent) and all in ODJ state that ration cards will be issued in participants' names, while those from ODK mention it in only half the cases.

It is stated less frequently in the PRRO project documents (59 percent of cases) than in the EMOP (71 percent) and CP/Dev (75 percent) project documents.

#### Site-level survey

The findings of the site-level survey demonstrate, however, that in almost all the FFW sites (**98 percent**) every participant received a food ration card in her/his name or was listed personally on the food distribution or participants list.

### CONCLUSIONS ON FFW

From the field-level survey it emerged that overall women and adolescent girls accounted for **55 percent** of FFW workers, with large differences among countries. Women's high participation might derive from **work norms and complementary services** provided at the sites. In many sites (62 percent) women could request a lighter task; moreover, flexible timing and working shifts were often offered (in 75 percent of the sites). Unfortunately other complementary services, such as adequate security, sanitation, special illness and child-care

arrangements were not offered as frequently.

At almost all sites, workers had food ration cards in their names or were personally listed in the distribution list.

On the negative side, it has emerged that **consultations with beneficiaries** to define the FFW activities were scarce or non-existent, which goes against the participatory approach endorsed by WFP, and requires improvement.

### MAIN RECOMMENDATIONS

#### **Increase participatory approaches with beneficiaries**

- Increase consultations with male and female beneficiaries to define the FFW activity are .

#### **Design FFW activities to facilitate female participation**

- To the extent possible, WFP and its cooperating partners should mobilize resources to offer complementary services in all FFW sites in order to facilitate women's participation. Adequate security, sanitation, illness and child-care arrangements require special attention because they are offered at very few FFW sites.

## **Participation in decision-making related to FFW ECW V**

### **ENSURE THAT WOMEN ARE EQUALLY INVOLVED IN FOOD DISTRIBUTION COMMITTEES AND OTHER PROGRAMME-RELATED LOCAL BODIES**

#### Key findings

- **Use of participatory approaches (ECW V.1):** About 83 percent of project documents that include FFW state that a participatory approach with men and women will be adopted for *beneficiaries' identification* and for *activity identification and formulation*. Only 46 percent of project documents mention participation for the *development of a monitoring and evaluation system*.
- **Equal representation and participation of women in committees (ECW V.2):**
  - The self-assessment survey reveals that 74 percent of project documents state that at least half of the representatives on beneficiary-level Food Distribution Committees (FDCs) established in relation to FFW activity will be women; 65 percent state that half of the executive-level members on FDCs will be women.
  - The figures for the Asset Management Committees (AMCs) are lower: 60 percent for women's representation in committees and 58 percent for women in leadership positions
  - Site-level findings indicate that **FDCs** are in place in **92 percent** of the sites, and **AMCs** in **52 percent** of the sites.
  - Women were at least half of the representatives in 70 percent of the sites, whereas this target was reached in only 45 percent of the sites where AMCs exist.
  - Concerning women in leadership positions, in FDCs women are in **executive-level positions** in **68 percent** of the sites and in AMCs in **41 percent**.
- **ECW V.3:** Leadership training was offered to women participating in committees in only **31 percent** of sites where committees are in place with at least one woman participating.

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Two kinds of beneficiary-level committees were surveyed in relation to FFW activites, **food distribution committees (FDCs)** and **asset management committees (AMCs)**. FDCs deal directly with food distribtuion and management; AMCs with use, production and sale of the

inputs and outputs required or produced by the FFW activity. Sometimes the two committees overlap.

ECW 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.

MAIN FINDINGS

Country office self-assessment

Of project documents that include FFW, 82.5 percent (47 out of 57) state that a participatory approach with men and women should be adopted for *beneficiaries' identification* in FFW activities, and a similar percentage (84 percent) state that such approach should be adopted for *activity identification* and *formulation*. Only 46 percent of the project documents (26 out of 57) state that a participatory approach should be adopted for the *development of a monitoring and evaluation system*.

Bolivia ECW baseline survey country report

In the design of FFT and FFW activities, the use of a participatory focus was established for the community for defining which activities to implement and for identifying beneficiaries. In practice, participatory community meetings are carried out during which the kind of project/training that will take place in the community is defined, and the most vulnerable people that will benefit from the FFW activities are identified.

Regarding a monitoring and evaluation system, participatory workshops have been held in every region with staff from the government counterpart, during which the indicators to be monitored, the data collection tools and the path that the information should take were defined.

ECW V.2: AT LEAST HALF OF THE REPRESENTATIVES AND HALF OF THE EXECUTIVE-LEVEL MEMBERS ON FDCs AND ACCs 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.

Food distribution and asset management committees are likely to have an internal hierarchical structure that identifies leadership positions (i.e. positions whose voice carries weight in the final decision-making of the whole committee). These may include (among others that may be defined according to the socio-cultural context) a President, Vice-President, Chairperson, Secretary, Treasurer, Adviser, Minister, etc. It is crucial that women occupy these positions and not only be represented on committees. For some assets, it is more important that women play a key role in the identification and management of the activity or asset to be created, rather than participating as workers. (Therefore it is preferable to encourage their involvement in the identification of the assets to be created, rather than pushing for their physical participation.) This is particularly true where there are other able-bodied adults in the food-insecure households. However, women from food-insecure households should be assured at all times of their right to participate and access the food incentive.⁷⁴

MAIN FINDINGS

Country office self-assessment

Seventy-four percent of project documents (35 out of 47) state that at least half of the representatives on beneficiary-level *food distribution committees* (**FDCs**) established in relation to FFW activities should be women, and 65 percent (30 out of 46) of project documents state that at least half of the **executive-level members** on FDCs established in relation to FFW activities should be women.

⁷⁴ A guide on food as an incentive to support vulnerable household and communities in securing and improving their assets, WFP, May 2002, pg. 24.

Figures are lower for what concerns asset management committees (**AMCs**). It is mentioned that women should be at least half of representatives on these committees related to FFW activities in 60 percent of project documents (27 out of 45) and that women should be half of executive-level members in 58 percent (25 out of 43).⁷⁵ Committees were neither in place nor foreseen in more than 12 FFW activities.

Results by **project category** indicate that EMOP project documents are less likely to mention the 50 percent target among representatives and executive-level members in committees (FDCs and AMCs). Disaggregating by **regional bureau**, ODK project documents most frequently mention this target for representatives whereas ODB project documents least often mention it. Considering the higher participation of women in ODB, this weak result might be a concern. As regards executive-level members, ODJ project documents mention this measure most often, while ODPC project documents mention it least often.

Site-level survey

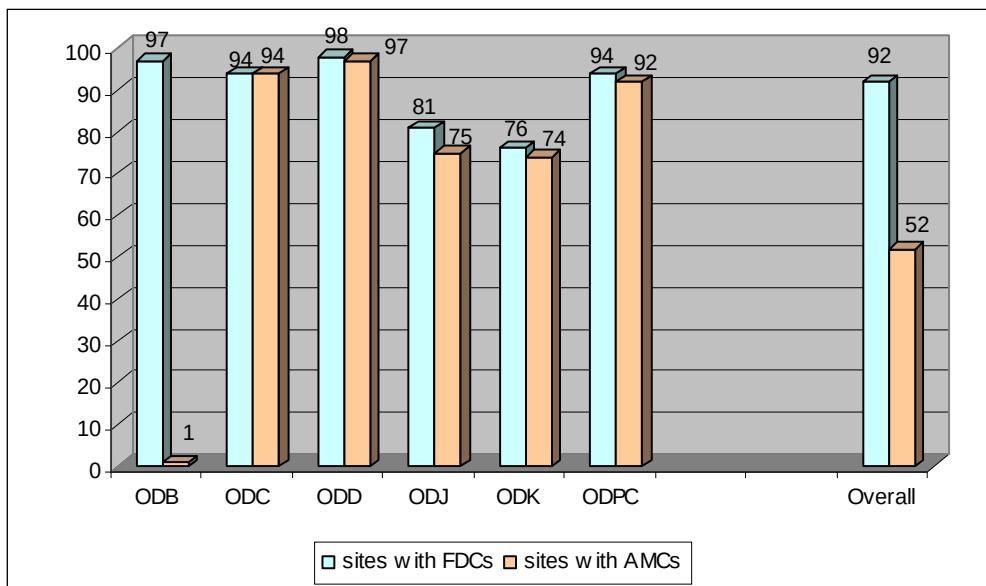
Beneficiary-level committees in place

According to the field-level survey results, **FDCs** were in place in **92 percent** of the sites. They were less often present in ODK (76 percent) and ODJ (81 percent), and they were less common under PRRO (70 percent of sites), compared to EMOP (95.2 percent) and CP/Dev (97.7 percent).

Beneficiary-level **AMCs** were in place in **52 percent** of the sites. The overall figure is clearly influenced by ODB where such committees barely existed. They were established in more than 90 percent of sites in ODC, ODD and ODPC and in about 75 percent of sites in ODJ and ODK (see Chart 4.5).

Quite often only one type of committee exists that deals both with food distribution and assets management. This is the case of Bangladesh where the FDCs (or User Committees) cover all functions, including management of food and assets. According to the **Rwanda** country report, "AMCs are not easy to put in place, especially in the «public» FFW project, such as roads rehabilitation. On the other hand, AMCs are important for projects where beneficiaries have individual access to the asset created (e.g. terrace establishment, pond rehabilitation, etc.)".

Chart 4.5 – Percentage of sites with FDCs (blue) and AMCs (orange) in place, by regional bureau



⁷⁵ Obviously such percentages have been computed by taking into account only those project/programme documents were FDCs (or AMCs) were in place or planned. The number of valid cases for AMCs is much lower than the number of project documents related to FFW, as in many cases such committees are neither in place nor planned.

Women at least half of representatives on committees

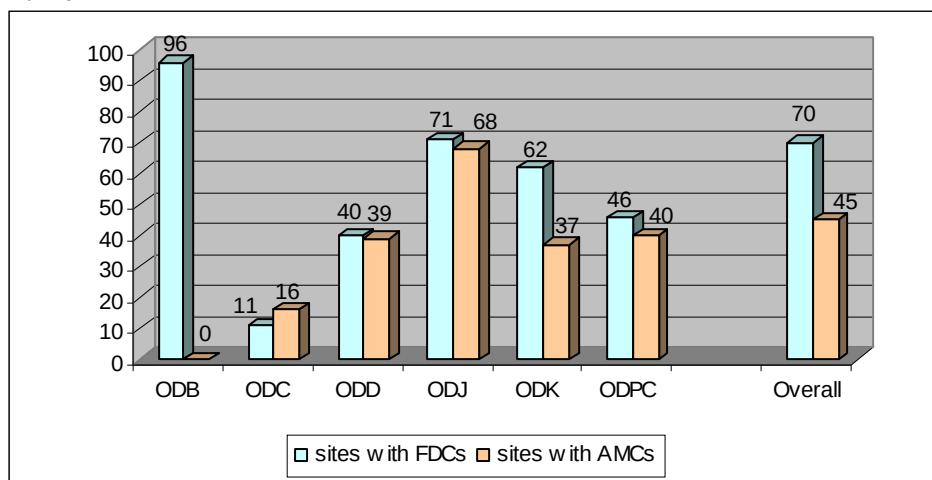
Women were at least half of representatives on FDCs in **70 percent** of sites where such committees were in place, whereas this target was reached in only **45.5 percent** of sites where AMCs existed.

Women's presence in committees related to FFW was lower than their presence in FFT (especially in the AMCs), probably because there were more women participating in FFT than in FFW. Obviously, this lowered the number of women involved in the distribution of the food and the management of the assets created. Although women and adolescent girls account for a smaller percentage of FFW participants than of FFT participants, they should be equally represented in food distribution and asset management committees. Their presence and active participation in the committees are more likely to guarantee that the assets created through FFW benefit equally the whole community.

Showing the results by **regional bureau** (see Chart 4.6), women were at least half the members of **FDCs** in 96 percent of ODB sites, while this target was reached in only 11 percent of ODC sites. The ODB percentage is highly influenced by Bangladesh, where 94 percent of workers are women; the ODC result is influenced by Afghanistan, where almost no women were involved in the FFW activity. Women accounted for at least half of the representatives at 40 percent of the ODD sites and at 46 percent of the ODPC sites. Analysing by **project category**, the 50 percent target was reached more often in EMOP (77 percent) and in CP/Dev (74 percent) sites than in PRRO sites (46 percent).

The results concerning women's participation in **AMCs** show that in Indonesia and Myanmar in no site did women account for at least half of the representatives.⁷⁶ In ODC only 16 percent of sites reached the target, while in ODJ 68 percent of sites did. When disaggregating by **project category**, women account for at least half of representatives more often under EMOP (76 percent of sites), than under PRRO (43 percent) and CP/Dev (39.5 percent).

Chart 4.6 – Percentage of sites where women are at least half of the representatives in FDCs (blue) and AMCs (orange), by regional bureau



Women at least half of executive-level members on committees

As regard women's presence among the executive-level members, the results are quite similar to their participation as representatives. Women were at least half of executive-level members in **68 percent** of sites where **FDCs** were in place and in **41.5 percent** of sites where **AMCs** existed.

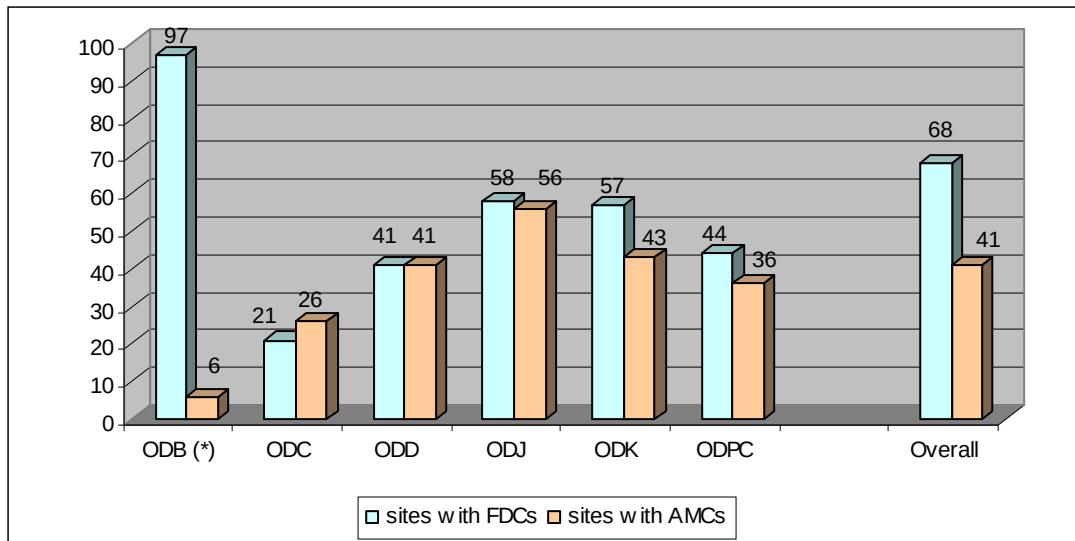
⁷⁶ Since in Bangladesh AMCs were not in place, women's participation in AMC regards only Indonesia and Myanmar.

