



World Food Programme

A Report from the Office of Evaluation

*Terminal Evaluation of WFP's Commitments
to Women 1996 – 2001*

(24 February – 16 March 2002)

CASE STUDY – SRI LANKA

**by Ms. Susan Philpott, Team Leader, OEDE Consultant,
with input from Mr. Joan Fleuren, WFP Bangkok and
Ms. Anberiya Hanifa, National Consultant**

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The report has been condensed from the original document to meet WFP requirements and some detail has been excluded that may have made the meaning of some sections clearer for the less informed reader. The team believes that the report presents an objective and balanced view given the limitations of the approach to such a huge task. The opinions expressed are, of course, those of the team themselves and do not necessarily represent the view of WFP.

Acronyms

ARPA	Agricultural Research and Production Assistant.
CBO	Community Based Organisations
CEDAW	UN Convention on the Elimination of All Forms of Discrimination Against Women
CENWOR	Centre for Women's Research
CO	Country Office
CP	Country Programme
CRC	Convention on the Rights of the Child
CSB	Corn Soya Blend
CSO	Country Strategy Outline
CW	Commitments to Women
DAD/DAS	Department of Agrarian Development
DSS	Department of Social Services
DP	Development Programme
DSC	Direct Support Cost
EB	Executive Board
EC	Executive Committee
ECW	Enhanced Commitments to Women
EMOP	Emergency Operations
FAAD	Food Aid and Development Policy ("Enabling Development")
FAO	Food and Agricultural Organisation
FFW	Food For Work
FHH	Female Headed Household
FO	Farmer Organisation
GAD	Gender and Development
GAF	Gender Action Fund
GAP	Gender Action Plan
GDI	Gender Development Index
GEM	Gender Empowerment Measure
GFP	Gender Focal Point
GNP	Gross National Product
GOSL	Government of Sri Lanka
GTG	UN Gender Thematic Group
GWG	Gender Working Group
HDF	Human Development Fund
HH	Household
HQ	WFP Headquarters
HR	Human Resources
ICPD POA	International Conference On Population & Development & Plan Of Action
IDP	Internally Displaced Persons
ILO	International Labour Organisation
IO	Institutional Organisers
IP	Implementing Partners
LBW	Low Birth Weight

LFM	Logframe Management
LOU	Letter of Understanding
MASL	Mahaweli Authority of Sri Lanka
M&E	Monitoring and Evaluation
MAP	Management and Appraisal Performance
MCN	Mother and Child Nutrition
MIS	Minor Irrigation Schemes
MOU	Memorandum of Understanding
MTN	Metric Tonnes
MWA	Ministry of Women's Affairs
NCW	National Committee on Women
NFI	Non Food Items
NGO	Non Governmental Organisation
NPA	National Plan of Action (for Women)
NPO	National Programme Officer
PAR	Performance Appraisal Report (also referred to as Individual Performance Plans)
PlanOps	Plan of Operation
PNIP	Participatory Nutrition Improvement Programme
PRRO	Protracted Relief and Recovery Operations
PSA	Project Support Administration
RBM	Results Based Management
RGA	Regional Gender Advisor
RH\FH	Reproductive Health and Family Planning
ROBINS	Regional Office for South Asia
RRAN	Rehabilitation, Reconstruction Authority of North
SWOAD	Social Welfare Organisation in Ampara District
TOR	Terms of Reference
UNFPA	United Nations
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations International Children's Fund
USDA	United States Department of Agriculture
VAM	Vulnerability Analysis and Mapping
WFP	World Food for Programme
WHO	World Health Organisation
WID	Women in Development
WRDS	Women's Rural Development Societies

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Executive Summary

1. The objective was to assess the relevance, achievement and possible impact of the WFP *Commitments to Women 1996-2001*. The scope included all programme activities, management tools and support provided during the review period. The evaluation extends to the operations, staff and beneficiaries in five countries. Sri Lanka was selected to be one of the five country case studies
2. Based on the evidence available, the Commitments were relevant when introduced, and remain so. They are compatible with Sri Lanka's overall policy direction and specifically support the Women's Charter and the National Plan of Action for women's development. However, the Commitments are a blend of practical and strategic goals and require interpretation with locally developed targets to meet (or exceed) the global target. A realistic timeframe is needed as strategic needs may take longer to achieve. The lack of consideration of the diversity of socio-economic, cultural and community issues has affected IP perception of relevance.
3. There has been considerable achievement, including an attitudinal change about the role of women in CO activities and management. This positive shift became visible following the explicit context used by FAAD (1999). This has a strong pro-women focus and was more supported by training, advice and management tools to the CO than was provided for the Commitments. Thus, since 1999, relevance shifted to an opportunity for better programming/planning. IP queried the concentration on numerical targets when strategic elements are discussed.
4. Documents, such as the recent CP and PRRO, inadequately reflect the whole policy but rather present an ongoing emphasis on benefits for women in existing project activities and targets in line with the FAAD objectives. The process is, however, proceeding in the desired direction and it is recognised that incorporating cross-cutting issues, such as gender, is an evolutionary process.
5. Positive achievements are shown by individuals in their programme strategies. The recruitment of two female officers with gender sensitivity has improved the CO's capacity, although there are no female or male food monitors for BCM. Field distribution/utilisation remains the job of the IP.
6. Institutional support mechanisms have been weak for the oversight and management of a major policy. There is minimal reference to the policy before 1999 and management tools do not provide for policy adherence to be checked or integrated into the programming approach (e.g. MAP, MOU, LOU and PlanOps). Since the CSO there has been a substantial shift for both CP and PRRO activities although, remnants from past approaches can still be observed.
7. Policy introduction required HQ guidance and proved inadequate for the task of operationalizing the Commitments. The poor institutionalisation affected dissemination to IP, particularly through the lack of strategic training courses aimed specifically at revised requirements within programme activities.

8. Although almost all staff have had some training, less than half the CO staff can be considered to have had sufficient gender training. Some of the training has proved to be too general for staff to learn skills relevant to their routine tasks and was provided in an *ad hoc* manner. The absence of systematic, needs-based training with follow-up and evaluation for both the CO and IP has resulted in many people being confused about what is required by WFP. Misinterpretation therefore occurs at times.
9. Programme documents refer to the Commitments, particularly CP and its activities. The CO only had a few activities in 1996 but recent programme additions show evidence of policy incorporation, (particularly the latest documents). Sometimes this is superficial, reflecting adoption of the stated numerical target rather than the strategic spirit of the Commitment. Evidence from PRRO activities was difficult to access and it appears that targets are assumed to be met based on the ration card approach being used. Insufficient BCM exists to substantiate some claims made by CO and IP.
10. The CO may have inadvertently given insufficient attention to the socio-cultural dimensions of community livelihoods. The current approach permits the ongoing dominance of traditional, sometimes gender-blind, practices. Women's specific needs (especially strategic) require addressing. Results from studies must be fed into the management tools of the CO for immediate utility.
11. Trend recognition is difficult to assess without base-line data and a plethora of inappropriate reporting and monitoring. It is unclear if reported data is used for planning. No evidence was found that data management has a clear purpose. VAM has been developed to assist this planning process with good progress. The current data sets are generally gender-blind (there are some exceptions) and therefore limit the applicability of VAM for the Commitments but are anticipated to improve over time. The implications of VAM will challenge the CO in programming and a gender dimension will need to be overlaid.
12. Systematic approaches to data management remain a crucial factor in determining achievements. The paucity of sex disaggregated qualitative data across activities constrains the appreciation of benefits and results in depending on the assumption of benefit based on variable quantitative data that is then poorly utilised.
13. An advocacy role is expanding with some important beneficiary-focused initiatives being undertaken. Ongoing advocacy related to IP staff and training issues remains weak despite the level of leadership undertaken within the GTG. Concepts of accountability are unclear to many in the CO and IP.
14. Data limitations and absence of impact assessment make a policy review no more than preliminary in nature. Longstanding activities should be quickly reviewed for impact to avoid ongoing errors in programming and build on positive changes within the beneficiary communities. Equally, it is important to recognise the developmental role of a myriad of government and NGO activities that WFP supplements by food aid. Their contribution to change has to be increasingly acknowledged.
15. Field evidence supports the view that positive changes have occurred for women and their role in IDP camps and in the wider community. This has increased incrementally since the introduction of FAAD with its argued analysis and structured approach. The capacity of the IP to sustain such benefit with their own staff remains in question given that the Commitments remain a WFP-linked policy rather than being routinely integrated into on-going government practice.

16. The Commitments have enabled a shift in CO thinking and approach that is positive for future programming if the requisite tools are available and applied. Staff remain insufficiently at ease with the concepts and practices (using different interpretations of the Commitments) to advocate for change effectively with agencies. Numerical targets have provided a way to avoid the strategic intent of the policy. There remains a worrying reliance on myth and subjective assessment. These should be challenged. Community norms do move over time. The trends must be shown in programming.
17. Several strategies are required for the Enhanced Commitments to Women 2003-2007:
 - An appropriate approach in any situational analysis and operational framework must be adaptable to local needs of agencies. This would not imply that targets are reduced on the grounds of “culture”.
 - HQ operational guidelines must be provided to permit uptake of policy within the management tools.
 - Direct responsibility should be the CD’s in (1) guiding and leading the personnel responsible for gender policy implementation (national and international) and (2) in operationalizing gender policy.
 - Unambiguous language of realistic objectives is needed in keeping with the intent of the policy
 - The training provided for CO’s should include internal capacity building, policy support and the identification of resources at HQ level.
 - Policy objectives and strategies need translating into local languages for wider dissemination.
 - Reporting and data management to permit trend and impact assessment requires a comprehensive and systematic approach.
 - Access by HQ to good CO gender expertise and experience should be part of the process of developing the new policy.
 - Structured training is needed for behavioural change and develop appropriate management tools.
 - Data management /reporting need integration into an overall management method (e.g. logframe).
 - Management tools need review to incorporate cross-cutting policies. This may require updating the legal format of agreements to balance food movement and control with strategic developmental requirements.
 - Impact assessments are important to determine the balance between practical and strategic benefits attained and their likely sustainability. This also assists in phase-out decisions against pre-set criteria.

1. INTRODUCTION:

1.1 Background to the Evaluation of WFP Commitments to Women 1996-2001

The Commitments to Women were developed at the time of the 4th World Conference on Women in Beijing (1995). The policy statement (Annex 1) was institutionalised, initially through a high level taskforce, into the various HQ Divisions and Country Offices (CO) for implementation. As with any policy, it has been important to the organisation to monitor both the process and the actions undertaken. This evaluation follows standard procedure in that the conclusions will be used to improve formulation of the successor policy. In addition, the evaluation serves to provide an in-depth consultation with field offices and partners to enable them to register their views on policy direction, targets and strategies. This was considered a welcome opportunity for implementers of a complex, cross-cutting policy to provide input into policy.

The evaluation meets the objectives of:

- Accountability to the Executive Board and relevant WFP personnel
- Determining the effectiveness of the policy in creating achievements attributable to the policy
- Determination of the impact and likely sustainability of the Commitments to Women
- Formulating recommendations to help shape WFP's Commitments to Gender Equality 2003-2007

A mid-term evaluation of the Commitments (1998) evidenced a wide range of achievements and impact on WFP programmes, partners and beneficiaries. The approach to evaluation has now been changed to ensure comparability between case studies and a focus on key issues.

The country case studies in Colombia, Mali, Pakistan, Sri Lanka and Sudan were proposed by field staff during the Consultation Workshop on the Enhanced Commitment to Women 2003-2007 (Rome, December 2001). These countries were approached and agreed to receive the evaluation team during early 2002. Pakistan was selected as the first case study during which the key issues (Annex 2) were tested for relevance, the methodology was developed and agreement reached on the structure of reports. To facilitate the process, all team leaders for the five countries undertook the evaluation in Pakistan, in which the OEDE Evaluation Officer also participated.

1.2 Country Case Methodology

Due to the brief time available for the work, a request was made to the Sri Lanka CO by the evaluation team for documentation relevant to the TORs. A short questionnaire was issued for staff members to complete prior to team arrival, information from which has been incorporated into this report. These materials were supplemented by a full programme of meetings, visits and discussions over a 3-week period¹ including a short staff workshop for professional and support staff (Annex 12). The process adopted the amended methodology developed in Pakistan (Annex 3).

The nature of the evaluation was constantly emphasised. Although the Team looked at programmes, sometimes in detail, the purpose was to examine the *policy* implications for process, institutional mechanisms and programme implementation. A collaborative approach with the CO was sought and gained to achieve mutual agreement wherever possible on the policy level issues.

Meetings were held with counterparts, stakeholders and a selected donor to discuss their knowledge, perception and experiences implementing the Commitments (Annex 4). Most meetings were held in Colombo with opportunities for District and Divisional meetings in the Polonnaruwa, Anuradhapura, Mannar, Hambantota and Ratnapura regions where WFP has a spread of activity (Annex 11)

The team divided and undertook two field visits covering as many of the WFP activities as possible (Annex 4). These visits were facilitated by staff of government partner agencies (development and

¹ Sunday 24 February to Saturday 16 March 2002 inclusive.

PRRO activities) and NGOs (PRRO based recovery work of a developmental nature). The format of the field work was limited to discussions with small groups of targeted recipients and beneficiaries (female and male), a half-day workshop on the Commitments with one government partner (field and HQ officers) (Annex 10b), discussions with key informants and, reference to field reports and monitoring data covering the review period. As a cross check, discussions were held with community members in the same communities as WFP operations but who were not recipients of any WFP support. Cross checks were made on any sensitive material discussed. A total of 18 communities were visited under the PRRO and CP activities.

Debriefing formed part of the discussions with partners and the CO. Two separate meetings were held with the CO, debriefing was held a day prior to that with external agencies to permit adjustments to recommendations in the light of CO's suggestions.

2. COUNTRY CONTEXT

2.1 Food Aid Context

Sri Lanka is a low-income, food-deficit country with a population of 19 million² (50.8% women). The figure excludes some districts in the Northern and Eastern provinces where the war situation hindered the Census.

Sri Lanka has made substantial gains in reducing poverty since Independence. These gains are reflected in the Human Development Indicators (HDI) where Sri Lanka ranks 81 out of 162 countries³, with a per capita GNP of US\$820, comparing well with other low income countries. The Gender Development Index (GDI) is almost 70 (above global average) yet the Gender Empowerment Measure (GEM) remains low at 56 despite recent gains. There is substantial disparity in GEM amongst different parts of the country and the GDI appears to be declining. These indicators provide partial justification for the emphasis on women as priority targets.

Sri Lanka has had various economic reform policies under structural adjustment frameworks since the 1970s resulting in the shift of the economy into one dependent on investment schemes linked to the garment industry, value-adding to tea and other agricultural commodities and, increasingly, income transfers from migrants. Growth in the economy has been hindered for the last 19 years by insurrection and civil war.

Around 25% of the population are believed to suffer from food insecurity⁴. Based on the Central Bank's higher poverty line 4.5 million people (approximately 23%) are classified as poor (excluding the Northern and Eastern Provinces). Poverty and food insecurity are especially concentrated in the rain-dependent dry zone, which has been subject to prolonged and recurrent drought, and among the war-affected populations. WFP's food assistance during the review period has therefore increasingly focused on assisting poorer farming families within food-insecure areas with food-for-work (FFW) aimed at improving sustainable food security by creating productive assets, and to war-affected internally displaced persons.

2.2 Relevance of WFP's Commitments to Women to National Plans

Independence brought rapid progress for women in the areas of health, education and public sector employment. The visibility of women in Sri Lanka is attributed to social welfare policies that were implemented without gender differentiation. However a significantly lower GEM suggests that critical participation in the economy and in decision making is lower than would seem possible from HDI figures.

² GOSL (2001) Department of Census and Statistics

³ UNDP (2001) Human Development Report

⁴ Government of Sri Lanka (2000) Sri Lanka, A Framework for Poverty Reduction, Colombo

Since the late 1970's, Sri Lanka has recognised the needs of women beginning with the Constitution in 1978 that guarantees gender equality⁵ and also recognises that special provision can be made by law or executive action for the advancement of women⁶. There is fairly comprehensive national machinery designed to implement state policy affecting the status of women. The Women's Bureau (established 1978) looks into the welfare of women. A separate Ministry for Women's Affairs (MWA) was set up in 1983 after lobbying by women's groups. The MWA is responsible for the co-ordination of functions and financial management of groups such as the Women's Bureau and the National Committee on Women (NCW). It lacks institutional commitment to its own mandate, being dependent on key individuals. The fact that many key positions remain vacant, even at senior level, at a time when government jobs are highly sought after suggests that the MWA is regarded within government as weak and of low status, or alternatively, there may be insufficient people with conviction prepared to take on some very frustrating assignments. Its budget similarly remains at a critically low level⁷. A total staff of 75-80 deals with the children's support agency (upto 10 staff), the NCW (rural women's groups linked to upto 10 staff) and the Women's Bureau working on a variety of broad policy issues (upto 50 staff). Gender balance in MWA is 3:1 (f:m) at base grades and 4:1 at senior levels⁸. The staffing levels and experience/expertise of personnel limit the capacity of the MWA. The recent suspension of the NCW and its possible replacement by a nominated "commission" on women may be neither conducive to strengthening institutions nor supportive of the Women's Charter.

In 1981 Sri Lanka ratified the UN Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and 10 years later formulated its own Women's Charter. Although based on CEDAW, the Charter developed in the national context emphasising access to resources and services. The Charter (as in many countries) has no legal standing and remains a document of intent. A National Plan of Action For Women (NPA) was formulated in consultation with Women's NGOs to implement the Beijing Platform of Action in 1995. Neither document has been able to break through the apparent gender blindness of the policy and programming practices of government.

The WFP Commitments to Women support the National Charter and NPA but remain as an isolated effort in an environment that relegates the specific concerns of women in the economic, socio-political spheres and in policy frameworks to a secondary level (Annex 9)

2.3 Gender-related Inter-agency Activities

In 1997, WFP was the only agency that had a gender framework (CW)⁹ and the CD personally took initiative to form this group, provide leadership, and to chair the UN interagency Gender Thematic Group (GTG) meetings. This initiative was not sustained. The GTG was formed between gender focal points in each UN agency to coordinate the common theme, review agency commitments to women after the Beijing Declaration and the NPA and to arrive at a common set of commitments that could be a basis for future inter-agency collaboration on gender. All the UN agencies have now adopted a policy of mainstreaming gender in planning for which the necessary tools are in place and they are obliged to support the NPA commitments to women.

Overall responsibility for gender mainstreaming is recognised as an institutional responsibility for all staff in UNDP, WHO and ILO¹⁰ whereas UNICEF, with its "rights" based approach and UNFPA¹¹

⁵ Government of Sri Lanka (1978) The Constitution of the Democratic Socialist Republic of Sri Lanka. See Article 12.

⁶ Government of Sri Lanka (1978) The Constitution of the Democratic Socialist Republic of Sri Lanka. See Article 12 Section 4

⁷ Funding in 2000 quadrupled from the level of 1998 but still rests at only 100million SLR

⁸ Details on national institutions working for women's advancement are summarized in Hassendeen, S (2000) National Machinery on Women – After Beijing. In: Post-Beijing Reflections: Women in Sri Lanka 1995-2000. CENWOR

⁹ The CD at that time tabled the CW and they were adopted as a UN framework until other agencies responded

¹⁰ Gender concerns are a cross cutting theme in the 33 ratified ILO conventions fulfilling its mandate of promoting social justice and ensuring decent employment to both women and men workers in Sri Lanka. In addition ILO focuses on areas of special concern for women including workplace sexual harassment, gender barriers for women in management, promotion of women entrepreneurs, women workers in the Employment Promotion Zone, and the Rights of migrant workers.

have a strong focus on women and the girl child that implies all programme staff take affirmative action within their activities. Only WHO has its own gender working group to develop a more strategic approach to mainstreaming through awareness raising and adjusting research, policies, programmes and projects to meet gender equality and equity. From 1996-2000 WHO has developed a gender policy with a long-term strategy for competence building and the promotion of technical issues related to gender and health.