Focusing on results concerning **FDCs** disaggregated by regional bureau, women accounted for at least half of executive-level members in almost all (97 percent) of ODB sites, but in only 21.5 percent of ODC sites (see Chart 4.7).

The percentage was higher for the sites under EMOP and CP/Dev (73 percent), than for those under PRRO (41 percent).

Regarding **AMCs**, women were at least half of executive-level members in more than 56 percent of the sites in ODJ (see Chart 4.7). The percentage of sites where women were at least half of executive-level members was highest under EMOP (69 percent), compared to PRRO (41 percent) and CP/Dev (35 percent) – results similar to those concerning women representatives.

Chart 4.7 – Percentage of sites where women were at least half of the executive-level members in the FDCs (blue) and AMCs (orange), by regional bureau



(*) In ODB the percentage of sites where women were at least half of the executive-level members on AMCs was computed based on only a few cases.

During group discussions at the sites where committees existed with at least one woman involved, women were asked to what extent their views were taken into consideration in the committees. Overall they felt their views were well taken into account in both types of committees (average score was 3.9 for **FDCs** and 3.6 for **AMCs**) (Table 4.10).

Table 4.10 – Extent to which women felt that their views were considered in FDCs and AMCs related to FFW (figures computed by considering only the sites where there are committees in place with at least one woman involved).

| Extent | FDCs | AMCs |
|-------------------|------------------------------|------------------------------|
| Not at all | 2.9 | 5.6 |
| A little | 2.9 | 6.0 |
| Partially | 4.6 | 9.0 |
| Enough | 16.5 | 16.9 |
| A lot | 29.0 | 26.8 |
| Fully | 44.2 | 35.7 |
| TOTAL VALID CASES | 100.0 | 100.0 |
| Average score | 3.9
(min=0; max=5) | 3.6
(min=0; max=5) |

ECW 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 PARTNERS WILL REFLECT THIS TRAINING REQUIREMENT.

The Thematic Evaluation of WFP's Commitments to Women highlighted that "overall, the number of women serving on food management and distribution committees has increased; however, this has not translated into women participating equally in decision-making within these committees. Funding and human resources tend to be serious constraints, despite efforts to address this problem through investment in women's leadership training. Even more difficult to realize is a leading role for women in committees that manage community assets created by food for work (FFW), where the local male elite tend to dominate the decision-making process, often excluding poor men as well as women."⁷⁷

MAIN FINDINGS

Country office self-assessment

Sixty-five percent (32 out of 49) of the project documents that include FFW state that partners will provide leadership training for women who take part in beneficiary-level committees.

Most of the EMOP documents (83 percent, or 5 out of 6) and CP/Dev documents (72 percent, or 13 out of 18) foresee this training while only half (56 percent, or 14 out of 25) PRRO documents mention it.

Site-level survey

The site-level findings reveal that leadership training was offered to women participating in committees established in relation to FFW in only **31 percent** of sites.⁷⁸ The main obstacles hindering the implementation of this part of the commitment are lack of cooperating partners delivering such training and cost implications.

Leadership skills Training

Training manual on leadership skills:⁷⁹ WFP Malawi prepared a training manual on leadership skills for partners. It seeks to build capacity and enhance training skills for conducting leadership training for grassroots women and men aimed at: improving programmes and practices that affect the lives of rural women especially in food security; and increasing women's self-confidence so that they take an active role in decision-making committees. All partners and District School Feeding Coordinators were trained between January and February 2005 and grassroots training is currently taking place (so far approximately 250 committees' members have been trained— more women than men).

In **Indonesia**, leadership training was provided by cooperating partners in 61 percent of the sites. Women learned how to prepare a meeting, set the agenda, prepare interventions and lead the sessions.

When the analysis focuses **on the regional bureaux**, leadership training was most often offered in ODJ (51 percent of sites), and least often in ODB and ODC (20 percent of sites) (see Chart 4.8). Given the high presence of women in the ODB sites, the low result of this regional bureau is more relevant. **By project category** the training is offered in 71 percent of EMOP sites,⁸⁰ while in only 25 percent of CP/Dev sites and 38 percent of PRRO sites.

The high percentage of EMOP sites offering leadership training is due to the Zambia sites. These sites are operating under Regional EMOP 10290.0 "Targeted Relief to Vulnerable Households in Southern Africa", which aims at mitigating the effects of the HIV/AIDS pandemic. Because the operation is not implemented in insecure areas, it is probably easier to provide such training.

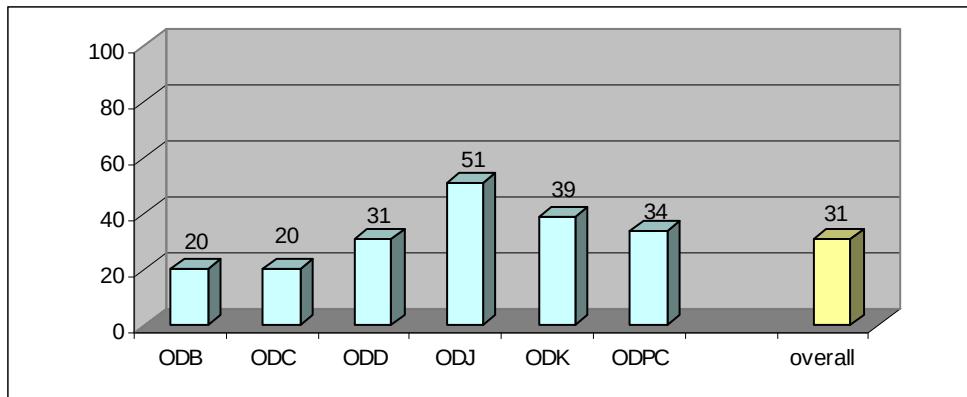
⁷⁷ Summary Report of the Thematic Evaluation of WFP'S Commitments to Women (1996–2001). WFP/EB.3/2002/6/6.

⁷⁸ Results were computed taking into account only those sites where there are committees in place (FDCs or AMCs) with at least one woman participating

⁷⁹ An Integrated Training of Trainers Manual on Leadership Skills, Gender and HIV/AIDS. Malawi WFP Office.

⁸⁰ Notice, however, that EMOP sites account for only 8.4 percent of the sites.

Chart 4.8 – Sites with committees in place where leadership training was provided, by regional bureau



CONCLUSIONS on ECW V

Under FFW activities, two kinds of committees were surveyed, food distribution committees (FDCs) and asset management committees (AMCs). FDCs were in place in 92 percent of the sites and AMCs in 52 percent of the sites. Generally the results for the FDCs are better than the ones for the AMCs. As a matter of fact, women are at least half of the representatives in 70 percent of sites with FDCs in place; whereas this target is reached in only 45 percent of sites with AMCs. Leadership training for women in committees was offered at few sites (31 percent).

MAIN RECOMMENDATIONS

Equal representation and participation of women in decision-making bodies (ECW V.2)

- Measures should be put in place to increase the number of women among representatives and executive-level members in committees, especially in AMCs. As the major obstacles appear to be cultural barriers, **complementary sensitization measures for the community** could be conducted.

Leadership training for women in committees (ECW V.3)

- Additional resources should be sought to increase leadership training for women in committees in order to increase the number of women in executive-level positions. The "ToT Leadership, Gender, and HIV/AIDS Manual", developed by Malawi country office, could be used as an example to replicate. Other regions could adapt it to their specific situations and then use it at country level.

RELIEF/GENERAL FOOD DISTRIBUTION

This chapter analyses and reports on Relief (ECW IV), which deals with women's control of food in relief food distributions, and on ECW V, which deals with equal representation and participation of women in beneficiary-level committees related to relief activities.

ECW IV

CONTRIBUTE TO WOMEN'S CONTROL OF FOOD IN RELIEF FOOD DISTRIBUTIONS OF HOUSEHOLD RATIONS

| Related MDGs: | Related WFP Strategic Priorities: |
|--|---------------------------------------|
| Goal 1: Eradicate extreme poverty and hunger | No 1: Save lives in crisis situations |

ECW IV refers to operations in which household food rations are distributed as relief to populations dependent on humanitarian assistance (most often refugees and internally displaced people or people affected by natural disasters).

It covers the following areas:

- ECW IV.1: location of food distribution points;
- ECW IV.2: special packaging;
- ECW IV.3: households food ration cards issued in women's name;
- ECW IV.4: separate food ration cards for each wife in polygamous families;
- ECW IV.5: consultations with women on distribution arrangements in situations of high insecurity;
- ECW IV.6: transparency of information in food distribution modalities;
- ECW IV.7: women encouraged to collect the food with the right to delegate the collection.

Key findings

- **ECW IV.1:** Consultations to select the location of food distribution points took place in half (48 percent) of relief sites. In half of the sites where consultations took place women were not consulted.
- **ECW IV.2:** An assessment to identify the need for special packaging was conducted in only 21 percent of the operations surveyed. However, in only 17 percent of sites women reported to delegate food collection due to the weight of rations.
- **ECW IV.3:** Only 43 percent of project documents surveyed stated that the food entitlement holder in each household would be a woman. The site-level survey revealed that ration cards were issued in women's names in 63 percent of the sites; this was most likely done when women were head of households.
- **ECW IV.4:** In those countries where polygamy exists, 63 percent of the sites listed wives separately as food entitlement holders (FEHs) or provided them with a ration card in their name.
- **ECW IV.5:** Thirty-seven percent of project documents (15 out of 41) state that in situations of high security risk, participatory consultations with women will take place to determine the best food distribution arrangements.
- **ECW IV.6:** Two thirds of project documents state that information about food entitlements will be provided to beneficiaries, while about 40 percent state that proper channels will be put in place for beneficiaries to report situations of abuse related to relief food distribution. The field-level survey showed that men and women were generally aware of *ration size* (men in 83 percent of sites, women in 84 percent), *ration composition* (men in 72 percent of sites, women in 68 percent), *changes in ration size* (men in 57 percent of sites, women in 54 percent) and *distribution schedule* (men in 70 percent of sites, women in 73 percent). However, the rule that *no services or favours should be provided in exchange for food* was

known at only half the sites (men in 52 percent of sites, women in 56 percent) and the reporting mechanisms for abusive situations linked to food distribution are the least known aspect among beneficiaries (men in 43 percent of sites, women in 38 percent of the sites).

- **ECW IV.7:** At 73 percent of the sites women were encouraged to collect the food. At 73.5 percent of the sites women delegated the collection of food “sometimes”, the most common reasons being health (87 percent of sites) and household workload (51 percent of the sites).

Rationale

Studies have shown that when food is put into the hands of women, the economic and nutritional benefits for the entire household are greater than when the same resources are controlled by men.⁸¹ When women are present during food distribution or if they receive the food directly, it is also more likely that food is taken home and cooked for the benefit of all household members.

The Gender Policy 2003–2007 is a major move from obliging women to collect food themselves, toward strengthening their control of food in other ways. There is consensus that WFP should continue encouraging women to be the main recipients of food rations and to be central to the food assistance process, but it is also recognized that this focus may entail extra work and burdens for the women involved. It gives women an additional task; there may be long distances to walk and the amount of food may be too heavy to carry; and women may be exposed to risks and violence in situations of high insecurity or social breakdown. Therefore WFP takes multiple steps to strengthen the role of women in humanitarian aid distribution and to facilitate their control over food. It is not one measure or another that is expected to have the desired effect, it is a package of measures that need to be acceptable in the socio-cultural environment.

The measures foreseen in ECW IV to contribute to women's control over the food ration include issuing the ration card in their names, changing the distribution modalities to facilitate their receipt of the ration (e.g. moving the distribution points as close as possible to where women live), and providing full information in advance about distribution modalities. Transparency measures that allow male and female beneficiaries to be informed about ration sizes, food distribution points and schedules, and programme opportunities are essential for reducing the risk of abuse and exploitation of beneficiaries, particularly women and girls. Proper channels for reporting abuses should also be in place. These measures give women more rights and facilitate their work instead of overburdening them.

Examples of Relief/General Food Distribution activities offered

| |
|---|
| Afghanistan: Food targeting the urban vulnerable through women's bakery projects and the rural vulnerable through feeding of IDPs. |
| Azerbaijan: Relief rations distributed to over 130,000 IDPs and vulnerable groups. |
| Burundi: Targeted distributions to food-insecure populations in conflict- and natural disaster-affected areas. |
| Colombia: Relief activities provided through community kitchens with the objective of contributing to food security of the IDPs and of those in the recipient community with high malnutrition rates. |
| Haiti: Relief activities supporting households headed by women, poor large families and families with handicapped children. |
| Pakistan: Monthly food rations to Afghan refugees residing in 14 camps in two provinces. |
| Sudan: Under the PRRO, relief distribution (targeted by season) for Eritrea refugees located in eastern Sudan. Under the EMOP, relief distribution for war-affected populations in southern Sudan and drought-affected populations in eastern and western Sudan, in addition to those recently affected by war in the Darfur region. |

Project documents and operational sites under survey

⁸¹ Quisumbing, A.R. et al. 1995. *Women: The Key to Food Security*. Washington DC, IFPRI.

The implementation of ECW IV was studied through a country office (CO) self-assessment of all implemented relief activities and a site-level survey based on a sample of sites selected through probability proportional to size sampling methodology. Indicators referring to ECW V (participation in committees related to general food distribution) were included in the same questionnaires.

The main purpose of the CO self-assessment was to verify if ECW IV was reflected in the project documents under survey. At this level the unit of analysis was the relief **activity** and one questionnaire was completed for each activity implemented under the three operations (EMOP, PRRO or CP/Dev) under survey. Answers were provided by the relief/general food distribution (GFD) programme officers or focal points at the country office.

The purpose of the site-level survey was to assess to what extent ECW IV was actually implemented in the field. At this level the unit of analysis was the **site** and one questionnaire was completed for each sampled site. The site-level survey results derive from figures and answers provided by enumerators who visited the sites and talked with site administrators and beneficiaries (through group discussions).

Although only 48 relief/GFD activities were surveyed through the CO self-assessment, in order to facilitate future comparison, both the CO self-assessment results and the site-level results are presented with percentages. Percentages were computed taking into account only those cases where the issue was relevant and the answer was given (valid cases). An asterisk (*) marks those regional bureau results that were computed on a low number of valid cases; it indicates that they cannot be considered very reliable. The percentage of cases (either activities or sites) where an issue was not relevant or the answer was not known was computed taking into account all cases under survey.

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Overall, 48 project documents related to relief/GFD were analysed through the country office self-assessment. ODK was the regional bureau with the highest number of documents under survey; ODJ was the one with the lowest number (see Table 5.1).