The GTG is the only inter-agency group in which the CO takes a leading role. Reports suggest that the NGO-donors and local donors coordination meetings occasionally respond to gender-related issues¹² but tend to refer matters to their own GFP or the GTG. The GTG activities are restricted to agency reports and planning training sessions. (12 in '97/98 and '01/02 see Annex 6). The initial focus of this group was to sensitize senior level public officers on the implementation of the NPA. Two workshops were held. In September 2001, GTG made a decision about mandatory gender sensitization training for UN programme and general staff members and 5 workshops¹³ were held in 2001/2002. In the pre-Beijing Plus 5 process the GTG also focussed its attention on reviewing each agency's support to the NPA, assessment of the status of implementation since its adoption and identifying areas requiring support. The team could find no follow-up or response to the government of Sri Lanka (GOSL) request for information in 1999¹⁴. Of all the actions suggested, only training was given, presumably due to lack of financial contributions. The GTG did not take up any strategic interests (as might have been expected) in relation to the important National Poverty Reduction Strategy or the food security discussions with FAO and other agencies.

3. OPERATIONALIZATION OF THE COMMITMENTS TO WOMEN BY WFP IN SRI LANKA 1996-2001

3.1 Brief Overview of WFP Assisted Operations

The CO view on gender in 1994¹⁵ suggests that the Commitments came at an opportune time. Even early in 1996 the CO rejected an offer that staff access gender-specific training on the grounds that it was not an issue for Sri Lanka¹⁶.

Throughout the review period, WFP concentrated its assistance on two development projects and one PRRO. The assisted development projects were continuations of projects originating in the 1980's, with adjustments in design but no major departure from the main objectives. The Minor Irrigation (MIS) Project¹⁷ started as an adapted FFW scheme and progressed to give attention to food insecurity in terms of FFW, and the creation of physical assets through FFW (irrigation facilities for those with land in the command area). Improvements in food production were anticipated. Attention was given to benefits for women, including employment opportunities in the project and the benefits that the asset would give to them, but there were no specific initiatives to target women. Even in the early project phase, attention was given to increased women's participation in the Farmers' Organisations (FO), but strategic gender-related issues were not addressed until the period under review¹⁸, when increased participation of women both in the FFW activities and in strategic roles (e.g. membership of FO Executive Committees (EC)) became an explicit project objective alongside the introduction of social

¹¹ UNFPA concentrates on gender-sensitive reproductive health services, male participation, women's rights/ reproductive rights and prevention of gender-based violence.

¹² A bilateral donor (AusAID) and UNICEF confirmed.

¹³ Two x 2-day and Three x 1-day workshops held within 5 months.

¹⁴ World Food Programme (1999) File notes from Beijing Plus-5 Group /MWA to UN agencies

¹⁵ When asked for candidates for a gender analysis, training and targeting workshop, the CO responded "*gender is not a criterion for beneficiary selection in WFP S/L except for "mother seminars" ...both men and women have equal opportunity of being selected as a beneficiary...the CO may seek participation if and when the situation warrants it*" (with a reminder that the world's 1st female P.M came from Sri Lanka

¹⁶ World Food Programme (1996) File note dated 4/96, Colombo

¹⁷ World Food Programme (19..) Project Summary of Development Project Sri Lanka 4521.00

¹⁸ World Food Programme (1999) Project Summary of Development Project Sri Lanka 4521.01 Community-based Rehabilitation of Minor Irrigation Schemes in Sri Lanka

criteria for the selection and design of tanks and the inclusion of small additional schemes to benefit women.

Similarly, the last phase of the Mahaweli settlement project¹⁹ (to 1997) aimed at increasing irrigated acreage and food availability to households by providing a ration until first harvest. Benefits for women (work and group formation) were given attention, but no definitive empowerment strategy was foreseen in planning or included in the project. The recent Uda Walawe resettlement activity²⁰ also focuses on food aid as a catalyst for settlement but introduced more strategic objectives to empower women. Increased women's membership in the FO Executive Committee and advocacy for the introduction of joint (or women-only) land ownership titles are suggested as examples of empowerment.

The successive phases of the PRRO assisting displaced persons affected by political conflict²¹ provided food to households and also introduced actions aimed to increase women's self reliance and social status. These included issuing rations to women in person and the stipulation that women should be represented in the coordination and management committees. Limited assistance to engage in small-scale income-generating activities was offered to unemployed women and women heads of households (FHH). The Commitments were not explicit in the PRRO (completed on an annual basis, that is the 1995 PRRO was prepared in 1994) from 1994 to 1996 but, where believed relevant, appeared in the successive 1-year phases²². Probably the earliest that the Commitments could have appeared in the PRRO would be for year 1997 (if the Commitments were not circulated until 1996). The Project Review Committee (PRC) examining the draft PRRO of 1999 concluded that "gender concerns were duly addressed" but neither the HQ gender adviser nor that Division (SP) attended the meeting or gave comment²³. PRRO reports concentrate on food management over social issues.

PRRO 6152 (submitted to EB in 1999) covers the last part of the review period and additionally stipulates that 60% of committees should be women and the two women on the EC will have management training. A recent improved PRRO prepared in 2001 worked from a Foods Needs Assessment to improve targeting to vulnerable groups. The Commitments were not in the text but the HQ Gender Adviser did provide comment that the applicable Commitments were mostly met. The related LOU is the first time the Commitments are explicit in the attached Articles.

All agreements are signed by the nodal agency of GOSL (Ministry of Finance & Planning/ERD). This agency does not participate in policy or operational level discussions with implementing and counterpart agencies. As per agreements between the Governments of Sri Lanka and the USA, and between the GOSL and WFP²⁴, the Country Office manages the proceeds of the monetisation of 18,000 MTN of USA-donated wheat. Records show²⁵ that the funds have been used for the intended purposes²⁶ of training and credit to support income-generating activities for women in IDP centres, the establishment of a revolving credit fund with FO and incentives for rural women to participate in nutrition education courses, as well as provision of tools to support WFP activities.

¹⁹ World Food Programme (1991) Project Sri Lanka 2634 (Exp. 1) Assistance to Mahaweli development programme systems "B", "C", and "G"

²⁰ World Food Programme (1999) Project Summary of Development Project 6107 Assistance to Settlers in the Uda Walawe Project

²¹ World Food Programme (1997) PRRO 5346.05 Relief Assistance to Internally Displaced Persons in Sri Lanka

²² World Food programme (1996) LOU PRRO Expansion 3 in a reference to use of generated funds refers to 2 women on a camp committee and QPR gender disaggregation of data on recipients & project management staff at all levels; WFP (1997) LOU PRRO Expansion 4 refers to the Women's Charter but links this to "women IDPs have equal access to relief..." but stresses the importance of IGA and the revolving fund to benefit a total of 300 FHH, "adequate" input to co-ordinating & management committees for food assistance & IGA and collection of food by women. WFP (1999) Expansion 5 is similar but introduces gender sensitising of project managers for the first time.

²³ World Food Programme (1999) Project Review Committee 18 February. Notes for Record.

²⁴ Government of Sri Lanka and World Food Programme (2000) Agreement regarding the management of the fund established from the sales proceeds of 18,000 MTN of wheat donation to the Government of Sri Lanka for support of WFP-assisted activities in Sri Lanka

²⁵ World Food Programme (2001) USA-WFP fund Project Implementation Report as of 31 October 2001

²⁶ World Food Programme (1998) Letter from WFP CD to the Ambassador of the USA in Sri Lanka

3.2 Evolution of the Commitments to Women in the Country Office

The evolution of the Commitments in the CO started at a slow pace. Throughout the review period some staff were active as member/chair of the inter agency GAD group, organiser/sponsor of gender-related workshops, and general advocacy activities for women along the lines of WFP's earlier focus on women (WID). The Commitments *per se*, however, were not immediately handled and incorporated in the office routines. A staff member specifically recruited²⁷ as the CO Gender Focal Point (GFP) was assigned in late 1999. Her formal responsibilities initially focused on M&E (with emphasis on gender). Until that time, issues considered related to women were assigned to a female Sri Lankan staff member in addition to her regular duties.

Additional funds might have helped to introduce the Commitments more aggressively if a cohesive plan had existed. However, the CO did not request use of GAF in the first round²⁸. It did submit two proposals when GAF was again available (1998). These proposals covered elements within CW/III/A, in particular a management training programme for women office bearers in the Executive Committee of the FO and women in the camp committees. Training was conducted in 1999 (Annex 6).

The Country Strategy Outline (CSO) preparation process for 1999 – 2001 (1998) shifted the programme focus to explicit elements of the Commitments, notably the stipulation that 25% of the assisted settlers should be women, the attempt to change the Land Settlement Ordinance as a tool for the introduction of joint husband/wife land titles (or perhaps, as now suggested, in the women's name), and advocacy for women's membership in the EC of the FO. The Country Programme Document (CPD) for Sri Lanka, based on this CSO, for the first time, included a section devoted to the Commitments for Women.

Although recruitment of qualified female candidates is a corporate policy, no specific attempts appear to have been made prior to the instruction by the Executive Director²⁹ to separately evaluate hiring managers' performance in this respect. The CO appears to have made efforts to adhere to this policy.

4. MAINSTREAMING THE COMMITMENTS TO WOMEN IN WFP ASSISTED OPERATIONS IN SRI LANKA

4.1 Institutional Mechanisms

a) Gender Focal Point

The CO assigned the duties of a WID Focal Point to a female National Programme Officer (NPO) in March 1996. Upon her resignation (late 1996), another female NPO was assigned to be the first formal "Focal Point for gender issues" (1997) (Annex 8). The function was added to her regular technical duties³⁰. The addition of "gender" to the staff member's regular workload, coupled with the lack of a well-defined TOR incorporating not only the policy requirements but also the instruments by which it would be applied, limited the possibilities for the WID-linked GFP to advocate the Commitments. This GFP attended 2 gender courses and a NGO/GOSL forum to discuss programmes for families affected by the armed conflict³¹. The absence of reports of issues raised, and CO or partner responses, limits institutional memory.

In late 1999 a female JPO was assigned to the CO and became the full-time GFP with responsibility to improve M&E systems but from a gender perspective³². More general gender-related TOR for GFP

²⁷ The appointee was a Junior Professional Officer

²⁸ World Food Programme (1997) HQ circular dated 14 March regarding the 1996/97 GAF

²⁹ World Food Programme (1997) Executive Director Circular of 7-2-97

³⁰ Individual Performance Plans for 1997, 1998 and 1999

³¹ However, a Programme Officer did not attend and the GFP was not involved in programming or policy issues

³² Terms of Reference for Gender/M&E JPO

(including responsibility to advocate the Commitments) exist, but initially were neither drafted nor circulated in a way that could promote the Commitments³³. Documentation suggests that HQ formally circulated these TOR only in March 2000³⁴. However, no suggestion is made as to how to manage the task within a CO when other professional officers are ultimately responsible for “mainstreaming”.