Table 5.1 – Number of project documents under survey by regional bureau and by country

| Regional bureau |   | Countries                                                                                                                |
|-----------------|---|--------------------------------------------------------------------------------------------------------------------------|
| ODB: 6          | ⇒ | Bangladesh (2), Indonesia (1), Myanmar (2), Nepal (1)                                                                    |
| ODC: 8          | ⇒ | Afghanistan (1), Algeria (1), Armenia (1), Azerbaijan (1), Georgia (1), Iran (1), Tajikistan (1), Yemen (1)              |
| ODD: 6          | ⇒ | Chad (2), Guinea (1), Liberia (1), Mali (1), Sierra Leone (1)                                                            |
| ODJ: 3          | ⇒ | Angola (1), Malawi (1), Zambia (1)                                                                                       |
| ODK: 18         | ⇒ | Burundi (1), DRC (1), Eritrea (2), Ethiopia (3), Kenya (3), Rwanda (1), Somalia (1), Sudan (3), Tanzania (2), Uganda (1) |
| ODPC: 7         | ⇒ | Bolivia (1), Colombia (1), Haiti (2), Honduras (1), Nicaragua (2)                                                        |

Twenty-two countries collected primary data by sending trained enumerators to sampled relief/GFD sites that were operational and accessible at the time of the survey (see Table 5.2).

A high proportion of relief sites under survey were located in Ethiopia (23 percent) and in Indonesia (19 percent), with quite a number in Myanmar (10 percent) and Uganda (8 percent).

Almost half (49 percent) of the sites fall under the responsibility of the ODK (Central Africa Regional Bureau) and one third (29 percent) under ODB (Asia Regional Bureau). Sierra Leone and Chad were the only countries in ODD (West Africa Regional Bureau) that collected primary data on relief activities. Since only a few of their sites were operational at the time of the survey, the percentage of ODD sites covered by the survey is very low and few recommendations can be formulated for the region.

Table 5.2 – Percentage of surveyed sites, by regional bureau

| Country/Regional bureau | Percentage | Percentage  |
|-------------------------|------------|-------------|
| Bangladesh              | 0.1        |             |
| Indonesia               | 19.1       |             |
| Myanmar                 | 10.5       |             |
| <b>Total ODB</b>        |            | <b>29.7</b> |
| Afghanistan             | 4.5        |             |
| Armenia                 | 1.4        |             |
| Azerbaijan              | 2.4        |             |
| Yemen                   | .0         |             |
| <b>Total ODC</b>        |            | <b>8.4</b>  |
| Chad                    | 0.6        |             |
| Sierra Leone            | 0.5        |             |
| <b>Total ODD *</b>      |            | <b>1.1</b>  |
| Angola                  | 4.4        |             |
| Malawi                  | 0.1        |             |
| Zambia                  | 1.2        |             |
| <b>Total ODJ</b>        |            | <b>5.6</b>  |
| Burundi                 | 7.6        |             |
| Eritrea                 | 6.1        |             |
| Ethiopia                | 22.9       |             |
| Rwanda                  | 0.2        |             |
| Sudan                   | 1.0        |             |
| Southern Sudan          | 3.2        |             |
| Uganda                  | 8.4        |             |
| <b>Total ODK</b>        |            | <b>49.2</b> |
| Colombia                | 4.6        |             |
| Haiti                   | 1.1        |             |
| Nicaragua               | 0.2        |             |
| <b>Total ODPC</b>       |            | <b>5.9</b>  |

\* = Only 25 sites were operational at the time of survey.

Most of the sites (67 percent) included in the survey were operational under PRROs, whereas the remaining 33 percent were under EMOP. There were no relief activities offered under CPs/Dev. This result reflects the typical composition of WFP country office project portfolios. Very few CP/Dev projects have relief/general food distribution activities; they usually serve to mitigate the effect of natural disasters in specific areas vulnerable to recurring crises by assisting the victims of natural disasters and/or social conflicts – as is the case, for example, in Bangladesh, Bolivia, Mali and Kenya.

In 2004 Afghanistan, Angola, DRC, Eritrea, Ethiopia, Kenya, Sudan, Uganda and Zimbabwe were among the countries with the highest operational expenditures for relief.<sup>82</sup> Of these, only two (Zimbabwe and Kenya) did not participate in the site-level exercise, although some of the others had an incidence in the overall sample which is not proportionate to WFP expenditure (for instance, Afghanistan and Sudan).<sup>83</sup>

<sup>82</sup> Annual Performance Report for 2004, WFP / EB.A/2005/4

<sup>83</sup> In DRC deployment of the survey was delayed due to security constraints; data were not included in the global sample.

**ECW IV.1:** WFP WILL ASSESS WHERE FOOD DISTRIBUTION POINTS ARE BEST ESTABLISHED TO ALLOW WOMEN TO COLLECT THE RATIONS THEMSELVES AND TO AVOID BURDENOME AND UNSAFE TRAVEL TO THE DISTRIBUTION POINTS.

## MAIN FINDINGS

### Country office self-assessment

Thirty-nine percent of project documents surveyed (18 out of 46) state that participatory consultations with beneficiaries will take place before determining the location of food distribution points (FDPs).

### Site-level survey

According to the site-level survey, consultations with beneficiaries on the location of FDPs took place in **48 percent** of the sites.<sup>84</sup> In half of them (51 percent), women did not participate at all and, on average, they participated partially (average score = 1.7) (see Table 5.3). ODJ (Malawi, Uganda and Zambia) is the regional bureau where women participated most in choosing FDPs; they reported having been involved more than merely "enough" (average score = 3.5).

Table 5.3 – Participation of women in choosing location for distribution points

| Degree of participation                 | Percentage of sites   |
|-----------------------------------------|-----------------------|
| Not at all                              | 51.5                  |
| A little                                | 4.8                   |
| Partially                               | 8.3                   |
| Enough                                  | 7.1                   |
| A lot                                   | 9.0                   |
| Fully                                   | 19.3                  |
| TOTAL SITES WITH CONSULTATIONS IN PLACE | 100                   |
| Average score                           | 1.7<br>(min=0; max=5) |

### Location of food distribution points: An example from Sierra Leone

In **Sierra Leone** FDPs are built closest to the camp communities of the beneficiaries. Stores have also been built within the camps and distributions start early enough to allow women to return home in good time. Men are also encouraged to give priority to women during food distribution, especially to the aged, to pregnant and lactating mothers (and to sick persons of both sexes).<sup>85</sup>

**ECW IV.2:** WFP WILL ALSO DETERMINE IF SPECIAL PACKAGING IS REQUIRED TO FACILITATE THE COLLECTION AND CARRYING OF FOOD RATIONS BY WOMEN.

## MAIN FINDINGS

### Country office self-assessment

In only 21 percent of project documents surveyed (10 out of 48) was an assessment conducted to identify the need for special packaging.<sup>86</sup> Special packaging was discussed most often in ODB countries. It was not considered at all in ODD and ODJ countries.

<sup>84</sup> In the remaining 52 percent such consultations were not held. Therefore the issue of women's participation was considered not relevant by the enumerators.

<sup>85</sup> From *Gender News On-line*, number 26 (Summer 2003).

<sup>86</sup> See also: "Women and Food Aid: Thoughts from WFP/ODJ on Ways to Reduce the Added Burden".

**Indonesia report:** In the Special Market Operation Rice activity (OPSM), an internal assessment was undertaken by the CO in order to cater to the economic constraints of beneficiaries who may not have enough money to buy the 20-kilo monthly ration. As a result, the monthly ration has been split into four weekly rations which are also easier to transport.

**Rwanda case study:** In terms of repackaging the food, nothing has been changed by WFP, UNHCR or MINALOC. The only repackaging done is carried out on the initiative of women refugees themselves: at the group distribution site, if they have no assistance from men, they will bring an extra bag to repackage the food at the food distribution centre.

**ECW 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.**

## MAIN FINDINGS

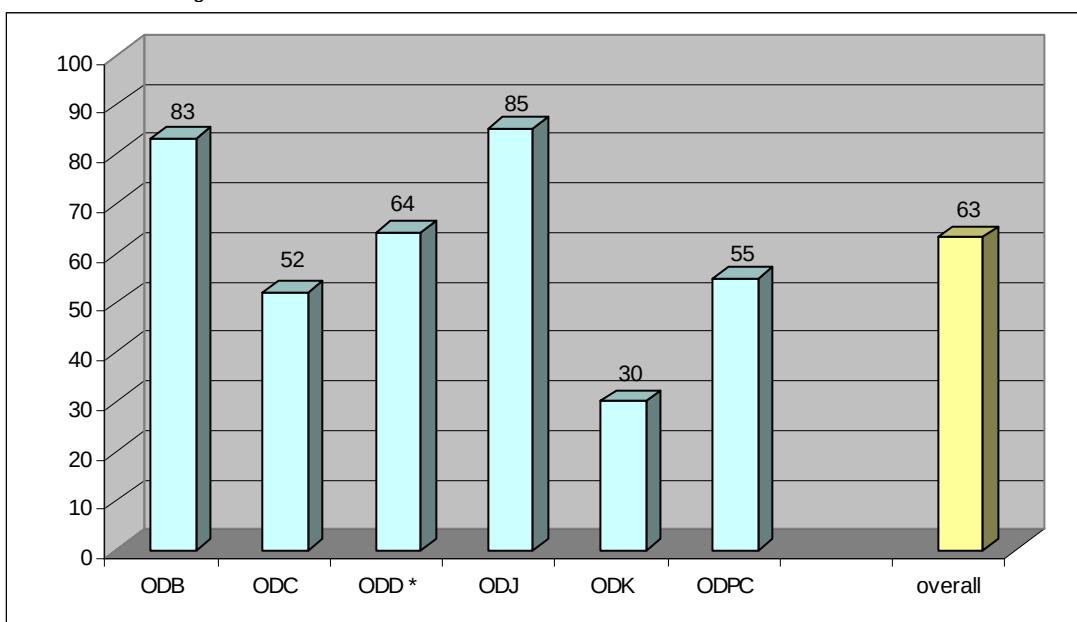
### Country office self-assessment

Forty-three percent of project documents (19 out of 44) state that the food entitlement holder in each household will be a woman, and that she will be listed on the food distribution lists/household food ration card as such. This is one of the new features of the Gender Policy 2003–2007 that aims to shift from the concept of women being merely food recipients to women being the food entitlement holders, with their names written on the household food ration card. This commitment has been considered more often in ODD and ODK project documents (60 percent and 67 percent respectively) and less often in ODC documents (37 percent).

### Site-level survey

In almost two thirds of the operational sites (**63 percent**) household ration cards were issued in women's names.<sup>88</sup> However, there are great differences among regional bureaux: in ODB and ODJ, the percentage is as high as 83 percent and 85 percent respectively; whereas in ODK only 30 percent of sites issued ration cards in women's names. It is done more often in relief sites operating under EMOP than in sites operating under PRRO.

Chart 5.1 – Percentage of sites where household ration cards are issued in women's names



\* = 25 valid cases in the analysis

<sup>87</sup> By Alice Green, Rome, September 2004.

<sup>88</sup> Percentages were computed taking into account only the sites where rations cards were in use.

For the site-level survey the percentage of households with a woman listed as food entitlement holder was computed in order to understand to what extent ECW IV.3 was actually implemented.

In 62 percent of sites there were more households with a woman listed as FEH than households with a man listed as FEH. The result is partially due to the fact that in most of the sites there were more female-headed households than male-headed households.<sup>89</sup> There is still considerable work to do to encourage cooperating partners to issue all household food ration cards in women's name regardless of the sex of the head of household.

As reported above, the Gender Policy 2003–2007 focuses more attention on the issuance of ration cards in women's names than on the collection of food by women. However, it is evident that food collection is still a woman's task: in most of the sites (83 percent) women collected food more often than men. This also happened frequently in the sites with more men-headed households than female-headed households.<sup>90</sup>

#### Examples of ration cards issued in women's names

**Sierra Leone**<sup>91</sup>: The country office succeeded in issuing household food ration cards in women's names by: organizing a training workshop for cooperating partners of all WFP-supported programmes on the ECW 2003–2007; and conducting sensitization training on the ECW for beneficiaries, local traditional authorities, government officials and key women's groups. The suggestion of issuing household ration cards in women's names was put on the table for debate. Men were very frank: their concerns and fears included that, when ration cards are given to women, there is a transfer of power from men to women; when women are in control of food they will share the best part of the food with their boyfriends. The women dismissed these concerns and stated that with or without WFP's intervention, they have been and continue to be the breadwinners of the family. They said that the men only provide the cereals in the home, while expenses such as condiments and school fees are borne by the women, and that WFP's support to them would not make any difference in their attitude towards their men. The concerns of all parties were looked into carefully by the country office, which was able to achieve a consensus that indeed household food ration cards should be issued in women's names.

**Rwanda case study on ECW IV and V**<sup>92</sup>: The women in Kibiza camps expressed deep appreciation for having ration cards in their names as they feel it protects their rations; increases their being recognized by their husbands as having some value; increases their own sense of value; and, overall, makes a positive difference in their lives. Refugees in both the Kibiza and Gihembe camps noted changes as a result of the work done by both WFP and UNHCR to increase women's control of food and participation in decision-making. The prominent points made are: that traditionally in Congolese society men eat more, but now the children eat more of the rations and are given priority by the mothers; refugee women now feel they can express their opinions more freely in public than they could in the past.<sup>93</sup> The responses from women refugees in the Kibiza camp suggested that having ownership of a ration card with her name on it increases a woman's sense of control and ownership of property. The response contrasted with the Gihembe women who had not been issued ration cards in their names and did not have that sense of ownership.

**ECW 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.**

#### MAIN FINDINGS

<sup>89</sup> Correlation between percentage of female-headed households and percentage of households with a woman listed as FEH = .576. Correlation is significant at the 0.01 level (1-tailed). R Square = 0.331. (Result computed taking into account only those sites where both figures are available.)

<sup>90</sup> Correlation between percentage of female-headed households and percentage of women collecting food = .120. Correlation is significant at the 0.01 level (1-tailed). R Square = 0.014. (Result computed taking into account only those sites where both the figures were available.)

<sup>91</sup> From *Gender News On-line*, number 26 (Summer 2003).

<sup>92</sup> "Women's Control of Food in Relief Food Distribution" (Rwanda Case Study), by Alice Green, Rome, September 2004.

<sup>93</sup> WFP and UNHCR successfully negotiated the production of yellow ration cards in the name of women and included MINALOC and the community in the discussions so that all parties were able to provide support for the cards. WFP also provided blue ration cards to all husbands so that they would have an identity document that clarified that they remained the head of household (HH), and could be used as a source of identification documents.

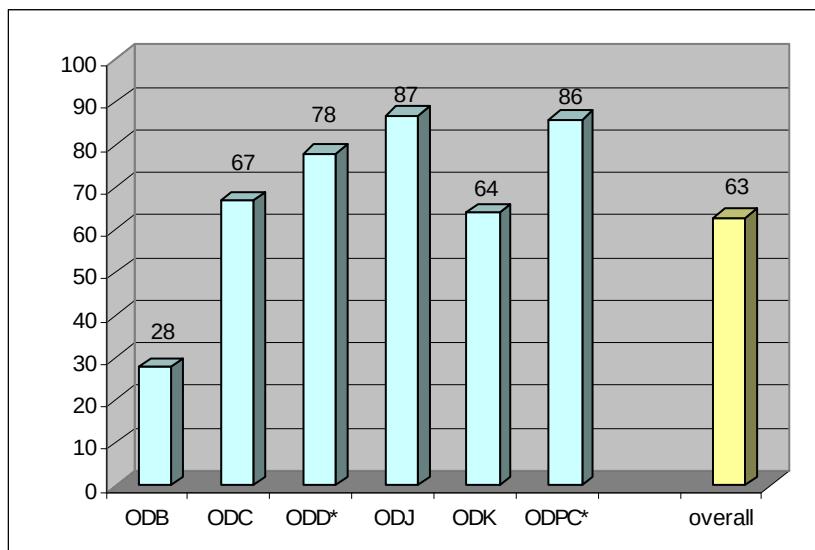
### Country office self-assessment

Since polygamous families do not exist in every country, this issue was considered not relevant in 13 project documents. Forty-three percent of the remaining documents state that wives in polygamous families will be listed separately as food entitlement holders on the food distribution list or that each wife will have her own household food ration card.

### Site-level survey

In **63 percent** of the sites wives in all or most polygamous families were listed separately as food entitlement holders (FEHs) or received a household food ration card in their name for themselves and their dependants.<sup>94</sup> There are, however, large differences among the regional bureaux: the percentage of sites implementing this part of the commitment is very low in ODB countries (28 percent), while very high in ODJ (87 percent) and ODPC (86 percent) countries.<sup>95</sup> The high percentage in ODPC derives from **Haiti**, where many sites assisted polygamous families and issued the cards in the names of the wives. See Chart 5.2.

Chart 5.2 – Percentage of sites where in all or most polygamous families each wife is listed separately as FEH or as head of household; results by regional bureau.



\* = 25 valid cases in the analysis

With reference to **project category**, sites operating under EMOP were more likely to issue ration cards in women's names (78 percent of sites) than sites operating under PRRO (55 percent). This may be due to the fact that EMOPs are shorter term and therefore more flexible and more likely to adopt new policies.

#### Example from Uganda

"In **Uganda** household food entitlements used to be issued in the name of the (usually male) household head. This system created difficulties for those refugee women/children from polygamous families who were neglected by their husbands/fathers and could not get access to their food rations. Therefore, WFP, UNHCR and the host government agreed that in these situations household ration cards be issued in the name of each wife and her dependants, with the husband joining one of these groups or receiving a ration for himself."<sup>96</sup>

The survey revealed that 70 percent of sites listed wives in polygamous households as FEH while 30 percent did not. Although the total number of polygamous households was not tabulated by this survey, 30 percent is in any case a large proportion and requires further investigation.

<sup>94</sup> In 47 percent of sites there were no polygamous families assisted.

<sup>95</sup> Percentages were computed taking into account only sites where polygamous families were assisted.

<sup>96</sup> From *Gender News on-line*, number 26 (Summer 2003).

**ECW 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.

#### MAIN FINDINGS

##### Country office self-assessment<sup>97</sup>

Thirty-seven percent of project documents (15 out of 41) state that in situations of high security risk, participatory consultations with women will take place to determine the best food distribution arrangements.

**ECW IV.6:** INFORMATION WILL BE PROVIDED TO MALE AND FEMALE BENEFICIARIES ABOUT DISTRIBUTIONS: E.G. THE SIZE AND COMPOSITION OF RATIONS; BENEFICIARY SELECTION CRITERIA, DISTRIBUTION PLACE AND TIME; THE FACT THAT THEY ARE TO PROVIDE NO SERVICES/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.

#### MAIN FINDINGS

##### Country office self-assessment

One of the prerequisites of a good distribution system is transparency of information for beneficiaries. Information on food ration entitlements and food distributions arrangements should be widely disseminated, and beneficiaries need to be informed in advance of any problems in food supply, changes in rations or distribution schedules, etc.<sup>98</sup> Furthermore, informing beneficiaries that they are to provide no services or favours in exchange for receiving the food rations and establishing proper channels/mechanisms available to them for reporting cases or attempted cases of abuses linked to food distribution are of paramount importance for WFP in order to ensure the dignity and rights of beneficiaries, incorporating in this way a “protection lens” in the provision of food assistance. All United Nations organizations, including WFP, have a duty to care for beneficiaries, which includes the responsibility to ensure that they are treated with *dignity and respect* and that proper standards of behaviour are observed.<sup>99</sup>

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<sup>97</sup> Site-level indicators are available but are not included in the report.

<sup>98</sup> This is also in line with the *Sphere standards for distribution*: “The method of food distribution is equitable and appropriate to local conditions. Recipients are informed of their ration entitlement and its rationale: (i) People are aware of the quantity and type of ration to be distributed for each distribution cycle, and reasons for any differences from the established norms are provided. (ii) People receive the quantities and types of commodities planned. (iii) The method of distribution is readily accessible and distribution is scheduled at convenient times to minimize disruption to everyday activity. (iv) Recipients are involved in deciding the most efficient and equitable method of distribution; women are consulted and have an equal input into decision-making.” Information taken from the *Emergency Field Operations Pocketbook*, WFP, 2002, page 87.

<sup>99</sup> In April 2002, the United Nations Inter-Agency Standing Committees (IASC) established a Task Force on Protection from Sexual Exploitation and Abuse in Humanitarian Crisis and Other Operations, with WFP as an active participant. Core principles on this issue were developed and endorsed. Furthermore, WFP has stressed its *zero-tolerance policy* toward sexual abuse and exploitation of beneficiaries in humanitarian crises and other operations or any other form of abuse and exploitation by its staff (ED2003/005). The Executive Director issued a circular on the implementation of the Secretary-General’s Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse (ED2004/001). In 2005, the Executive Director issued another circular describing special measures to be put in place at country office level (ED2005/004); this circular advises that WFP – under the overall purview of the Regional Directors – holds Country Directors directly responsible for (i) creating an environment that prevents sexual exploitation and abuses; (ii) ensuring all staff receive a copy of the Secretary-General’s Bulletin; and (iii) appointing a senior-level Focal Point and an Alternate on sexual exploitation and abuse (SEA) (either the focal point or the alternate must be a female staff member) whose main role is to receive complaints and reports on cases of sexual exploitation and abuse and to take the lead in developing and implementing SEA preventive measures. It is worth noting that an in-country network on SEA must be made responsible for ensuring that the local community, including refugees and other beneficiaries of assistance, is properly informed of the existence and role of the SEA focal points and how to contact them. Reporting mechanisms include the “*model complaints referral form*” and the “*model information sheet for local communities*”, to be issued in local languages.

Sixty-six percent of project documents surveyed state that information about food entitlements and food distribution modalities will be provided to beneficiaries.

Data disaggregated by **project category** indicate that this is foreseen more often in CP/Dev (75 percent) and in PRRO (68 percent) documents than in EMOP documents (58 percent). There are also remarkable differences among **regional bureaux**, as in ODB, ODJ and ODK the percentage of project documents mentioning IV.6 is higher than the overall, whereas in ODC and ODPC it is lower (29 percent and 57 percent).

Few project documents (38 percent) state that proper channels<sup>100</sup> will be put in place for beneficiaries to report cases or attempted cases of abuse related to relief food distribution. When disaggregated by **project category**, only 8 percent (1 out of 12) of EMOP documents and 25 percent (1 out of 4) of CP/Dev mention this point, while more than half (52 percent) of PRRO documents do so. Data also vary widely by **regional bureau**. Only 14 percent of documents from ODPC, 25 percent from ODC and 33 percent from ODB state that proper channels will be put in place, while all the ODJ documents do so.

#### Site-level survey

Overall there are no major discrepancies between male and female beneficiaries' awareness of food distribution modalities. Both were well aware of *ration size*, but less aware of changes in *ration size and composition*. The rule that *no services or favours should be provided in exchange for food* and the *reporting mechanisms* for abusive situations linked to food distribution are the aspects least known among beneficiaries. Women, who are usually more exposed to abusive situations, were aware of existing mechanisms to report abuses in only 38 percent of the sites (Table 5.4).

Table 5.4 – Percentage of sites where men and women are aware of issues related to food rations and distribution

| Issue about which beneficiaries should be aware                         | % MEN aware | % WOMEN aware |
|-------------------------------------------------------------------------|-------------|---------------|
| Ration size                                                             | 83          | 84            |
| Ration composition                                                      | 72          | 68            |
| Changes in ration size or composition                                   | 57          | 54            |
| Distribution schedule                                                   | 70          | 73            |
| No services/favours should be provided in exchange for food             | 52          | 56            |
| Reporting mechanisms for abusive situations linked to food distribution | 43          | 38            |

Data disaggregated by **project category** show remarkable differences between EMOP and PRRO, especially regarding the percentage of sites where beneficiaries were aware of distribution schedules. For men: EMOP 49 percent and PRRO 82 percent; for women, EMOP 47 percent and PRRO 85 percent. Regarding reporting mechanisms for abusive situations, the statistics were: for men, EMOP 54 percent and PRRO 37 percent; for women, EMOP 51 percent and PRRO 32 percent.

Differences among **regional bureaux** are reported in the tables below (see Tables 5.5 and 5.6). ODPC sites stand below the overall result on a number of indicators. The gap is especially wide for both men and women regarding changes in ration size/composition and reporting mechanisms.

Table 5.5 – Percentage of sites where **MEN** are aware of issues related with food rations and distribution, by regional bureau

| Issue about which beneficiaries should be aware             | Percentage of sites |      |       |      |      |      |           |
|-------------------------------------------------------------|---------------------|------|-------|------|------|------|-----------|
|                                                             | ODB                 | ODC  | ODD * | ODJ  | ODK  | ODPC | Overall I |
| Ration size                                                 | 97.9                | 98.4 | 96.0  | 89.8 | 76.7 | 52.3 | 83        |
| Ration composition                                          | 80.0                | 90.2 | 100   | 92.9 | 60.5 | 86.7 | 72        |
| Changes in ration size or composition                       | 68.5                | 77.6 | 60.0  | 89.0 | 50.4 | 13.4 | 57        |
| Distribution schedule                                       | 87.8                | 90.2 | 96.0  | 87.4 | 58.6 | 46.9 | 70        |
| No services/favours should be provided in exchange for food | 57.5                | 76.0 | 36.0  | 66.1 | 45.4 | 44.5 | 52        |

<sup>100</sup> "Proper" channels refer to venues or reference points through which beneficiaries can safely report on issues of abuse.

|                                                                         |      |      |      |      |      |     |           |
|-------------------------------------------------------------------------|------|------|------|------|------|-----|-----------|
| Reporting mechanisms for abusive situations linked to food distribution | 15.9 | 79.8 | 48.0 | 51.2 | 50.8 | 8.6 | <b>43</b> |
|-------------------------------------------------------------------------|------|------|------|------|------|-----|-----------|

\* = 25 valid cases in the analysis

Table 5.6 – Percentage of sites where **WOMEN** are aware of issues related with food rations and distribution, by regional bureau

| Issues about which beneficiaries should be aware                        | Percentage of sites |      |       |      |      |      |             |
|-------------------------------------------------------------------------|---------------------|------|-------|------|------|------|-------------|
|                                                                         | ODB                 | ODC  | ODD * | ODJ  | ODK  | ODPC | Overall I   |
| Ration size                                                             | 97.8                | 100  | 95.8  | 90.6 | 74.5 | 58.0 | <b>83.8</b> |
| Ration composition                                                      | 62.4                | 93.2 | 91.7  | 93.7 | 59.9 | 92.4 | <b>67.7</b> |
| Changes in ration size or composition                                   | 62.3                | 75.8 | 54.2  | 88.2 | 46.9 | 13.0 | <b>54.4</b> |
| Distribution schedule                                                   | 92.5                | 88.4 | 100   | 88.2 | 57.7 | 52.7 | <b>72.6</b> |
| No services/favours should be provided in exchange for food             | 67.5                | 76.7 | 37.5  | 66.1 | 44.9 | 53.4 | <b>56.0</b> |
| Reporting mechanisms for abusive situations linked to food distribution | 8.3                 | 83.2 | 54.2  | 51.2 | 50.3 | 13.0 | <b>38.4</b> |

\* = 25 valid cases in the analysis

#### Examples from ECW baseline country reports

**Bangladesh:** The country office has taken several initiatives to enhance women's control of food distribution. In the Vulnerable Group Development and Road Maintenance Programmes, special posters were printed and distributed to local communities and project participants. The posters outline the selection criteria for the programmes, detail food and wage entitlements and mention that no payment should be made in cash or in kind for either participation in the programme or receipt of food rations. This simple but innovative idea, combined with regular orientation sessions, has proven highly successful in effectively changing extremely poor women's awareness and behaviour. Participants now know their rights and entitlements, and organize themselves in groups to demand their food entitlements from local officials when necessary. Furthermore, in the camps for refugees from Myanmar, at the request of refugee women and men, signs detailing ration entitlements were posted in three languages (Burmese, Bengali and English). These measures paved the way for involving women more in the actual distribution of rations. Since 2002, the proportion of female refugee volunteers involved in food distribution has increased to 50 percent, with a subsequent reduction in food losses at the distribution points. WFP field officers are present in the two refugee camps five days a week and gather and investigate complaints of irregularities or exploitation linked to food distribution.<sup>101</sup>

**Sierra Leone:** In all sites beneficiaries were informed about the ration size and composition. Changes in composition are announced to all beneficiaries in order to avoid riots or refusal of food aid. In almost all sites, beneficiaries were aware of the food distribution schedule. Although there have been efforts made to ensure that beneficiaries be aware of the rule that no favours/services should be provided in exchange for food, the number of beneficiaries aware of this rule is still too low. Improvements should also be made in informing the beneficiaries of reporting channels linked to these situations. When the reporting channels were explained to the beneficiaries, they felt comfortable about them. The cooperating partners are supposed to explain (prior to every distribution) the rule that no favours/services are to be provided in exchange for food. This should be closely followed up by WFP during every monthly distribution to ensure that beneficiaries are actually aware of this rule. Beneficiaries are supposed to report abusive situations to the (sexual and gender-based violence) committees. It is the committees who then report to WFP so that action may be taken.

In many sites (29 percent of the total sample) channels for reporting abuses were not in place. At the sites where such channels did exist, the extent to which women felt comfortable with them varied significantly (see Table 5.7). However, on average, they felt comfortable enough (average score = 2.6). The score also varies considerably by **regional bureaux**: it is higher in ODJ and ODPC (where the average is 3.6 and 3.4 respectively) and lower in ODB and ODK (2.3 and 2.4 respectively).

<sup>101</sup> From Gender News On-line, number 26 (September 2003).