Management of a cross-cutting issue within a CO is extremely difficult and requires application of active management. Programme improvement appears to have occurred when a degree of local and HQ leadership was applied to an issue³⁵. This showed the need for a strong, assertive, strategic approach from a senior manager. It was probably unrealistic to expect junior, staff to effectively strategise to implement broad cross-cutting issues. It may have further served to relegate the position to that of a female occupation (with implied lower status).

b) Regional Gender Adviser (RGA)

The ROBINS office organised the first regional meeting on how to apply the FAAD policy to existing (WFP) programmes in the SAARC countries and actively promoted the FAAD policy in these countries.

Prior to March 2000 limited support for the GFP appears to have come direct from HQ. TOR for the RGA³⁶ position were broad and included the analysis and development of gender-sensitive strategies, training module preparation and advocacy but without specific reference to the Commitments³⁷.

The RGA appears to have sought to ensure that the Commitments would be integrated into any CSO or CP preparation process rather than have a stand-alone GAP recognizing rightly so, that the spirit rather than the detail of the Commitments was critical to implementation. No Regional GAP was prepared. Support for the Sri Lanka CO included (i) assistance with preparation of the CSO and CP, as requested by the CO, (ii) discussing VAM related issues on food insecurity, (iii) assistance with collation of data (primarily for VAM purpose), (iv) attendance at the logframe (LFM) and results-based monitoring (RBM) workshops, and (v) providing support and advice to the CO GFP on her request.

The CO may have experienced difficulty co-ordinating or integrating its own activities with the assistance able to be provided by the RGA³⁸. It must be clearly stated that ROBINS did provide some ongoing support to Sri Lanka during this time, especially during the process of preparing the CSO and CP (at least 3 visits). The ROBINS team as M&E, VAM Officer, Senior Regional Adviser, and Regional Program Adviser played a role in regard to gender sensitive programming in the region.

The Regional Office for South Asia (ROBINS) and RGA appear from a country perspective or country impact to not to have been able to provide sufficient strategic guidance on Commitments in the absence of any mandate for them to follow-through such action. This is not to say that ROBINS and the RGA did not provide measures of guidance. Given the pivotal role of HQ in the development and implementation of Commitments, and the appropriate “mainstreaming” view taken by the RGA, it is no surprise to find the CO adopted an approach that reduced the visibility of the Commitments in detailed matters but attempted to mainstream the intent within the main CO management tools (CSO and CP). A Regional Bureau (just as much as ROBINS) is not responsible for the country implementation of strategic advice.

³³ WFP HQ Gender Task Force Meeting of 3 June 1997

³⁴ E-mail dated 27 March 2000.

³⁵ As happened following the introduction of Enabling Development (FAAD) policy in May 1999

³⁶ Telephone contact was made with the holder of RGA responsibilities from March 2000 to July 2001 to supplement this section.

³⁷ TOR for Post 06710.9042 as applied during period 2000-2001

³⁸ The CO requested help with the CP early 2001 but the RO could not assist: email Medrano (Regional Director) to Sharma (CD) 16-2-01

The RGA had no authority over CO activities but could provide an advisory role. Advice could be ignored by CO management, as indeed is reported to have happened prior to 2000. An example of the relationship was the discussion between GFP and RGA about a small study to assess the gender impact of FFW schemes. In this context, there also appears to have been an absence of routine impact monitoring or site-specific studies. The regional study was initiated by the RGA because it was concerned to analyse the negative repercussions of female participation in FFW schemes in South Asia. A request to logistically support a regional field study was received less than 3 weeks before the consultant's proposed visit³⁹. The CO declined to assist even though alternative dates were subsequently offered.

It is the CO's decision, using their own resources, if they wish to conduct gender training (e.g. for government counterparts) ROBINS, and the regional Bureau wouldn't have organised training just for CW if it was not linked to training on other crucial topics for translating CW into action (M&E, Logframe, VAM etc) Under the training mandate, the RGA needed to mainstream the issue within other training opportunities such as the RBM or LFM. Never the less, no specific training for the Commitments policy was initiated for the country. This approach left a training gap that was not adequately addressed or recognised by the CO in Sri Lanka, but this was recognised by the CO GFP.

Work with VAM focused on secondary data management for mapping purposes. As so little Sri Lankan data is disaggregated by gender, the resulting VAM documents currently are unable to show gender differences. The role of the RGA was therefore unable to enhance consideration of gender dimensions for VAM.

The role of ROBINS in supporting FAAD is similar to that with Commitments. However it must be appreciated that ROBINS played a central advocacy part (over a period of more than 2 years) in the comprehensive analysis of food assistance schemes in the region and in recommending to governments how to strengthen such schemes (see publication *"Enabling Development: Food Assistance in South Asia"* – a key recommendation of the publication was to make women key players in food assistance schemes). From CO records it would appear that at this time there was an assessment of consistency of activities with FAAD⁴⁰ (this is not an appropriate allocation of responsibility) suggesting that the writers⁴¹ used frequently quoted and potentially misleading generalities to support mild statements about better targeting, generating better data and concentrating on priority conflict zones. There is a specific reference to "feminization of poverty" at a regional level that is disputed by Sri Lanka sources as inappropriate to local conditions⁴². Note that it was not the role of ROBINS to assess the compliance of WFP programs with FAAD policies.

c) Gender Action Plan (GAP)

A Regional Action Plan on WFP Commitments to Women was prepared in April 1996, using ideas and targets communicated by COs as well as from the Regional Bureau. The fact that the Commitments were introduced as a list of action points rather than a comprehensive strategic policy with tools designed or remodelled to support it, may have been responsible for the situation where GAPs were prepared, sometimes with implicit reference to the Commitments⁴³, while the critical implementation of Commitments' elements was viewed in terms of specific actions within existing programmes, separate from the GAP itself⁴⁴. The Gap was discussed at meetings with the

³⁹ email Haller to Tongul & Sharma 1-3-01

⁴⁰ World Food Programme Regional Office for S. Asia (1999) *Innovating Food Aid for Development: WFP's Enabling Development Policy and Challenges for the Food Assistance Programmes in South Asia*. Colombo

⁴¹ Regional support was minimal but a local consultant was employed to assist in preparing the documentation

⁴² GOSL 1995/96 Household Income and Expenditure Survey: quoted in: GOSL (2000) *Sri Lanka: A Framework for Poverty Reduction*. pp 12-13

⁴³ Ref. WFP Sri Lanka GAP 1996

⁴⁴ The CO 1997 - 1998 GAP was prepared in general, non Commitments-related terms; at the same time, a questionnaire which was prepared by the Regional Bureau to assess the achievement of the Commitments in preparation of the Regional Meeting in Islamabad in October 1997 was completed on the basis of specific project achievements; ref Fax of 17 September 1997.

Government counterparts (June 2000 meeting, file notes). However, the GAP was not fully developed in a local context and thus achievements as shown in various HQ surveys are reportedly based on staff assessments in line with the reports and estimates from IP.

The last GAP for Sri Lanka was prepared for 2000 - 2001⁴⁵. It was well structured, explicitly based on the Commitments, and was communicated to the Government⁴⁶. However, there is lack of evidence that the GAP has been effectively discussed and inserted into activities by either the CO or IP. CO staff appear to have been largely non-reactive to the GAP or its content. Staff may or may not have been exposed to it, whatever the case the GAP does not appear to have been effectively internalised or operationalized. The team was unable to ascertain if there was a link between the GAP and the Annual Workplan. Certainly the “base-lines” referred to in the GAP are no more than old targets rather than a reflection of what needs to be changed and use of such figures could create problems in future planning.

d) Management and Appraisal Performance (MAP)

Accountability of WFP staff is part of the Commitments. The only mechanism within WFP to appraise staff performance in all aspects of their responsibilities is the MAP for international staff and the Performance Assessment Reports (PAR) for national staff. Except for the ED instruction to explicitly include “recruitment of female candidates” as a separate assessment topic in international staff (hiring managers), systematic inclusion of adherence to Commitments (or to any other policy) is included neither in the MAP nor the PAR. This risks singling out of one Commitment of relevance within WFP that, by default, relegates the other, beneficiary-linked, Commitments to the sideline. Sometimes a reference to WFP policies in general is included to function as the only reference guide for staff performance. The lack of concrete description of tasks and indicators with respect to an overarching policy (FAAD and CW) makes ensuring accountability very difficult. Assessment of an advocacy role, including advocacy to local authorities regarding the introduction of Commitments, as well as accountability towards the assisted communities themselves, are also not mentioned in the MAP/PAR. A major constraint on the effectiveness of assessing adherence to the Commitments is that it depends on the MAP/PAR process itself, and on its (reportedly limited) effectiveness as a HR management tool.

e) Training

Accessible documentation suggests that from about a half to two thirds of national (more junior) staff have been exposed to gender sensitisation during 2001/02 as part of an overall UN system training offered through the support of the GTG (Annex 6). The GTG was not directed at international or senior national staff. Since 1996 there has been opportunity for WFP supported training in relation to gender, staff access to this earlier training has not been tabulated for this report). However, several programming staff have not received relevant training to a degree that permits them to undertake a simple gender analysis or to integrate gender issues into programme design, monitoring or evaluation. Training has been limited to sensitisation similar to that offered to counterparts/IP. This is believed by some in the CO to be insufficient to apply the Commitments. A few staff desire skills in audit or analysis⁴⁷ but there is little demand for training that may result in programming shifts. While said in jest, some CO statements show a fear that gender training may upset the status quo.

Counterparts are less aware that gender training can indeed provide working tools to assist in programming. There is an expressed desire for further training in this area but whether that comes from recognition of a need to adjust activities or whether it reflects a desire for training as a job perquisite, is unclear. Various gender sensitisation training programs have been offered for senior

⁴⁵ GAP 2000 - 2001

⁴⁶ Letters of 27 and 30 June 2000 to the three implementing Line Agencies.

⁴⁷ Suggestions included how to design and improve programmes geared to women and specifically capacity building in collecting, collating and analysing gender disaggregated data to assess how interventions are affecting the quality of women's lives.