Table 5.7 – Extent to which women feel comfortable with channels for reporting abuse

| Extent            | Percentage of sites   |
|-------------------|-----------------------|
| Not at all        | 23.0                  |
| A little          | 9.5                   |
| Partially         | 16.0                  |
| Enough            | 13.0                  |
| A lot             | 11.0                  |
| Fully             | 27.0                  |
| TOTAL VALID CASES | 100.0                 |
| Average score     | 2.6<br>(min=0; max=5) |

**ECW 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.**

## MAIN FINDINGS

### Country office self-assessment

Half of project documents surveyed (52 percent) state that women will be encouraged<sup>102</sup> to collect their food, and will be informed of their right to designate the collection of the household ration to other persons. No CP/Dev document states it, while more than half of PRRO documents (62 percent) do and 42 percent of EMOP documents. The percentage is highest for ODK (72 percent of project documents), and ODJ (67 percent, or 2 out of 3); while it is much lower in ODB (33 percent) and ODPC (29 percent).

### Site-level survey

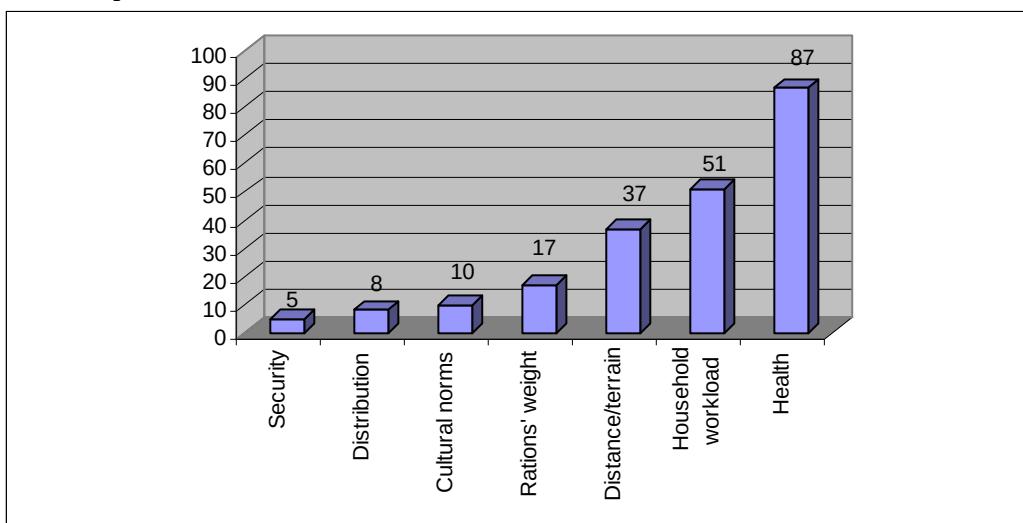
According to the site-level survey, in almost three quarters of the sites (73 percent) women were encouraged to collect food rations and were informed of their right to delegate food collection. They were encouraged more frequently in ODB and ODC (98 percent and 80 percent of the sites respectively) than in ODJ, ODK and ODPC (59 percent, 58 percent and 59 percent of sites respectively). Although the information on the right to delegate food collection was provided at many sites, collection of food remains a woman's task: women delegate the food collection "sometimes" in 73 percent of the sites, and they never delegate it in 18 percent of the sites.

### Reasons for delegating food collection

At 87 percent of sites where women delegated food collection they did it for **health reasons** and at 51 percent it was due to the **household workload**. Although the reasons most frequently reported were not due to WFP, it is worth mentioning that in 37 percent of the cases it was the **distance** of the site (and/or the terrain) that led women to delegate food collection. To avoid this inconvenience, it is crucial to consult with beneficiaries (especially females) before determining the location of food distribution points. In only 5 percent of sites did women delegate the collection of food for **security reasons**; in 17 percent of the sites it was because of the **weight of rations** (see Chart 5.3).

<sup>102</sup> This refers to targeted information disseminated to women explaining WFP's commitment to contributing to their control over food and encouraging them to collect the household food ration.

Chart 5.3 – Most common reasons for women to choose to delegate food collection: Percentage of sites where women delegated for the reason cited



Data disaggregated by **regional bureau** show that in ODJ *health, distance and weight* assume a greater importance as the percentage of sites where these factors were mentioned is far above the overall results (100 percent, 58 percent and 40 percent respectively). *Household workload* was the most common reason for delegating the food collection in ODC and ODPC. In ODC *cultural norms* were often mentioned as a reason for delegating. *Distance* was of greater concern in ODB and ODJ, whereas *distribution arrangements* – generally rarely mentioned – were more relevant in ODB and ODC (Table 5.8). These latter reasons for delegating could be solved by WFP and its cooperating partners in the short/medium term period.

Table 5.8 – Most common reasons that women delegate food collection, by regional bureau

| Reason                    | Percentage of sites |      |       |      |      |      |         |
|---------------------------|---------------------|------|-------|------|------|------|---------|
|                           | ODB                 | ODC  | ODD * | ODJ  | ODK  | ODPC | Overall |
| Distance and/or terrain   | 49.9                | 37.3 | 36.0  | 58.2 | 34.1 | 2.7  | 37      |
| Weight of rations         | 15.4                | 7.5  | 52.0  | 40.0 | 17.4 | 2.7  | 17      |
| Security conditions       | .5                  | 5.2  | 4.0   | 2.7  | 7.8  | .0   | 5       |
| Cultural norms            | .5                  | 29.1 | .0    | .0   | 13.6 | 1.8  | 10      |
| Household workload        | 44.7                | 85.1 | 56.0  | 30.0 | 48.9 | 70.6 | 51      |
| Distribution arrangements | 12.7                | 12.0 | .0    | 6.4  | 6.3  | .0   | 8       |
| Health                    | 65.9                | 67.9 | 92.0  | 100  | 97.5 | 66.4 | 87      |

\* Only 25 valid cases in the analysis

### CONCLUSIONS on ECW IV

ECW IV is not very well implemented overall, and country offices still need to put a lot of measures in place in order to implement the package of measures foreseen by ECW IV.

**Participatory approaches** with beneficiaries are lagging behind, **consultations** with male and female beneficiaries to select the location of food distribution points did not often take place and women were still not consulted at all in half of the sites.

Assessments to identify the need of **special packaging** were conducted in very few operations surveyed.

Furthermore, **issuing ration cards in women's names** was not systematically implemented. This was one of the new features of the Gender Policy 2003–2007 which aimed to shift away from the concept of women being mere food recipients to women being the food entitlement holders with their name written on the household food ration card – thus granting an entitlement and an identity to women. Although the site-level survey revealed that ration cards

were issued in women's name in 63 percent of the cases, this positive result is associated with the fact that the measure is more likely to be implemented only when women are heads of households. The results are better in polygamous families where in the majority of sites wives received a household food ration card in their names for themselves and their dependants.

On the positive side, male and female beneficiaries were generally well-aware of food distribution modalities (e.g. ration size, ration composition, changes in rations and distribution schedule), except for the rule that no services or favours in exchange for receiving the rations are to be provided, and the mechanisms to report abuses related to food distribution (which are not often in place).

From the site-level survey it emerged that collection of food remains a woman's task; they delegate the food collection occasionally, mainly when they are sick or because of the household workload.

## MAIN RECOMMENDATIONS

### **Consultation with women on location of food distribution points (ECW IV.1)**

- Although it is clear that logistical constraints influence the delivery of food, to the extent possible, consultations with beneficiaries should be increased. In order to avoid burdensome and unsafe travel, female beneficiaries should be consulted more often to determine the best location of food distribution points, as they are usually the food collectors.

### **Special packaging (ECW IV.2)**

- Country offices should assess if beneficiaries – particularly women – need smaller bags to carry household rations. If they do, special funds should be sought in order to change the ration size, or alternative food distribution modalities should be arranged.

### **Food ration cards issued in a woman's name/entitlements (ECW IV.3 and ECW IV.4)**

- All project documents should seek ways for women to be food entitlement holders, and this sites should implement this point. Practical and feasible solutions should be sought, including, for instance, having both names of the spouses on the card. The same applies for polygamous families, in which each wife is to have a separate ration card in her name.

### **Transparency of information in food distribution modalities (ECW IV.6)**

- WFP should work together with UNHCR, other United Nations agencies and cooperating partners to expedite the establishment of proper channels for reporting abuses and to provide information about food entitlement and food distribution modalities in all sites in order to prevent abuses in food distribution. Special measures for protection from sexual abuse and exploitation should be widely disseminated and posted in local languages.

**PARTICIPATION IN DECISION-MAKING RELATED TO RELIEF  
ECW V  
ENSURE THAT WOMEN ARE EQUALLY INVOLVED IN FOOD  
DISTRIBUTION COMMITTEES AND OTHER PROGRAMME-RELATED  
LOCAL BODIES**

### Key findings

- **Equal representation and participation of women in committees (ECW V.2):** Beneficiary-level committees related to relief activities were in place in 51 percent of sites. The field-level survey showed that participation of women in FDCs was not very high. In only 38 percent of the sites with committees in place were the representatives at least half women. In the same (38) percentage of sites were at least half the executive-level members women. On average women said that their views were taken into consideration "enough".
- **Provision of leadership training (ECW V.3):** Fifty-four percent of project documents surveyed state that partners will provide leadership training to women who take part in beneficiary-level committees. However in only 28.5 percent of sites where FDCs are in place was training provided.

**ECW V.2:** AT LEAST HALF OF THE REPRESENTATIVES AND HALF OF THE EXECUTIVE-LEVEL MEMBERS ON FDCs AND ACCS 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.

### MAIN FINDINGS

#### Country office self-assessment

**Seventy-three percent** of project documents (32 out of 44) state that at least half of the representatives on beneficiary-level FDCs established in relation to relief/general food distribution (GFD) will be women, while **57 percent** of project documents state that at least half of the executive-level members on food distribution committees will be women.

Looking at the **regional bureaux**, the 50 percent target among representatives is reflected in all three ODJ project documents under survey and in almost all (17 out of 18) of the ODK documents, whereas it is mentioned less often in the others (in ODB only 1 document (20 percent). From the perspective of **project categories**, around three quarters of the EMOP and PRRO documents mention the target, while only 25 percent (1 out of 4) of the CP/Dev documents do.

The goal of having women account for at least half of executive-level members is mentioned more often in ODD documents (83 percent) and ODJ documents (2 out of 3); while it is not mentioned in any of the three ODB documents surveyed.

Data disaggregated by **project category** are similar to those for the previous goal: only 1 out of the 4 CP/Dev documents states that women should be half of executive-level members, while around 60 percent of PRRO and EMOP documents do.

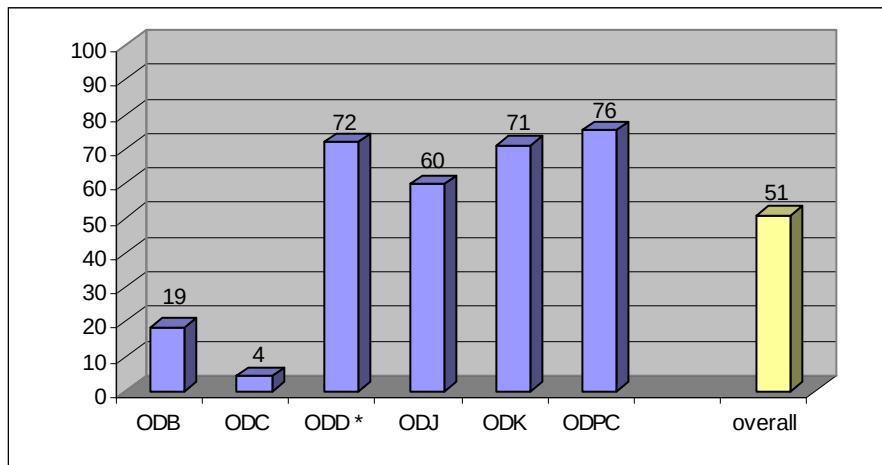
#### Site-level survey

##### **Beneficiary-level committees in place**

Half of the relief sites (**51 percent**) had FDCs in place, but the results vary a lot among regional bureaux and project categories. They were rarely in place in ODC and ODB (in 4 percent and 18 percent of sites respectively); they were more frequently in place in ODK and

ODPC (71 percent and 76 percent of sites respectively) (see Chart 5.4). They were established more frequently in the EMOP (68 percent) than in the PRRO sites (42 percent).

Chart 5.4 – Percentage of sites with beneficiary-level FDCs established, by regional bureau



\* = 25 valid cases in the analysis

WFP and its cooperating partners should boost their efforts to increase the number of beneficiary-level FDCs. WFP's approach to participation is endorsed in WFP's Mission Statement and various policies and guidelines for relief, rehabilitation and development programmes. In particular the document "Participatory Approaches" presents the overall framework for WFP's approach to participation, which can be defined as a people-centred approach with the highest probability of success because it offers the potential to strengthen the voice of the most vulnerable. Participation involves women and men, allowing them to influence their food security through processes of empowerment. WFP underlines the importance of working with communities to bring the poorest and the marginalized into WFP assistance programmes and strengthen their representation in community structures. Participation enables WFP programmes to meet food security objectives more successfully; individuals can acquire skills and the confidence necessary to improve their social and economic status.<sup>103</sup>

Furthermore, beneficiary-level committees serve to communicate beneficiaries' views on, and any complaints about, distribution processes. Committees could easily serve as mechanisms to report abuses or attempted abuses related to food. For this reason it is very important to have female representatives on committees to enable female beneficiaries to feel comfortable reporting abuses.

#### ***Women are at least half of the representatives on committees***

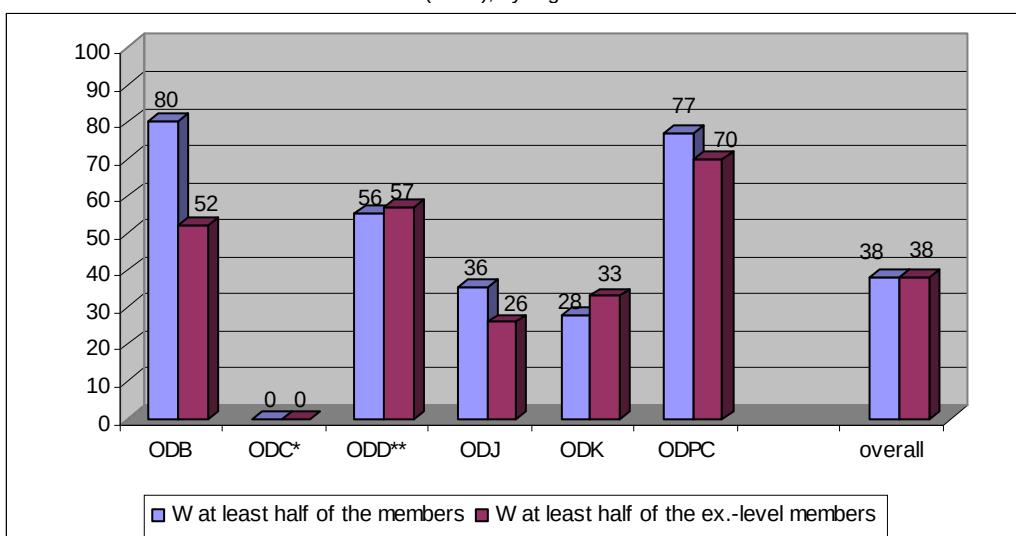
Participation of women in FDCs was not very high. In only **38 percent** of the sites with committees in place were at least half of the *representatives* women. Participation was higher in ODB and ODPC, lower in ODK; it was higher in the sites operating under a PRRO than in the EMOP sites (59 percent versus 14 percent).

#### ***Women are at least half of the executive-level members on committees***

The presence of women among *executive-level members* was the same: in only **38 percent** of the sites with FDCs in place was the 50 percent target reached. Again, women's presence was higher in ODB and ODPC, while lower in ODJ and ODK. It was higher in the sites operating under PRRO (59 percent) than in those operating under EMOP (11 percent).

<sup>103</sup> *Participatory Approaches*, WFP/EB.3/2000.

Chart 5.5 – Percentage of relief sites where at least half of the representatives in FDCs were women (blue) and half of the executive-level members were women (violet), by regional bureau



\* = Percentages based on a low number of valid cases (8 from ODC and 18 from ODD for representatives; 6 from ODC and 18 from ODD for executive-level members)

On average, women said that their views had been taken into consideration “enough” in the committees (average score = 2.9), although the results vary widely (see Table 5.9).

Table 5.9 – Extent to which women feel that their views are taken into consideration in the beneficiary-level FDCs

| Extent            | Percentage of sites |
|-------------------|---------------------|
| Not at all        | 15.4                |
| A little          | 8.8                 |
| Partially         | 13.2                |
| Enough            | 17.8                |
| A lot             | 18.2                |
| Fully             | 26.5                |
| TOTAL VALID CASES | 100                 |
| Average score     | 2.9 (min=0; max=5)  |

There are no relevant differences among the **regional bureaux**: ODK has the lowest score (2.6, or “quite enough”), while ODPC has the highest (3.8, or almost “a lot”). As far as **project categories** are concerned, EMOP sites score 2.4 while PRRO sites score 3.2.

| Example from ECW baseline country reports                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| In <b>Uganda</b> , getting women to take up leadership positions is a process and in some instances difficult. Traditionally women have not been recognized as leaders in the local leadership institutions in rural Uganda and this has had an effect on attitudes towards undertaking leadership positions. Men have always held the position of chief, clan leader, etc. This stereotype has influenced the attitude of both men and women in considering men as the leaders and as a result women are not eager to take up these positions, preferring to take care of demands in their homes, or to take up less demanding positions. However, there are indications of an attitudinal change towards appreciating the role and benefit of having women in leadership positions. |
| From a national perspective, the Ugandan Local Government Act (regulation) demands that women are represented in the local government leadership structures and in every committee in the local governments. There are positions that have been specifically established for women. This policy by the government has had an effect on the attitudes of both men and women towards women's participation and leadership.                                                                                                                                                                                                                                                                                                                                                              |
| There are four executive-level members on the FDCs, and half of them are expected to be women. The executive-level positions are Chairperson, Vice-Chairperson, Secretary and Treasurer.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |

**ECW 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 PARTNERS WILL REFLECT THIS TRAINING REQUIREMENT

The Thematic Evaluation of WFP's Commitments to Women states, "Overall, the number of women serving on food management and distribution committees has increased; however, this has not translated into women participating equally in decision-making within these committees. Funding and human resources tend to be serious constraints, despite efforts to address this problem through investment in women's leadership training."<sup>104</sup>

## MAIN FINDINGS

### Country office self-assessment

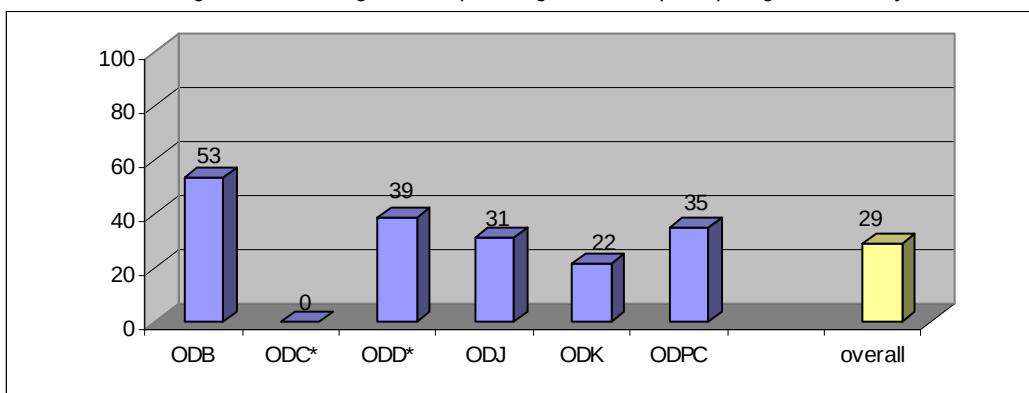
Fifty-four percent of project documents surveyed (22 out of 41) state that partners will provide leadership training to women who take part in beneficiary-level committees.

### Site-level survey

As the site-level survey made clear, leadership training for women is not often provided. Only **28 percent** of the sites with FDCs in place (with women on committees) reported having done training.

There are significant differences among regional bureaux and project categories: leadership training is more often offered in ODB (53 percent of sites) and less often in ODK (22 percent) (see Chart 5.6); more frequently in PRRO sites (38 percent) than in EMOP sites (11 percent).

Chart 5.6 – Percentage of sites offering leadership training for women participating in beneficiary-level committees<sup>105</sup>.



\* = Percentages based on a low number of valid cases (2 from ODC and 8 from ODD)

### Examples from Ethiopia and Uganda ECW baseline country reports

<sup>104</sup> Summary Report of the Thematic Evaluation of WFP'S Commitments to Women (1996–2001). WFP/EB.3/2002/6/6, 11 September 2002.

<sup>105</sup> Statistics computed by taking into account only those sites with committees including at least one woman.

In **Ethiopia** in 2004 WFP offered leadership training for refugee women in the Sherkole camp, during which the rationale for women's active involvement in food aid committees was discussed. The participants identified the main problems they face in terms of participation, and said that the culture does not encourage women to communicate their concerns to men in a public setting. The fact that many women who participate in camp associations cannot read and write significantly hinders their capacity to participate in a more active way.<sup>106</sup>

**Uganda's** country report<sup>107</sup> recommends that the country office ensure an increase in the number of women in executive positions and also create more awareness among women and men of the importance of women's active participation in leadership. The training of women may be outsourced to an NGO or reputable firm where feasible. Training curricula needs to be developed that includes topics enhancing women's leadership skills. The inclusion of men should be considered in order to promote a harmonized capacity-building framework

## CONCLUSIONS on ECW V

The site-level survey revealed that beneficiary-level committees related to relief activities were in place in only half the sites. This issue is of concern, as WFP should strive to involve beneficiaries as much as possible in food distribution and management. In only 38 percent of the sites with committees in place were at least half of the representatives and half of the executive-level members women. However, on average women felt their views were taken into consideration "enough" (although the results on this indicator varied).

The results are also very low for leadership training for women on committees; it was provided at only 28.5 percent of the sites.

## MAIN RECOMMENDATIONS

### **Equal representation and participation of women in decision-making bodies (ECW V.2)**

- These are crucial measures foreseen by the Gender Policy to enhance women's representation and participation and they should be reflected in all project documents. Country offices should strive to equally involve male and female beneficiaries as much as possible in food distribution and management.

### **Leadership training for women in committees (ECW V.3)**

- There is a need to allocate resources and identify cooperating partners to provide leadership training to women on committees; WFP could produce a leadership skills training manual, as the Malawi office did, to assist partners in delivering training.

<sup>106</sup> *Gender News On-line* (December 2004): "Leadership training for women".

<sup>107</sup> 2004 Baseline Survey – Uganda Country Report.

## Gender mainstreaming

### ECW VI ENSURE THAT GENDER IS MAINSTREAMED IN PROGRAMMING ACTIVITIES

**Note:** Not all aspects included under ECW VI are reported on here. ECW VI.2, for example, refers to the ECW baseline initiative as a whole; some indicators refer only to the Headquarters-Gender Unit and they have been reported in the box "Gender Mainstreaming at Headquarters – Gender Unit".

#### Key findings

- **ECW VI.1:** In only half of the country offices do contingency plans explicitly reflect and address gender issues. In most country offices (84 percent) gender issues related to vulnerability have been identified at the national or local level.

In 67 percent of country offices secondary data analysis based on sex-disaggregated data has been carried out during the VAM process since January 2003, but HIV/AIDS prevalence by sex was taken into consideration in the VAM process in only 26.5 percent of countries where there are HIV/AIDS infected/affected individuals.

In 80 percent of countries where a Community Food Security Profile was carried out a gender perspective was incorporated when priority vulnerability topics were identified through it.

- **ECW VI.3:** Sixty-three percent of country office programme reviews and evaluation exercises specifically analysed and referred to sex-disaggregated data; in 33 percent of the cases it was partially done.
- **ECW VI.5:** Sixty-three percent of country offices that submitted project documents for approval since January 2003 budgeted money for activities related to the implementation of the ECW.
- **ECW VI.7:** Seventy-two percent of active agreements signed with governments since January 2003 explicitly outline ECW-related priorities as appropriate to the context.

#### Rationale

Mainstreaming a gender perspective is "the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality."

Responsibility for translating gender mainstreaming into practice is system-wide and rests at the highest levels. Gender mainstreaming must be institutionalized through concrete steps, mechanisms and process in all parts of the United Nations system. Gender mainstreaming does not replace the need for targeted, women-specific policies and programmes or positive legislation, nor does it substitute for gender teams or focal points. Clear political will and the allocation of adequate and, if need be, additional human and financial resources for gender mainstreaming from all available funding sources are important for the successful translation of the concept into practice.<sup>108</sup>

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<sup>108</sup> Report of the Economic and Social Council for 1997. United Nations General Assembly, A/52/3 18 September 1997.

The implementation of ECW VI was analysed only through a country office (CO) self-assessment whose main purpose was to collect information on the institutional situation at country office level with regard to the implementation of WFP's Gender Policy 2003–2007. Answers were provided by senior management and the VAM officer in the country office. One questionnaire was completed for each country involved in the survey.

Although only 48 country offices were surveyed through the CO self-assessment, the results are presented with percentages in order to facilitate future comparison. Percentages were computed taking into account only those cases where the issue was relevant and the answer was given (valid cases).

| Gender mainstreaming at Headquarters - Gender Unit                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Vulnerability analysis and needs assessment (ECW VI.1):</b> In 2004 the Gender Unit provided recommendations on how to reflect the ECW in the existing VAM approach; it helped revise VAM methodologies in order to maximize participatory community- and household-level targeting in a gender-sensitive manner. Thematic guidelines on integrating a gender perspective into vulnerability analysis were prepared in 2005. The Emergency Needs Assessment approach has been reviewed in part and some recommendations on how they can reflect the ECW have been provided.                                                                                                                                                        |
| <b>Qualitative information (ECW VI.2):</b> The Gender Policy 2003–2007 proposes complementing quantitative information collected through the ECW baseline surveys with qualitative studies. By December 2004, complementary qualitative case studies had been carried out on women's control of food in relief (ECW IV and V) in Colombia, Kenya, Indonesia, Rwanda, Sierra Leone and Zambia. There are plans for collection of additional qualitative complementary information on nutrition (ECW I) and asset creation (ECW III).                                                                                                                                                                                                   |
| <b>Programme tools and guidelines (ECW VI.4):</b> the Gender Unit had not yet reviewed the existing M&E guidelines and training modules in order to provide recommendations on how to reflect the ECW in them. The Gender Unit did provide guidance on how to reflect the ECW in the standard project reports (SPRs); required the COs to report on the implementation of ECW in the SPRs; and reviewed the Strategic Plan indicators in order to reflect the ECW in them. (As a consequence, by December 2004 the Strategic Plan Indicator Compendium partially reflected the ECW.) The unit reviewed the existing guidelines on preparing programme documents (PDM, now PGM), providing guidance on how to reflect the ECW in them. |
| <b>Budget (ECW VI.5):</b> By December 2004, the budget format guidelines had been revised to explain how to mainstream ECW baseline surveys costs into the DSC and ODOC budgets. WINGS was still not modified to track gender-specific budget data as presented in the DSC and ODOC budget plans.                                                                                                                                                                                                                                                                                                                                                                                                                                     |

**ECW VI.1: PARTICIPATORY AND GENDER-SENSITIVE COUNTRY-LEVEL SITUATION ANALYSES WILL BE CONDUCTED; VULNERABILITY ANALYSES AND FOOD NEEDS ASSESSMENTS WILL BE CONDUCTED IN A GENDER-SPECIFIC AND GENDER-SENSITIVE MANNER; GENDER ISSUES WILL BE INCORPORATED IN CONTINGENCY PLANNING EXERCISES.**

## MAIN FINDINGS

In order to create a sound country-level knowledge base, WFP's household food security assessments, carried out through vulnerability analysis and mapping (VAM) and needs assessments, should systematically integrate gender analysis.<sup>109</sup>

In 84 percent of country offices *gender issues related to vulnerability analysis* have been identified at the national or local levels since January 2003. Issues were related to food availability, access and utilization, risk and coping mechanisms.

In **52.5 percent**<sup>110</sup> of country offices where *contingency plans* have been prepared gender issues were explicitly reflected and addressed. ODJ has the lowest percentage of country offices where gender was included (25 percent), while ODPC has the highest (80 percent); the other regional bureaux have about a 50 percent rate for inclusion of gender issues.

## Examples from the ECW baseline country reports

<sup>109</sup> Gender Policy 2003–2007, WFP/EB.3/2002/4-A, paragraph 28.

<sup>110</sup> Twenty-one out of 40 valid cases. In eight cases no contingency plans had been prepared.

**Afghanistan:** WFP supported and participated in an inter-agency government-led National Risk and Vulnerability Assessment (NRVA) in the summer of 2003. The design and implementation of the NRVA took into account gender considerations such as hiring of female field monitors for interviewing female-headed households. Information collection and reporting of results under the NRVA was disaggregated by gender. WFP Afghanistan has accomplished the following: capacity-building at the Ministry of Rural Rehabilitation and Development; analysis of the gender component of NRVA (through UNIFEM); training of women heading local NGOs; gender training for staff; and translation of the gender glossary and ECW into Dari/Pashtu.

**Eritrea:** In early 2003, a Rural Household Livelihood Survey was conducted which collected gender-disaggregated data related to the coping strategies of households. However, the information was aggregated during analysis of the results.

**Myanmar:** Gender issues related to vulnerability analysis and mapping are taken into account in the project activities. During vulnerable group feeding in Northern Rakhine State, female-headed households were given priority in the beneficiary selection process, considering the accessibility of food as a major issue for them.

In two thirds (67 percent) of country offices<sup>111</sup> **secondary data analysis based on sex-disaggregated data** has been carried out during the VAM process since January 2003. The percentage is highest in ODJ (100 percent) and ODB (83 percent) and lowest in ODC (50 percent) and ODD (54 percent).

At the time of the survey, only 20 out of 49 countries had carried out a **Community Food Security Profile**. Most (80 percent) incorporated a gender perspective into the identified priority vulnerability topics.