GOSL managers (1997) as a separate entity or as part of other, activity-linked, training (Uda Walawe O&M, 2000).

Beneficiary training during 1999, 2001 (Annex 6) appears ill-planned and unco-ordinated (into WFP activities as distinct from the actual training itself). The absence of a Training Needs Analysis (TNA), evaluation or follow-up is serious. Training materials give the impression that the trainers were not necessarily fully appraised of WFP programmes. There appear to be no selection criteria for the trainees (especially TOTs). Despite these faults, some beneficiaries (who had accessed the FO management course) suggested that the course was enjoyable and useful although they required skills to put the ideas into practice. This further indicates inadequate curriculum content and process. Annex 6 provides further information.

f) Guidance from WFP Headquarters, Rome

Considerable guidance was offered by WFP HQ to translate the Commitments into action. A Task Force, established in 1995, developed guidelines for the preparation of Regional and CO Plans of Action for the implementation of the Commitments⁴⁸. The Task Force, and several other concerned units at HQ, gave frequent information and guidance to COs on both the policy and gender issues. This is evidenced by materials on file in the CO. However, it appears despite progress made with the Commitments, more might have been achieved in the period if the CO had followed up on the general guidance and sought assistance when required. A challenge to HQ to provide sufficient support could have been argued.

It is possible that some confusion was created by the shift from *Women-in-development* to a *Gender* focal point at about the same time as the programmatic shift changed *Gender* to Commitments to *Women*. The development of a corporate strategic policy to enhance the Commitments agenda may have reduced the confusion and enhanced adoption of Commitments. Recent statements from the ED⁴⁹ suggest that WFP will not be moving to a gender-equality strategy due to the need to concentrate on women's roles and responsibilities to improve access to, and support for, the hungry poor. In doing so, the ED suggests the "*system must become women-friendly and it is not women-friendly*".

4.2 Programming Process

a) Programme Documents

The corporate process of mainstreaming the Commitments in the programme cycle and systems did not occur until well into the review period. However, rather than being presented as an overarching policy for programme design and management it was embedded as a cornerstone of the FAAD policy (1999). The change of emphasis when a programme approach was developed (vs project) and the systematic review by the HQ Gender Adviser that began at the later part of the review period enabled the Commitments to become visible in programming. Early programmes were designed to address different (often technical) problems and the more holistic approach with food security took time to inculcate into operations.

The first Sri Lanka Country Strategy Outline (CSO) was prepared (1998) for the period 1999–2001. The CSO that was prepared in 1998, cleared by the PRC meeting, accepted by the EB but the work on the associated CP was not completed. In the intervening period activities in 4521 and 6107 continued as well as the PRRO support. A CP was not submitted to the EB in 1999. The first Country Programme (CP), based on the CSO, was submitted to the EB and approved in October 2001 for the CP (2002 – 2006). Parallel to these documents, the two main activities continued to be guided by earlier project documents until such time as the CP was approved. These documents had limited reference to women other than through specific sub-activities or application of general reference to

⁴⁸ World Food Programme (1995) memorandum of 23 November 1995 from the Deputy Executive Director

⁴⁹ World Food Programme (2002) Executive Board Minutes WFP/EB.1/2002

broad targets adopted from the Commitments. However, reference was made to GOSL surveys⁵⁰ to support targeting to vulnerable groups.

The Project Summary for project 4521.01 (minor irrigation schemes, MIS), submitted to the EB in October 1999, refers to the FAAD principles and indicates those to be included in the project. It also describes the activities and targets for women that refer to specific elements of the Commitments⁵¹, but the Commitments as such are only summarily referred to in the text and only insofar as the intended activities and targets are linked with them. The guiding principle that is explicitly referred to is FAAD, and justifications for programme activities are presented in terms of FAAD compliance. The same applies to the preparation process to assist settlers in Uda Walawe (6107).

At the time of the approval process of the CSO and CPD for 1999–2001 the attention had shifted from general observations regarding the intended benefits to women to a more explicit presentation of those benefits as programme objectives, but still referring to FAAD as a guiding policy. The CPD places the targets for women in a separate section on “WFP’s Commitments to Women”.

The latest CSO prepared in 2001 explicitly refers to FAAD and the Commitments. A new activity was introduced that not only broke with traditional activities but also explicitly responded to the Commitments⁵². An elaborate commentary on this proposal was prepared by HQ Gender Adviser – a process that has now become routinely applied to all activities

At the time the CP was prepared the PRRO was to continue with separate submission to the EB and only recently were these submissions subjected to HQ commentary on the Commitments in line with all documentation going through project review. PRRO activities historically were not subjected to the degree of criticism given to development activities. Explicit reference to the Commitments only occurs in 1999. However, it appears to have been difficult to follow through with IP when the intended benefits generally are more suitable to a longer time frame than PRRO provides⁵³. This fact (on timeframes) is insufficiently considered when the PRRO is discussed⁵⁴.

b) Plan of Operations (PlanOps)

Early PlanOps reviewed do not explicitly mention women and refer to beneficiaries, households and other gender-blind terminology. Often these PlanOps are not revised when an activity is extended making it hard to change focus. Although PlanOps agreed during the review period show a shift in gender sensitivity, this is not necessarily within the PlanOps itself but within the documentation appended. The MIS PlanOps, extended post-1999 appraisal⁵⁵, remains a document dealing with arrangements for moving food. The GOSL is thus potentially unaware of the Commitments to Women policy and may question the shift in emphasis. There is no knowledge of these agreements below senior government officer level in Colombo. No explicit references to changes of implementation strategy are thus provided to IP. The process is dependent on WFP programme managers emphasising the requirements with IP and supporting the implementation changes.

Neither the project summary nor relevant policy documents (FAAD or Commitments) were attached to PlanOps for the Assistance to Settlers in the Uda Walawe Project⁵⁶ (April 2000), thus leaving the agreement with a heavy food disbursal tone and underplaying the community change dimensions.

⁵⁰ GOSL (1993) Demographic and Health Survey, GOSL (1995) National Health Survey

⁵¹ The Project Summary of the first phase of project 4521 already summarily refers to similar targets, for instance by saying that 35% to 40% of the labour force will be women and that more women will participate in the FOs. These are, however, not presented as part of a policy, but rather in the context of benefits for women.

⁵² World Food Programme (2001) Country Strategy Outline includes the Mother and Child Nutrition activity

⁵³ Dept. Social Services – discussion during evaluation at HQ and at field level.

⁵⁴ PRC comments suggest that malnutrition be reduced to below 10%, food security be addressed and opportunities given for improved livelihoods – all of which fit a developmental timeframe.

⁵⁵ World Food Programme and GOSL (2000) Planops for Community Managed Rehabilitation of Minor Irrigation Schemes

⁵⁶ World Food programme (2000) Plan of Operations agreed upon between DSR of Sri Lanka and the WFP concerning assistance to settlers in the Uda Walawe project (SRI 6107)

Project purpose includes specific reference to female-headed households having access to irrigated fields and resettlement packages with joint land ownership titles to be given to other households within the pilot phase. A small study on living conditions of women and their legal link to land is included⁵⁷. Conditionality has been applied so that extension beyond the pilot 1800 households is dependent on fulfilment of the female-headed households (FHH) and land titling arrangements. Reference is made to family rations and family land titles or other gender blind terminology within the “expected achievements”. The sole item referring to Commitment IV is “when and if appropriate data will be collected on a gender-segregated basis”⁵⁸.

The Uda Walawe Steering Committee has a representative from the Ministry of Women’s Affairs (MWA). This Ministry does not use a checklist approach to assessment of projects and, given the recent total changeover of senior staff, it was not possible to identify what process may have been applied earlier. The capacity of the MWA to analyse and critique a wide range of activities from many donor programmes is extremely limited. The document assumes that certain staff positions will be held by a man. Gender neutral language in legal agreements would assist recognition that there are no legal barriers to women or men being employed at senior level.

c) Memoranda/Letter of Understanding (MOU/LOU)

The CO has had two longstanding MOU with GOSL and these understandably contained no reference to women or gender when they were first prepared. The MOU with UNICEF refers to FAAD and emphasises women and children only in its context of the nutrition promotion programme⁵⁹. The EMOP (drought) LOU signed in December 2001 and the recent LOU signed under PRRO do explicitly refer to the Commitments.

A draft LOU exists with UNHCR. A recent LOU signed under PRRO⁶⁰ explicitly refers to Commitments as part of the agreement. While the bulk of the text refers to families without distinguishing between members other than the FHH, the Commitments are quoted within the text and refer to the food ration control by women and intended representation on general management committees and that at least 60% of members of food committees are women in welfare centres. However, gender disaggregation of data still assumes a physical count of beneficiary collection and distribution of ration rather than control and utilisation of food.

Before this time there is no evidence of documentation incorporating the Commitments beyond a general statement on the needs of women. Data disaggregation is referred to (counting beneficiaries mainly). Respondents refer to the fact that the legal framework of the MOU/LOU is established outside their control and that they are merely following a set format.

Several of the more recent agreements with IP/NGO have been formulated through operational contracts rather than LOU or PlanOps. Commitments are implicit in those seen.

d) Targeting

Early attempts⁶¹ to produce a Vulnerability Analysis and Mapping (VAM) system to assist with targeting and planning recognised the difficulties with non-comparability of secondary data available from a wide range of sources. The initial 18 indicators⁶² were reduced to 4 covering poverty and nutrition proxy data⁶³ and omitted any gender-specific statistics available. This gender blind approach

⁵⁷ This awaits completion of the baseline report by a local institution (HARTI) before commencement

⁵⁸ World Food Programme and GOSL (2000) Planops for Uda Walawe Resettlement. P 11

⁵⁹ World Food Programme (2001) WFP/UNICEF MOU on Nutritional Promotion Programme in Sri Lanka

⁶⁰ World Food Programme (2002) LOU for PRRO 10067 dated 5 March 2002 and Attachment 1, p.10

⁶¹ World Food Programme (undated – probably 1999) Notes from D Frankefort on selection of VAM indicators

⁶² Attempted in 1999-2000 covering a wide variety of socio-economic, geo-political and infrastructure elements.