Results are low for the relevance given to **HIV/AIDS prevalence by sex** in the VAM process. In only 26.5 percent<sup>112</sup> of countries where there are HIV/AIDS affected individuals was this done. HIV/AIDS prevalence by sex was not considered in any of the countries in ODB, ODC and ODPC, while it was considered in 75 percent of countries in ODJ. The ECW **Rwanda** baseline survey country report provides an explanation of why it was not done: "The HIV/AIDS prevalence by sex was not taken into consideration during VAM process. This kind of analysis is done sporadically, only by personal initiative. Since the prevalence of AIDS in food-insecure areas can be estimated more easily using secondary data collected by specialized institutions, VAM studies focus their efforts on food security, supposing others deal with AIDS."

#### **ECW VI.3: GENDER-DISAGGREGATED DATA WILL BE COLLECTED, ANALYSED AND USED FOR PLANNING, IMPLEMENTATION, REVIEW AND EVALUATION PURPOSES.**

The absence of adequate gender-disaggregated data and statistics makes the elaboration of programmes and monitoring of changes difficult. National, regional and international statistical institutions still have insufficient knowledge of how to present the issues related to the equal treatment of women and men in the economic and social spheres. In particular, there is insufficient use of existing databases and methodologies in the important sphere of decision-making.<sup>113</sup>

The Lessons from the WFP Commitments to Women 1996–2001 state that "gender-disaggregated data have often been collected or estimated for reporting to Headquarters in Rome, but have not been analysed or incorporated sufficiently for planning and programme management purposes."<sup>114</sup> Generally, more emphasis has been placed on gender-disaggregated data collection than on analysis. Furthermore, WFP often relies on counterparts and partners to collect this data, which makes it more difficult to obtain accurate figures.

<sup>111</sup> This figure includes only country offices that conducted secondary data analysis (39 out of 48).

<sup>112</sup> Nine out of 34 valid cases. In 13 countries there are no HIV/AIDS infected/affected individuals and in 1 case the answer was not known.

<sup>113</sup> *Beijing Declaration and Platform for Action*. Fourth World Conference on Women, 15 September 1995, A/CONF.177/20 (1995) and A/CONF.177/20/Add.1 (1995), paragraphs 121, 190.

<sup>114</sup> *Gender Policy 2003–2007*. WFP/EB.3/2002/4-A, paragraphs 17, 41.

## MAIN FINDINGS

In 63 percent of country offices<sup>115</sup> **programme reviews and evaluation exercises** carried out since January 2003 specifically analysed and referred to sex-disaggregated data “thoroughly”, while 33 percent did it “partially”. Only two country offices did not refer at all to sex-disaggregated data in programme reviews and evaluation exercises.

The **Republic of the Congo**’s ECW baseline survey country report explained, “Quite often the collaboration with some international NGOs is not easy because they generally have standard format for data collection which do not include data disaggregated by sex. These NGOs do not easily accept to use WFP’s format. The country office should push them to analyse most of the data taking into account gender differences.”

**ECW VI.5: THE COSTS ASSOCIATED WITH THE IMPLEMENTATION OF THE ECW WILL BE MAINSTREAMED INTO PSA AND PROGRAMME BUDGETS.**

Lessons from the gender mainstreaming efforts of partner agencies have revealed that guidelines to incorporate gender expenses into regular budgets (as well as extra-budgetary special fund allocations) constitute one of the tools of a corporate and systematic approach that successfully mainstreams gender.<sup>116</sup> There is a lack of guidance concerning how to complete the thematic columns in DSC and ODOC programme budgets.<sup>117</sup>

## MAIN FINDINGS

**Sixty-three percent**<sup>118</sup> of country offices that submitted project documents for approval since January 2003 budgeted money for activities related to the implementation of the ECW. However, funding constraints often result in budget line cuts.

Table 6.1 – Country offices that budgeted money in all new projects, project extensions or budget revisions for activities related to the implementation of ECW since January 2003, by regional bureau

| Regional bureau | Number and percentage of country offices |
|-----------------|------------------------------------------|
| ODB             | 5 (100%)                                 |
| ODC             | 3 (50%)                                  |
| ODD             | 7 (64%)                                  |
| ODJ             | 2 (50%)                                  |
| ODK             | 7 (64%)                                  |
| ODPC            | 2 (50%)                                  |
| <b>OVERALL</b>  | <b>26 (63%)</b>                          |

**ECW VI.7: ALL GLOBAL AND COUNTRY-LEVEL CONTRACTUAL AGREEMENTS WITH PARTNERS WILL BE REVIEWED AND UPDATED TO REFLECT THE RELEVANT ECW.**

Lessons from the gender mainstreaming efforts of partner agencies have revealed that contractual agreements with partner agencies that specify the commitments made by the

<sup>115</sup> In five countries no programme review and evaluation exercises have been carried out since January 2003.

<sup>116</sup> *Gender Policy 2003–2007*. WFP/EB.3/2002/4-A, p. 12.

<sup>117</sup> See: *Mainstreaming Gender Perspectives in Programme Budget Processes Within the United Nations System*. Prepared by Tony Beck for The United Nations Interagency Network on Women and Gender Equality Task Force on Gender Mainstreaming in Budget Processes, May 2003.

<sup>118</sup> Twenty-six out of 41 valid cases. Six countries have not submitted any new project document since January 2003 and in one case the answer was missing. Country offices were asked to specify the amount of money budgeted, but only 14 countries provided the amount of DSC budgeted and 16 countries provided the amount of ODOC budgeted. Therefore the total amount of money budgeted is not specified here.

organization and the consequences of non-adherence constitute one of the tools of a corporate and systematic approach that successfully mainstreams gender.<sup>119</sup>

## MAIN FINDINGS

Seventy-two percent<sup>120</sup> of active agreements signed with governments since January 2003 explicitly outline ECW-related priorities as appropriate to the context. The percentage of agreements outlining such priorities is highest in ODPC (100 percent) and lowest in ODJ (55 percent) and ODD (57 percent).

Table 6.2 – Active country-level agreements signed with governments since January 2003 that explicitly outline ECW-related priorities as appropriate to the context, by regional bureau

| Regional bureau | Proportion                 |
|-----------------|----------------------------|
| ODB             | 19 (79%)                   |
| ODC             | 7 (64%)                    |
| ODD             | 12 (57%)                   |
| ODJ             | 5 (55%)                    |
| ODK             | 44 (76%)                   |
| ODPC            | 7 (100%)                   |
| <b>OVERALL</b>  | <b>94 out of 130 (72%)</b> |

## CONCLUSIONS ON ECW VI

### Mainstreaming gender in programme activities

#### **At Headquarters – Gender Unit level**

Qualitative information has been collected to complement quantitative information on ECW IV and V. Guidelines were prepared to integrate a gender perspective for vulnerability analysis and mapping (VAM), but have not been completed for the Emergency Needs Assessment (ENA) approach. Guidance was provided on how to reflect the ECW in the standard project reports (SPR) and in the Strategic Plan Indicator Compendium, but the existing M&E guidelines and training modules have not been reviewed to mainstream gender.

#### **At country office level**

Contingency plans prepared at the country office level explicitly reflected and addressed gender issues in half of the cases, while in most country offices (84 percent) gender issues related to vulnerability were identified at the national or local level, and in more than half the country offices (67 percent) secondary data analysis based on sex-disaggregated data has been carried out during the VAM process since January 2003.

Most of the Community Food Security Profile documents (80 percent) incorporated a gender perspective in the identified priority vulnerability topics. More than half of country offices (63 percent) that submitted project documents for approval since January 2003 have budgeted money for activities related to the implementation of the ECW, and the majority of active agreements (72 percent) signed with Governments since January 2003 explicitly outline ECW-related priorities as appropriate to the context.

<sup>119</sup> Implementing the Commitments to Women through partners remains a challenge, especially in an acute humanitarian crisis. Although the Commitments have been increasingly reflected in contractual agreements with partners, there are insufficient accountability mechanisms in place to ensure their implementation. More is required in order to choose partners that attach importance to women's active participation. (*Gender Policy 2003–2007*. WFP/EB.3/2002/4-A, p. 12 and paragraph 42).

<sup>120</sup> Ninety-four out of 130 active agreements. Only those country offices (36 out of 48) that have signed agreements with governments since January 2003 were considered.

## MAIN RECOMMENDATIONS

### **At Headquarters – Gender Unit level**

- Expedite conduction of qualitative research on ECW I and ECW III to complement quantitative data already collected.
- Work closely with the ENA Unit to streamline the integration of the gender perspective in the ENA guidelines.
- Work closely with the M&E unit to mainstream gender into their programming tools and guidelines.

### **At country office level**

- Contingency plans should reflect and address gender issues; more efforts should be devoted towards this goal.
- Secondary data analysis carried out during VAM studies should be based more systematically on sex-disaggregated data.
- Funds for activities related to the implementation of the ECW should be systematically budgeted into new project documents.

## ADVOCACY

### ECW VII

**CONTRIBUTE TO AN ENVIRONMENT THAT ACKNOWLEDGES THE IMPORTANT ROLE WOMEN PLAY IN ENSURING HOUSEHOLD FOOD SECURITY AND THAT ENCOURAGES BOTH MEN AND WOMEN TO PARTICIPATE IN CLOSING THE GENDER GAP**

**Note:** ECW VII.3 was not assessed.

#### Key findings

- In all country offices a gender focal person or a gender focal team was designated. Women account overall for 60 percent of these.
- **ECW VII.1:** All country offices that developed an advocacy strategy addressed the key role women play in contributing to household food security through advocacy messages.
- **ECW VII.2:** Almost all (97 percent) Common Country Assessments (CCAs) make specific reference to gender issues, as do almost all (95 percent) United Nations Development Assistance Frameworks (UNDAFs), 92 percent of Poverty Reduction Strategy Papers (PRSPs) and 84 percent of Consolidated Appeal Processes (CAPs).
- **ECW VII.4:** Seventy-eight percent of country offices regularly (at least once a year) discuss with partners the need to work towards gender balance in staffing.

#### Rationale

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

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

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The implementation of ECW VII was analysed only through a country office (CO) self-assessment whose main purpose was to collect information on the advocacy activities carried out by the country office with regard to WFP's Gender Policy 2003–2007. Answers were provided by the country director. One questionnaire was completed for each country involved in the survey.

Although only 48 country offices were surveyed through the CO self-assessment, the results are presented with percentages in order to facilitate future comparison. Percentages were computed taking into account only those cases where the issue was relevant and the answer was given (valid cases).

#### Advocacy at Headquarters - Gender Unit

Advocacy material on the ECW was prepared and distributed to WFP country offices and regional bureaux. It included a **brochure** entitled "Food in the Hands of a Woman" and **pens** and **bags** inscribed with "Women: Key to Food Security". **Posters** and **gender card kits** were developed to depict: *Women in Control - Guaranteed Food for the Whole Family; Life Skills for Women and Girls - Investing in a Brighter Future; and Women as Decision-makers - For the Benefit of the Most Vulnerable*. **Photos** were

produced to support corporate advocacy and awareness-raising messages that focus mainly on the importance of women's empowerment and gender equality (including support from men) for ensuring food security and ending hunger. Messages that specifically address men and strengthen their understanding of the benefits of women's advancement and gender equality have not yet been developed at Headquarters level.

### Gender focal point or team at the country office

The “Lessons from WFP’s Commitments to Women 1996–2001” indicate that gender issues in country offices have tended to be delegated to junior, and almost exclusively female, staff members, without sufficient involvement at more senior levels. Generally, male staff need more encouragement to become involved in or vocal about gender issues, although overall awareness of gender issues has increased.<sup>121</sup>

In all country offices a gender focal person or a gender focal team was designated. Women account overall for **60 percent** of members of gender focal teams (see Table 7.1). The high percentage of men among the members might indicate that indeed they are getting more involved in gender issues and gender-related activities.

Table 7.1 – Women in gender focal teams, by regional bureau.

| Regional bureau | Proportion       |
|-----------------|------------------|
| ODB             | 12 (57%)         |
| ODC             | 10 (66%)         |
| ODD             | 20 (68%)         |
| ODJ             | 8 (66%)          |
| ODK             | 45 (56%)         |
| ODPC            | 8 (57%)          |
| <b>OVERALL</b>  | <b>103 (60%)</b> |

In some big countries like **Ethiopia** and **Sudan** and in some regional bureaux, a national/regional gender officer and/or gender consultants were hired in order to better handle the increasingly demanding work to be done on this subject.

In 83 percent of country offices<sup>122</sup> the gender focal point or focal team regularly participates in inter-agency gender theme group meetings at the country level and regularly informs country office senior management of important gender issues in the country.

Although gender focal points or teams were established in all the countries, the Mid-Term Review<sup>123</sup> stressed that “despite increased involvement of men in the gender focal teams, gender was still seen as a responsibility of the gender focal points, the majority of whom are women. Accountability for gender mainstreaming was deemed necessary, but it was not clear what measures could be taken in case of non-compliance.”

The fact that gender focal points are often left alone to deal with all the issues related to gender was also reported during the “ECW Action and Work Plan Development Workshops”, which are part of the ECW Training and Learning Initiative. According to the participants, delegating all the “gender work” to the gender focal points induced most staff not to systematically mainstream gender in their work. For example the **Liberia Workshop Report**<sup>124</sup> mentioned that “a key lesson learned during the workshop was the wide range of actors involved in implementing the ECWs and the inter-dependence relationships between them all. It is not the task of the gender focal point alone to implement the ECWs. The notion of increased cooperation and collaboration was highlighted as a way forward.” The **Afghanistan**

<sup>121</sup> *Lessons From the WFP Commitments To Women 1996–2001*

<sup>122</sup> Thirty-four out of 41 valid cases. In seven cases there are no inter-agency gender theme group meetings at the country level.

<sup>123</sup> *Mid-Term Review on the Implementation of the Gender Policy 2003–2007 – Enhanced Commitments To Women*. By Camillia Fawzi El-Soh and James Fitch, March 2005

<sup>124</sup> Training conducted in September 2004.

report<sup>125</sup> also stressed that “the implementation of ECWs is not only the task of the Gender Focal Point alone but needs to be mainstreamed into the Country Programme to which everyone has to contribute.”

**ECW VII.1:** WITHIN THE CONTEXT OF WFP'S OVERALL ADVOCACY EFFORTS, CORPORATE ADVOCACY AND AWARENESS-RAISING MESSAGES WILL BE DEVELOPED AND HIGHLIGHTED IN WFP'S CONTACTS WITH THE MEDIA. SUCH MESSAGES WILL PROMOTE THE UNDERSTANDING THAT HOUSEHOLDS AND SOCIETIES AS A WHOLE GAIN AND ADVANCE WHEN WOMEN ARE BETTER NOURISHED, BETTER EDUCATED AND SKILLED, PARTICIPATE MORE EQUALLY IN ECONOMIC ACTIVITIES AND HAVE A STRONGER VOICE IN DECISION-MAKING.