⁶³ Per caput kcal consumption, percent below an income poverty line, percentage of under-5 year children <2 S.D weight for age and prevalence of low birth weight (< 2500g)

is not considered to be a problem for the application of VAM if a causal and functional analysis is then applied at District/Divisional level **prior** to any decision making for planning and targeting purposes. But there is a risk that the VAM will be used to justify a change in targeting or revisions to activities without an appreciation of what activities are likely to ameliorate the identified critical constraints⁶⁴ and which sub-populations may be benefited most through food aid. It is stated that Divisional analysis will form the basis for intra-district targeting⁶⁵ but there is no evidence yet that this can be achieved by the CO before the next CP is prepared.

The GOSL and other donors have taken a high level of interest in the methodology and its potential for criteria-based national planning to mitigate the political nature of much targeting of national and donor-funded activities over many years. WFP and FAO initiatives in mapping of vulnerability are appreciated within the donor community. It should be borne in mind that other agencies⁶⁶ have been using social profiling (not mapping) based on household targeting and that a combined initiative may prove advantageous for inclusion of gender dimensions. Survey data or reports on CP activities (e.g. mother and child nutrition MCN) could be incorporated but the process is not currently institutionalised.

The VAM process is intended to apply to the next CP (2002-2006). VAM has made an important contribution to the appreciation of the complex aetiology of poverty. It provides an opportunity to generate better data and, for Commitments, a chance to insert gender concerns. The improvement of secondary data sources with a gender dimension would be a welcome outcome of further development of VAM. The gender dimension of the VAM was present but did not form part of the secondary analysis. Outside the VAM context, targeting appears to be limited to *ad hoc* and an unsystematic application of a needs analysis apparently based on discussions with IP without criteria being established by either party. The GOSL nominates the “vulnerable” areas for WFP to “assess”. The process reportedly does not have a gender dimension.

e) Monitoring and Evaluation

Prior to the Commitments there is no evidence (CO files) that studies preceded any decisions or that routine secondary data was assessed. The activities followed the traditional view of food aid and concentrated on supply of commodities to people recognised as in need of assistance. An example is found in a summary of the CO programme in 1997 commenting that no nutrition data had been collected since the PRRO began in 1992⁶⁷. Recent changes in CO staffing and activities have brought a more analytical approach to the work being undertaken, partly due to the increasing demand from GOSL for assistance and the need to prioritise the scarce resources.

There is a lack of baseline and other studies prior to 1999. Extended activities appear to use the previous attained target as a baseline but the concept of a baseline is poorly understood⁶⁸ leading to potential use of estimates or desired attainment as a baseline (frequently expressed as a number). If women are considered this is then a split figure based on population. The team considers this to be unacceptable for planning and management purposes.

Similarly, there are no genuine impact studies in the CO. However, data recorded through various activities are substantial (e.g., indicators reported by IP). The data collected have questionable relevance to the lifestyle and livelihood changes being sought but concentrate on work-days, commodities and attendance figures (MIS) or numbers of selected recipients or training attendance (PRRO). Beneficiary contact monitoring (BCM) is virtually absent despite opportunity to record issues on the reporting formats⁶⁹. Staff shortages and work pressures are given as the reasons for this.

⁶⁴ It is also unclear exactly how these critical constraints will be identified and if that process will have gender elements

⁶⁵ World Food Programme (2001) Vulnerability Assessment to Food Insecurity in Sri Lanka – A WFP Methodology

⁶⁶ For instance, CARE International uses a Household Security model developed since the mid 1990s.

⁶⁷ World Food Programme (1997) File note re Project 5346

⁶⁸ World Food Programme GAP

⁶⁹ This appears to be better with MCN than MIS. PRRO data was unavailable to inspect.

The CO was unable to provide evidence of the systematic application of data for planning purposes.

4.3 Resources to Implement the Commitments to Women

In March 1997⁷⁰, COs were asked to submit proposals for funding plans and initiatives relating to “*Commitments to Women of the Programme to ensure gender equality in the distribution of benefits from WFP resources*”. There is no evidence that the CO requested funds although it would have strengthened the advocacy role through the recently established UN GTG. When a single donor contribution became available at the end of 1998 the GAF was restored, and COs could submit proposals for funding “*one-time expenditures which will contribute to the attainment of WFP’s Commitments to Women*”⁷¹. The CO submitted proposals for management training for women office bearers in the EC of the Farmers’ Organizations in areas assisted under the DP (MIS 4521) and to women in the camp committees under PRRO (IDP 5346). A further request was made for vocational training for female IDPs to be undertaken by NGOs (requested \$15,000 budget). Both proposals were approved by HQ⁷² and are shown in Annex 6.

The GTG has accessed funds from the Resident Coordinator (UNDP) for training purposes. The study undertaken in the Region (excluded Sri Lanka as a field study) was financed from ROBINS funds.

5. RELEVANCE, ACHIEVEMENTS AND IMPACT OF COMMITMENTS: FACILITATING AND CONSTRAINING FACTORS

5.1 Commitment I: Provide direct access to appropriate and adequate food

5.1.1 Relevance

Perceptions regarding the relevance of Commitment I/A are mixed, with the majority of respondents seeing no difference whether the husband or wife collects the food. This Commitment has a strategic relevance in that it enhances the status of the woman in the household as provider of an economic resource. There is a lack of understanding of underlying strategic policy objectives (other CW also suffer), i.e. *control* over the use of the food and not just the provision of it to the household. Misunderstandings of CW/I/A have led to some problems⁷³. There were occasional suggestions that resources should be allocated in greater part to men on the assumption that men need more food. This indicates a lack of understanding of the Commitments in both the practical and strategic terms.

Commitment I/B is considered relevant due to the reports of widespread micronutrient deficiency in Sri Lanka. It fits with the national policy on nutrition and the NPA⁷⁴. The MCN activity specifically covers the most vulnerable groups but other activities also require assessment by analysis of existing surveys⁷⁵.

Nutritional anaemia and iodine deficiency disorders are prevalent among women and girls and may be linked to overall malnutrition. Maternal malnutrition is a major cause of low birth weight (LBW) with 16.6% LBW births. The high prevalence of anaemia in infants 3 - 24 months coincides with a rise in stunting and wasting⁷⁶. Studies commissioned by WFP⁷⁷ confirm that micro nutrient deficiencies are

⁷⁰ World Food Programme (1997) circular dated 14 March 1997 from ODT to WFP Managers regarding the 1996/97 GAF

⁷¹ World Food Programme (1998) circular dated 30 November 1998 from the Assistant Executive Director

⁷² E-mail from the HQ Gender Adviser dated 19 February 1999.

⁷³ The Team encountered a misinterpretation of the rationale behind affixing women’s photographs to the ration card which has led to rations being withheld from a household if the woman card holder herself was absent.

⁷⁴ Government of Sri Lanka (1996) National Plan of Action For Women in Sri Lanka. Min.Trans’t Env’t & Women’s Affairs p 42.

⁷⁵ The Team accessed a summary nutrition situational analysis in 10 villages prepared by a partner NGO but this does not appear to cover micro-nutrient deficiencies, neither is the assessment method made clear as the data is presented only in tabular form. Other reports have been reviewed within the context of the MCN programme but not the wider activities.

⁷⁶ Marga Institute (1998) RETA Study on Child Malnutrition. Min. Plan Implementation /UNICEF /ADB and MARGA p 31

found in the IDP Welfare Centres. WFP support enhances the GOSL programmes such as Participatory National Nutrition Programme (PNIP), supplementary feeding (*Thripasha*) and nutrition awareness through various poverty alleviation programmes that are having variable impact. The World Bank NGO programme⁷⁸ focused on nutrition and poverty alleviation supports the relevance of CW/I/B.

The food basket is based on local foods and cooking habits and it represents an unusually complete basket sufficient for a complete ration.

5.1.2 Achievement

Women beneficiaries in the PRRO and development projects⁷⁹ are frequently the prime collectors of rations, with ration cards issued in their name and with their photograph. Otherwise the head of household or other male collects it. Men sometimes collect rations without apparent misuse or criticism and, given the social norm that women then utilise the food in any case, this highlights the strategic relevance of CW/I. All recipients interviewed were aware of their entitlement and are in general satisfied with the ration.

WFP provides Vitamin A additive (for the GOSL supplied coconut oil) and iodised salt (1999, 2001), and Corn Soy Blend (CSB) for the IDP programmes (Annex 10). CSB currently goes to children under 5-years of age (PRRO) but will soon follow the CP and be given to under-3's. It is also used for pregnant and lactating IDP women as occurs in most camp-based WFP programmes.

No apparent consultation with beneficiaries concerning the food basket was held, but the food mix in all activities is based on local eating habits. Compared with food baskets in other countries, including some with serious levels of food-insecurity, the commodity mix in Sri Lanka activities is more varied and balanced (rice, oil, pulses and sugar). The application of traditional cooking habits was enhanced when the GOSL replaced ghee by coconut oil. The only minus point that the team was informed about was that sometimes rice varieties are provided requiring an adaptation of cooking habit, a fact unknown to some camp committees and many women respondents.

5.1.3 Assessment of impact

Although limited in practical terms, CW/I permits a potential strategic visibility for women, and often the issuing of a ration card in their name is sufficient to raise their status. However, there is the risk that no further attempts are made to increase women's strategic position in, for instance, decision-making committees (which are seen as "political", thus "male" structures), as there is an insufficient motivation on the part of the IP to challenge conventional social norms and roles. More proactive advocacy by WFP would be needed to use the ration card as leverage for a further increase in women's strategic status. Even more important is the need to ensure that any strategic gain will be sustained once the WFP assistance is over, something that can only be measured through impact monitoring and advocacy.

The emphasis on food being issued to women and a concentration of monitoring activities on such quantitative factors also involve risks that (i) proper targeting of food (to the hungry poor) may be assumed to be less important than getting more women offered a ration (ii) targeting may be to women

⁷⁷ Selvadurai C.C.K-(undated) Survey of Nutritional Status of Children and Women in Welfare Centers of Trincomalee; Sivarajah N (2001). Nutritional Survey of Welfare Centres Jaffna District ;Kathirgamanathan M (2001) Nutritional status of the Children under 5 years Pregnant, Lactating Mothers and Adolescent girls in welfare centres in Mannar District; Ketheswaran. A(2001) A study on selected aspects of nutritional status of the children under five years, pregnant, lactating and non- pregnant mothers in selected welfare centres – Vavuniya District)

⁷⁸ World Bank programme entitled Community Programming Project.