#### MAIN FINDINGS

Print and electronic media in most countries do not provide a balanced picture of women's diverse lives and contributions to society in a changing world. Programming that reinforces women's traditional roles can be equally limiting. WFP's overall advocacy efforts will focus on the links between food security and the advancement and empowerment of women, with the aim of creating a socio-cultural, economic, political and legal environment that is conducive to women's equal opportunities. Partners for WFP's policy dialogue are first and foremost host governments, most of which have expressed their own commitment to the empowerment and advancement of women and to the 1995 Beijing Declaration goal of gender equality. WFP's advocacy efforts largely support national strategies for gender equality.<sup>126</sup>

All country offices that developed an advocacy strategy (35 out of 48) addressed women and their role in contributing to household food security in advocacy messages, through the development of videos, news clips, posters, leaflets and radio. The most frequently depicted image of women was “women's improved access to education and skills training” (60 percent of country offices), while the least often depicted was “men experiencing the benefits of women's advancement and gender equality” (21percent of country offices) (see Table 7.2).

Table 7.2 – Country offices where videos, news-clips, posters, leaflets and radio messages have been developed by the country office since January 2003 to advocate women, by topic

| Topic                                                                  | Number and percentage of country offices |
|------------------------------------------------------------------------|------------------------------------------|
| Women's central role in household food security and social advancement | 27 (56%)                                 |
| Men experience benefits of women's advancement and gender equality     | 10 (21%)                                 |
| Women's improved health and nutritional status                         | 29 (60%)                                 |
| Women's improved access to education and skills training               | 34 (71%)                                 |
| Women's participation in economic activities                           | 27 (56%)                                 |
| Women in decision-making positions where they are given a voice        | 22 (46%)                                 |
| Women's access to food resources in emergency and relief situations    | 23 (48%)                                 |

Eighty percent of country offices (38 out of 48) produced advocacy material on at least one of the above issues. All country offices in ODB and ODK developed advocacy material on at least one of the above issues, and 4 out of 5 ODPC country offices did so (Table 7.3).

Table 7.3 – Country offices in which at least one of the issues was depicted in advocacy messages, by regional bureau.

| Regional bureau | Number and percentage of COs |
|-----------------|------------------------------|
| ODB             | 6 (100%)                     |
| ODC             | 6 (67%)                      |
| ODD             | 7 (64%)                      |
| ODJ             | 3 (60%)                      |
| ODK             | 12 (100%)                    |
| ODPC            | 4 (80%)                      |
| <b>OVERALL</b>  | <b>38 (79%)</b>              |

<sup>125</sup> Training conducted in June 2004.

<sup>126</sup> Gender Policy 2003–2007. WFP/EB.3/2002/4-A, para. 80.

In 54 percent<sup>127</sup> of valid cases these advocacy materials were available in the local languages, more often in ODC (all countries), ODB (83 percent), ODJ (75 percent) and ODPC (75 percent), while less often in ODD (14 percent) and ODK (25 percent).

The advocacy materials have been distributed to:

- NGOs (71 percent of countries);
- local governments (69 percent of countries);
- national governments (67 percent of countries);
- local communities (54 percent of countries).

#### Examples from the ECW baseline survey country reports

**Bolivia:** A poster was developed explaining WFP's enhanced commitments to women – "Hunger Has a Woman's Face" – to aid implementation of the ECW by technical partners' staff. Reports portraying female beneficiaries were broadcast on national and international television channels. Their participation in literacy programmes was highlighted along with the possibilities opened to them through educating their children, taking part in community life, starting income-generating activities and developing leadership skills to participate in communal organizations.

**Ethiopia:** Videos and news clips prepared by the country office on various activities have highlighted the important role of women in agriculture and food security. A film about the MERET<sup>128</sup> project where FFW was used for soil and water conservation was shown on Ethiopian television. A video was also prepared on the refugees' projects, highlighting the role of women in sustaining their families. The refugees film also talks about the negative effects of early marriage/teen pregnancies (of which there is a high incidence in one of the camps). News clips were distributed to international and local media (including BBC) and national and local government.

**Sierra Leone:** Videos, news clips, posters, leaflets (in collaboration with UNICEF) and radio messages (weekly radio programme of WFP and United Nations country team on women and household food security, education of girls) were developed by the country office and distributed to depict the importance of the issues (see Table 7.2). Material on HIV/AIDS prevention and gender-based violence was also produced.

**Sudan:** Advocacy materials have been produced to mainstream the ECWs, mostly for WFP staff and partners. The materials were aimed at depicting the importance of: women's central role in household food security and social advancement; women's improved health and nutritional status; women's improved access to education and skills training; women in decision-making positions where they are given a voice. Messages related to women's central role in combating HIV/AIDS were also provided through radio messages as part of the inter-agency HIV/AIDS caravan in Kassala, which was one of the activities undertaken during the 16 days of activism against gender violence. International Women's Day was also celebrated in the country office and in the 12 sub-offices to advocate for issues related to women.

#### ECW VII.2: COUNTRY OFFICES WILL WORK TO KEEP GENDER ISSUES ON THE AGENDA OF THE CCA/UNDAF, PRSP AND CAP PROCESS.

#### MAIN FINDINGS

Almost all (97 percent)<sup>129</sup> Common Country Assessments (CCAs) make specific reference to gender issues, as do almost all (95 percent)<sup>130</sup> United Nations Development Assistance Frameworks (UNDAFs), 92 percent<sup>131</sup> of Poverty Reduction Strategy Papers (PRSPs) and 84 percent<sup>132</sup> of Consolidated Appeal Processes (CAPs).

The **Tanzania** country report noted, "Within the UN system meetings and activities such as United Nations Country Management Team (UNCMT), Inter-Agency Programming Committee

<sup>127</sup> Twenty-one out of 39 valid cases. In eight cases no advocacy materials have been developed, in one case the answer was not known.

<sup>128</sup> MERET: Managing Environmental Resources to Enable Transitions

<sup>129</sup> Thirty-eight out of 39 valid cases. In seven countries there was no CCA and in two cases the answer was not known.

<sup>130</sup> Forty out of 42 valid cases. In six countries there was no UNDAF.

<sup>131</sup> Thirty-five out of 38 valid cases. In nine countries there was no PRSP and in one case the answer was not known.

<sup>132</sup> Twenty-one out of 25 valid cases. In 19 countries there was no CAP and in four cases the answer was not known.

(IAPC), Inter-Agency Gender Group (IAGG), UNDAF and national commemoration of International Women's Day (IWD), WFP participated in raising concern of inclusion of gender in areas which were not adequately or not at all addressed in poverty reduction strategy (PRSP 2000–2003) and other socio-economic development issues.”

**ECW VII.4: COUNTRY OFFICES WILL ADVOCATE FOR GENDER BALANCE IN STAFFING WITHIN PARTNER AGENCIES, ESPECIALLY AT THE FIELD LEVEL.**

#### MAIN FINDINGS

Implementing the ECW through partners remains a challenge, especially in an acute humanitarian crisis. Although the Commitments have been increasingly reflected in contractual agreements with partners, there are insufficient accountability mechanisms in place to ensure their implementation. More must be done to choose partners that attach importance to women's active participation.<sup>133</sup>

Seventy-eight percent of country offices<sup>134</sup> regularly (at least once per year) discuss with partners the need to work towards gender balance in staffing. This is done in more than 80 percent of countries in ODC, ODD, ODJ and ODK, while in only 40 percent of ODPC countries and 67 percent of ODB countries.

Nevertheless, as reported by several country case studies, it is not easy to discuss gender balance of partners' staff. Often there are not many partners available in the field; or there are not enough qualified women to work in the NGOs; or security or socio-cultural constraints prevent women from going to the field.

#### CONCLUSIONS on ECW VII

In all country offices a gender focal person or a gender focal team was designated. In some big countries like Ethiopia and Sudan, a national gender officer and/or gender consultants were hired in order to better respond to the increasingly demanding work to be done on this subject. Men are involved more and more in gender work (40 percent).

All country offices that developed an advocacy strategy addressed the key role women play in contributing to household food security through advocacy messages. However, these messages are not always translated into local languages and distributed to the local communities.

Gender is dealt with in almost all Common Country Assessments (CCAs), United Nations Development Assistance Frameworks (UNDAFs), Poverty Reduction Strategy Papers (PRSPs) and to a least extent (84 percent) in Consolidated Appeal Processes (CAPs).

While it is a sensitive issue, country offices discuss with partners at least once per year the need to work towards gender balance in staffing.

#### MAIN RECOMMENDATIONS

- All country offices should create gender focal teams composed of male and female staff.
- All country offices should develop advocacy messages to 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. These advocacy messages should be more often translated into local languages and also regularly distributed to the local communities.

<sup>133</sup> *Gender Policy 2003–2007*. WFP/EB.3/2002/4-A, paragraph 42.

<sup>134</sup> Thirty-five out of 45 valid cases. In three countries there is gender balance among partners' staff and in one case the information was not known.



## MAIN RECOMMENDATIONS (consolidated)

### NUTRITION (ECW I): MEET THE SPECIFIC NUTRITIONAL REQUIREMENTS OF EXPECTANT AND NURSING MOTHERS AND ADOLESCENT GIRLS AND RAISE THEIR HEALTH AND NUTRITIONAL AWARENESS

- **In collaboration with partners, providing deworming medication:** In line with ECW I.2, WFP should increase, in collaboration with cooperating partners, the provision of deworming medication for pregnant (second and third trimesters) and lactating mothers in those areas where worm infestations are endemic and where anaemia is prevalent.
- **Increasing focus on adolescent girls:** Collection of data disaggregated by age and sex should be enhanced in order to track attendance of adolescent girls; and adolescent girls should be targeted through specially-designed sessions to meet their needs at this critical time of their life.
- **Increasing HIV/AIDS prevention sessions to complement nutrition interventions:** The organization of HIV/AIDS prevention sessions should be extended to most of nutritional sites. Extra-budgetary resources should be allocated.
- **The inclusion of men and/or boys** in all awareness-raising sessions on nutrition, health and caring practice should be considered for increasing the effectiveness of training.

### SCHOOL FEEDING (ECW II): EXPAND ACTIVITIES THAT ENABLE GIRLS TO ATTEND SCHOOL

#### Providing take-home rations in primary education

- Country offices should programme additional incentives in the form of take-home rations to enhance enrolment and attendance of girls in primary education in those country offices where a 15 percent or greater gender gap is present. These measures should be applicable to boys as well if they are the disadvantaged group.
- Sensitization sessions for the community, parent and schoolchildren need to be carried out together with the take-home rations to ensure effectiveness and understanding of this programme.

#### Provision of take-home rations in secondary education

- Country offices should explore expanding their assistance portfolio – if resources can be made available – to target adolescent girls in secondary education by providing additional incentives in the form of take-home rations to enhance their enrolment and attendance in secondary education, especially in those countries where the gender gap has reached 25 percent or more in areas where primary education is already supported.

### FOOD FOR TRAINING (ECW III): ENSURE THAT WOMEN BENEFIT AT LEAST EQUALLY FROM THE ASSETS CREATED THROUGH FFT AND FFW

- **Enlarging the FFT portfolio:** WFP might explore expanding this activity to EMOPs and PRROs. Different training should be offered in different emergency settings, according to beneficiaries' needs and priorities.
- **Focusing on and tracking adolescent girls:** The monitoring system should be enhanced to track adolescent girls' participation in FFT by reporting data by age category (age 10–19). Specific FFT activities should be designed to target adolescent girls and address their needs.

### FOOD FOR WORK/ASSETS (ECW III): ENSURE THAT WOMEN BENEFIT AT LEAST

#### EQUALLY FROM THE ASSETS CREATED THROUGH FFT AND FFW

- **Increasing gender analysis and participatory approaches with beneficiaries:** Increased consultation with male and female beneficiaries to define the FFW activity is recommended, as in 36 percent of sites consultations are still not taking place at all.
- **Designing FFW activities to facilitate female participation:** WFP and its cooperating partners should mobilize resources to offer complementary services – especially adequate security, sanitation, illness arrangements and child-care arrangements – in all FFW sites in order to facilitate women's participation.

#### RELIEF/GFD (ECW IV): CONTRIBUTE TO WOMEN'S CONTROL OF FOOD IN RELIEF FOOD DISTRIBUTIONS OF HOUSEHOLD RATIONS

- **Consulting women on location of food distribution points:** Although it is clear that logistical constraints influence the delivery of food, to the extent possible, consultations with beneficiaries should be increased. Female beneficiaries should be consulted more to determine the best location of food distribution points to avoid burdensome and unsafe travel, as they are usually the food collectors.
- **Special packaging:** Country offices should assess if beneficiaries – particularly women – need smaller bags to carry household rations. If this is the case, special funds should be allocated in order to change the ration size, or alternative food distribution modalities should be arranged.
- **Issuing households food ration cards in a women's names:** Country offices, together with partners, counterparts, and beneficiaries, should look for practical and feasible solutions for issuing household ration cards in women's names (for example having both spouses' names appear on the ration card).
- **Ensuring transparency of information on food distribution modalities:** WFP should work together with partners to expedite the establishment of proper channels for reporting abuses related to food distribution and should provide information about food entitlements and food distribution modalities in all sites in order to prevent abuses in food distribution. Special measures for protection from sexual abuse and exploitation should be widely disseminated and put in place in local languages.

#### PARTICIPATION IN DECISION-MAKING (ECW V): ENSURE THAT WOMEN ARE EQUALLY INVOLVED IN FOOD DISTRIBUTION COMMITTEES AND OTHER PROGRAMME-RELATED LOCAL BODIES

- **Increasing beneficiary-level committees in place:** There is a general need to increase the creation of food distribution committees at the beneficiary level, in particular for relief and FFT activities.
- **Strengthening equal representation and participation of women in decision-making bodies:** As these are crucial measures foreseen by the Gender Policy to enhance women's participation and representation, the number of women in committees and in executive-level positions should increase as they are still under-represented as far as relief and FFW activities are concerned. Because the major obstacles for reaching those targets were identified as cultural barriers, complementary sensitization measures for communities could be conducted.
- **Leadership training for women in committees (ECW V.3):** There is a need to identify cooperating partners who can provide leadership training to women in committees. Leadership skills training manuals could be produced by WFP, as done in Malawi, to assist partners in delivering trainings.

#### GENDER MAINSTREAMING (ECW VI): ENSURE THAT GENDER IS MAINSTREAMED IN PROGRAMMING AREAS

- Contingency plans should always reflect and address gender issues; more efforts should be devoted to this goal.
- Funds for activities related to the implementation of the ECW should be regularly budgeted in project documents.

**ADVOCACY (ECW VII): CONTRIBUTE TO AN ENVIRONMENT THAT ACKNOWLEDGES THE IMPORTANT ROLE WOMEN PLAY IN ENSURING HOUSEHOLD FOOD SECURITY AND THAT ENCOURAGES BOTH MEN AND WOMEN TO PARTICIPATE IN CLOSING THE GENDER GAP**

- All country offices should create gender focal teams composed of male and female staff.
- All country offices should develop advocacy messages to 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.