⁷⁹ Records received from the authorities of MIS in Hambantota district, throughout the period 1997 – 2001 show women workers & card holders represented between 55-65 % of the total number of card holders. DAD data (Colombo) indicate that 60% of all MIS food recipients from Jan.'00 to July '01 were women. In other projects (Uda Walawe settlers, IDP/PRRO) ration cards are issued in the name of the senior woman.

but men are acceptable when “of course” women use the food, and (iii) a potential for increased burden to women if there is a time and labour opportunity cost to consider. This would need to be confirmed through monitoring. Monitors are not employed in this CO as the Government agencies take this responsibility.

As insufficient data is available regarding the nutritional impact of WFP’s current activities the impact of this CW/I/B is unknown, partly due to the absence of required baselines - particularly for PRRO. Any reported complacency when numerical targets are met may be avoided when a more strategic framework is applied emphasising “empowerment” or nutritional impact.

5.2 Commitment II: Take measures to ensure women’s equal access to full participation in power structures and decision-making.

5.2.1 Relevance

This Commitment is relevant to both the PRRO⁸⁰ and development activities. It fits with the NPA and other GOSL policies related to the involvement of women in economic and political spheres. Article 2 of the Women’s Charter imposes an obligation on the state to take all appropriate measures to eliminate discrimination against women in the public and private sector. Article 3 provides that the state shall take all appropriate measures to participate in the work and activities of international organizations.⁸¹ The recent advances for women employees within WFP therefore conform to the national policy of the GOSL. The NPA recognises that the very poor representation of women at decision-making levels has had an adverse impact as women’s rights fail to get recognition as an integral component of human rights. The NPA recommendations to raise the proportion of women decision makers in both the private and public sector⁸² is supported by CW/II. However, some IP believe that women’s involvement in a FO is irrelevant due to its political nature, their perceived inability⁸³ to discuss technical matters or to deal with difficult farmers.

CW/II/B is relevant, as the proportion of women (especially with senior managerial functions) is still low. For both WFP and IP, CW/II/B should be relatively easy to achieve in view of the historically high educational achievements of women but, regrettably, it has been difficult and is subject to strong cultural and socially determined barriers reinforced by both men and many women. Local activists⁸⁴ consider that women visibly functioning confidently and efficiently at a senior level provide a role model worth many times that of pro-women talks and career information booklets.

5.2.2 Achievement

In the PRRO, women are included in food committees often because it is a condition for WFP food assistance, but women are not regularly involved in decision-making. Where women were found to be full members of a committee it was, on occasion, found that the committee is irrelevant due to the existence of an alternate decision-making body consisting of the elite. In any case, under the PRRO there are few food management committees where women have played a role. Food management may be subsumed under a broader camp management committee generally made up from elders and clique representatives that would exclude women. In some cases the committee doubled as a mosque committee, automatically excluding women from participation.

⁸⁰ Food management committees in some camps may have a questionable role reducing the practicality and usefulness of this Commitments (not necessarily reducing the relevance)

⁸¹ Government of Sri Lanka (1993) Women’s Charter. Ministry of Health and Women’s Affairs

⁸² Government of Sri Lanka (1996) National Plan of Action For Women in Sri Lanka page 25.

⁸³ This is also a reason why women may be offered the Treasurer position on the EC as they show skill (after training) and are good financial managers

⁸⁴ CENWOR discussion

In the MIS a recent change shows that more women were elected to FO than before, some of them in executive positions⁸⁵. Often, women who are leaders of a Women's Society are selected as a member of the EC as they have some management and leadership experience. Likewise, EC members are elected from among the canal sector leaders having leadership experience. As an EC role is usually for a year there is often no build up of a critical mass of women experienced in management. Considered to be a male bastion to discuss issues related to land and water management, the women may prefer to focus on interests such as community health, education etc. These are, however, mostly dealt with by separate Women Societies, without formal influence or power. In general there seems to be no resistance in the communities against women membership (if they pay their full fee), apart from traditional societal gender-specific norms. However, CW/II/A envisages a *lead* role for women. Awareness, gender sensitivity and management training for communities have resulted in some slow change. Some women reportedly sought to have men involved in the training on the basis that they were the people needing to hear the message. However, many women did not give the impression that they have considered membership of EC despite regular contact with IP support staff who have been trained in the WFP approach.

The MCN programme concentrates its activity on women and children. There has been little need to challenge prevailing societal norms.

In respect of CW/II/B the number of women in senior positions in the CO has increased from 2 in 1996 (15 staff) to 4 in 2001 (20 staff), an increase from 13% to 20% of total staff (50% of the professionals). The CO appears to have attempted to recruit female candidates for posts without compromising its mandate. Recent female appointees were not the result of affirmative action. Documented evidence⁸⁶ regarding the process in which male candidates were selected for two posts (advertised in November 2000⁸⁷) indicates that the selection process was transparent, with shortlisting criteria covering a good range of essential qualifications, and following the usual practice of Panel Interviews. The differences in qualifications between the eventually selected male candidates and the best-ranked female candidates would not have justified the selection of female candidates. More women applications might have been received had the vacancy announcement specified WFP's preference for female candidates. By contrast, the recruitment of a female officer in 2001 (the only female applicant) led to some questions within the CO over a perceived lack of process / transparency. Not all observers consider that process / transparency was lacking in the above case and there is nothing in the written records to suggest that due process was not followed.

Regarding IP, a view prevails that gender is not a serious issue and resistance is still apparent despite sensitizing senior managers (mostly male) early during the Commitments period. However, women themselves seem sometimes caught in restrictive social norms, thus self-limiting their taking up of functions that differ from what is expected. This is evident in the MWA where serious institutional problems and concentration on training activities is to the detriment of strategy development. The general lack of assertiveness by women in dealing with WFP programmes is also apparent in all IP, particularly at the important field level. A recent trend (in MIS) to replace Institutional Organizers (IO) by Agricultural Research and Production Assistants (ARPA) who may have specific knowledge of some technical issues, but lack the social (and gender) skills of the IO, may put at risk the social dimensions of MIS activities.

5.2.3 Assessment of impact

The discussion about women assuming roles hitherto in the male domain, coupled with gender sensitivity training has provoked community level discussion on gender roles. This is a positive impact. However, strategic gains may not be sustained after the phase out of WFP assistance. This is

⁸⁵ Evidence from documents in Colombo and field visits. Under the 2000 –2001 MIS schemes in 17 districts, 25% of FO members were women, but with only 73 women as either President, Secretary or Treasurer. New schemes show lower membership (back to 20%) but with 90 women on the three executive positions.

⁸⁶ WFP (2001) memorandum to UNDP APP (a) re TC/IT post (Manjula) and (b) re PA post (Nihmath) – both male

⁸⁷ WFP (2000) Vacancy Announcement in the Sunday Observer of 12 November 2000

especially possible in the FO. High turnover of women in organisations may undermine training approaches and yet, at the same time, more women need to gain leadership skills. Women's organisations appear better able to develop a leadership base than the FO groups (anecdotal evidence). PRRO records of impact or even regular BCM were not able to be located. Field visits to PRRO suggest that the impact may be tenuous.

CW/II/B is probably the most controversial Commitment especially for a local CO. Raising (senior male manager's) awareness and ensuring transparent HR and operational practices are essential to good working relations within the office. Similarly, awareness that women are required to improve BCM and programme activities appears low in IP. Most IP have women staff but they are not in positions where gender role modelling may be advanced. They are well accepted in community development roles. Other women function as traditional bureaucrats. The impact of CW/II/B has proved minimal outside the CO but has been positive within the CO.

5.3 Commitment III: Take positive action to facilitate women's equal access to resources, employment, markets and trade

5.3.1 Relevance

Many respondents believe this Commitment is particularly relevant to Sri Lanka development programmes. Agencies often seek to support women's inclusion into the mainstream economy and labour markets due to their perceived better management of resources for household benefit. Articles 10–12 of The Women's Charter⁸⁸ states that women should have equal access to employment as well as training and other resources such as land, agricultural credit, marketing facilities, extension services and technology. In addition, Article 10(ii) lays down that the State shall redefine the term 'head of household' so as to ensure that women's contribution to the household is recognised and they have equal access with men to all state development programmes, distribution of benefits and entailed responsibilities.

The existing legal framework on land rights in the context of state grants of public lands to citizens discriminates against women in law and in practice. State action is required to bring laws in line with the equality provision in the Constitution⁸⁹. However, as in many other areas, these "rights" have yet to receive endorsement at the political level reflecting a lack of will to reform obstructive legislation and create a more conducive environment for women. This negatively affects attainment of even limited access to resources and services, particularly in the more disadvantaged areas.

Most key respondents believed the entire CW/III to be less applicable to the old-style PRRO that focused on food ration alone but increasingly relevant within the approach developed since late 1999 involving supplementary activities targeting women. CW/III/B is believed to be not applicable to Sri Lanka given that access to education remains without gender bias and that there is a high uptake of schooling and other educational opportunities by girls. But further questioning suggests that there remains considerable resistance in some quarters to implementing other elements of CW/III on the grounds of societal norms and practices that reinforce the predominant domestic role of women. Women's lobby groups have long campaigned for agencies such as WFP to support non-traditional and challenging programmes for women rather than continue with the small-scale, low status activities common in the 1980s.

The relevance of the specific percentage targets is questioned. Providing a physical target allows IP to limit attention to that figure rather than the more important strategic intent and may indeed lead to complacency where many believe it is relatively easy to dictate that 60% of programme resources reach women and girls given the numbers of women receiving food in PRRO, MCN and FFW activities. Conflicting views exist within WFP. Giving women a ration of less return than a monetary

⁸⁸ Ministry of Health and Women's Affairs (1993). Women's Charter: Government of Sri Lanka, Colombo

⁸⁹ CENWOR (2001) Sri Lanka Shadow Report on the UN CEDAW p.6.

wage could be exploitative and may undermine their status rather than improve it, but it also allows the poorer households to access something rather than nothing. However, some WFP staff, despite gender training, still holds socially conditioned views on women's preferred (domestic) lifestyle, less capacity to work hard or their lower desire to change. Under these circumstances the CW/III is highly relevant.

Some IP staff suggested that targets are only helpful when there are no implementation constraints within the agency otherwise it may be theoretically relevant but practically impossible to achieve. One worrying response from professionals within an IP suggests that some (men) believe CW/III/ is relevant because women have so much free time anyway and should use it in relation to household activities. These people had received gender training and had reportedly later acted as field trainers.

Additional questions were raised by IP over the meaning of CW/III/C with a range of interpretation being given. The 25% target is believed to be far too low if WFP also intends that irrigated land, diversified cropping practices together with the resulting assets from vocational programmes are to be allocated to women by preference. This suggested definition of "controlled by women" created some animated discussion within communities but few people in fact challenged its relevance.

WFP staff have conflicting attitudes concerning CW/III/D. Some believe that WFP has insufficient leverage whereas others believe additional food aid is already sourced through leverage. Neither group discussed the condition implied (to improve the condition of women).

5.3.2 Achievement

CO estimates that almost 60% of its programme resources go to women through an increasingly wide range of activities. Since 1996 there has been a significant achievement in moving away from a limited appreciation of what is possible under CW/III, especially under the CP. The earlier assumption that FFW would be sufficient to reduce vulnerability and that the "asset" created would automatically benefit women (part of a farming household) has shifted to one where the approach to the same situational analysis moved to a community perspective and one where women's access to resources is considered. The assets created provide supplementary income for women as well as men but the data is inadequate to judge to what degree or under what circumstances this happens. Other reports show that the tanks have the anticipated benefits of better access to domestic as well as irrigation water, more food is produced in irrigated and home gardens and households have generated more income as part of their multiple coping strategies. This is notably the case in dry zones. There were limited data to support these reports.

It can not be assumed that women's work is automatically empowering⁹⁰ and the balancing act between women's domestic and economic roles may be creating its own pressure⁹¹. Both major and minor irrigation schemes had similar objectives, intended outputs, inputs and indicators. Since WFP incorporated the Commitments and IP translated these into circulars for staff to take action in relation to specific activities. There has been an increase in the numbers of women accessing ancillary women's groups for economic purposes from both projects. Some of these were supported by government agencies, others by NGOs. Similar micro-enterprise activities were started. Attention to market viability and product quality appears to be less frequently discussed by IP but is a widely expressed concern by group members⁹².

⁹⁰ World Food Programme (2001) Gender Impact of Food-for-work Activities in S. Asia. Regional Office, New Delhi

⁹¹ Reported during field trip but unevidenced.

⁹² The use of participatory planning, including the concept of client choice, has had an unfortunate by-product in that many groups/individuals can not make an informed choice concerning production of goods in a highly price-sensitive market and they are often unaware of alternative opportunities. Traditional craft products or small livestock activities are often seen as first choice. Such home-based IGA is essentially of marginal value unless labour is discounted. Access to raw materials, control of cash-flow and product presentation/ marketing are usually key factors in the high failure rate.

Given the opportunities supported by WFP since 1996 (and prior) it is surprising to find many women's groups unable to function without external support. Many meet but have no plans; most still have a minimal capital base or are not accessing relevant business training. However, individual success stories exist. Success stories also exist in communities that have *not* been involved in food aid supported groups. Data are insufficient to permit analysis of their success or failure.

Many respondents suggest that a major benefit of WFP support is that they can get cash payment (from GOSL) and food (WFP) during the agricultural lean season and, in the process, helping create some assets. Not all have the capacity or want to become entrepreneurs. Young people are seeking waged employment rather than self-employment and the situation in many rural areas suggests that Commitments would be more acceptable if it would support youth employment generation through FFW. Other donor reports⁹³ suggest that many youth (male), especially those with O/A level education would not want to work on FFW projects. Alternative approaches are needed.

Consideration of CW/III under PRRO is a recent exercise and one that can not be fairly assessed at this time. However, lessons from the longer running programmes have been taken into account and the IP selected appear to be enthusiastically supporting the thrust on asset creation and control by women. Early indications suggest that regular monitoring will be needed to ensure appropriate targeting to poorer households and that linkages are facilitated for women to benefit sufficiently to make it worth spending their time on various small activities. These linkages need to be sustained long enough for individuals to gain confidence.

In conflict-affected zones the ability of resettled or traumatised women to move beyond their immediate community may be limited. In such cases it appears that market access remains male-mediated. This is not considered a problem at this stage of programme development but the package of interventions being offered through IP requires careful management by WFP to ensure the critical constraints are recognised, attended to, monitored and recorded. Over the past 2 years the Commitments have been integrated into the planning of these activities.

Control over assets raises different issues. Respondents in some areas suggest that violence within households is high with alcoholism, tobacco, drug use and gambling on the increase. Some farmers resort to suicide when crops fail. Placing assets with women may improve the chances that the benefit will go to the household but it does nothing to build confidence of the men who remain the major decision makers and controllers of assets. Without ensuring men's support for the process and to encourage their interaction where necessary it is unlikely that women's activities will progress within the short-term given that the requirement for credit, start-up funds and networks remain male-mediated. The considerable experience and expertise of agencies such as Agromart⁹⁴ suggests a model requires considerable flexibility to respond to opportunity and need. Attention to the provision of active, competence-based training appears to be a common feature of successful agencies. Training opportunities offered under the CP remain very limited in focus and farmer groups suggest there may have been difficulties accessing these at suitable times of the growing season or during a day. Other issues raised by farmers, particularly women, suggest that some IP have developed a degree of complacency regarding the purpose of funds from WFP to support Commitments. There is insufficient evidence from recent PRRO to assess achievements in this regard.

Leverage is perceived to function only at central level (CW/III/D). WFP actively participates in the GTG within the UN and the CO attempts to advocate for resources to support specific activities within the CP/PRRO. However, after 19 years of debilitating and costly civil conflict there is little chance of additional GOSL funds being applied to support the NFI requirements. Funding from USA supports a large number of activities (Annex 5) to meet specific needs within the PRRO or CP activities related to MCN.

⁹³ ADB (2000) Community Development Aspects of S. Province Regional Economic Advancement Project, World Bank (1999)

⁹⁴ Agromart (2000) Annual Report and other publications

5.3.3 Assessment of impact

Two of the long-standing CP/PRRO activities may have had a different impact that was related to the staffing situation of the IP. One agency continues to support communities after WFP food aid finished whereas the other is dependent on temporary female staff to maintain community organisations and bring in additional services to the food aid package. Thus one IP can at least theoretically partially maintain the cycle of training and develop networks whereas there is a chance that the other approach will result in the loss of hard-won gains unless another agency can build on the base. In the latter case the change in staff allocation to the WFP activities following reassignment of ex-Samurdhi⁹⁵ workers as agricultural research and production assistants (ARPA) (Annex 14) may expose the critical social growth elements to risk given that their role excludes key elements of interest to WFP, specifically those related to Commitments. It is impossible at this stage to determine if these potential replacements of IO (as permanent staff, whereas IO have always been temporary) justify further risk analysis in the absence of suitable disaggregated data.

Data are also inadequate to confirm the report that women beneficiaries are more assertive, claim their rights to services and interact effectively with IP. Similarly there was a report of positive impact on the IP staff in several agencies. It appears that through working with WFP some staff have been exposed for the first time to concepts related to Commitments.

Field staff report positive impact from some of the training programs received. Management and book keeping training were reported as being more relevant and useful than specific skill training. Training appears to generate additional respect from the household regardless of economic advantage. Savings are reported to be of less value⁹⁶ to women. However, many small savings groups had apparently evolved without project assistance as a result of the model being seen locally. Attempts to visit this group were unsuccessful, as they had travelled to the local town for banking.

Similar anecdotal impact is suggested in relation to improved food security and sustainable livelihoods intended through application of the Commitments (within FAAD). However, in the absence of trends from a proper baseline or case studies featuring group members, such claims can not be substantiated.

5.4 Commitment IV: Generate and disseminate gender-disaggregated data and information for planning and evaluation.

5.4.1 Relevance

All respondents mentioned this Commitment as a key requirement for planning, implementation, monitoring and measuring benefit or impact. It is relevant to all WFP operations. It also fits with Article 12(v) of the Women's Charter that recognises the importance of collecting and disseminating gender disaggregated data⁹⁷. The NPA also realises the lack of systematic collection and distribution of quantitative and qualitative data on women as a problem for national planners⁹⁸.

Under EMOP there may be less relevance in insisting that disaggregated data be made available prior to approval for ration distribution. IP working with PRRO could not see such relevance if WFP only wants to know numbers of women or men involved but were supportive if data are going to show how

⁹⁵ Samurdhi is the main GOSL poverty alleviation programme with both welfare and small group enterprise approached. The latter are supported by savings and loans. Many Samurdhi staff are young Arts graduates.

⁹⁶ Group savings of under 1000 SLR in a 2 year period were reported by all groups visited. The use of revolving internal credit has yet to be applied in most instances except where a NGO was adding to the capital base and assisting with the business application.

⁹⁷ Government of Sri Lanka (1993) Women's Charter. Ministry of Health and Women's Affairs. Colombo.

⁹⁸ Government of Sri Lanka (1996) National Plan of Action For Women in Sri Lanka. Min. Tran't, Env't & Women's Affairs p.32.

rations are utilised. Unfortunately, CW/IV itself suggests an emphasis on quantitative reporting and neglects to cover the strategically important qualitative requirements pertaining to Commitments.

NGO personnel and more field experienced staff appeared to greatly appreciate the relevance of CW/IV and had suggestions for improvement. Some WFP staff consider that the conventional monitoring approach being used leads to problems in measuring the share of benefit going to women.

5.4.2 Achievement

On the basis of the published Commitments it initially appears that all activities comply with CW/IV. But that would be totally misreading the spirit of the Commitments and leads to an inability to assess any of the Commitments. There is a wealth of “data” in the CO and IP from ongoing activities that started many years ago. Impact of these activities is virtually unknown, as there has been neither systematic use of reported data nor an analytical framework directed to improving planning and programming. This not only applies to this policy but it is of concern due to the overwhelming preponderance of reported *numbers* of females /males involved in first level actions⁹⁹ and the absence of other critical data. A lax approach to data management also means that trends are not readily apparent nor can data be linked across activities to show the relevance of WFP action in a geographical area or the potential impact suitable for advocacy purposes. These perceived difficulties affect both the implementation of, and responsiveness to, the Commitments and affect the entire CO operations. Cross-cutting issues, such as the Commitments, are particularly affected.

WFP staff have been trained and exposed to various methodologies for data management¹⁰⁰. The emphasis in the CO remains traditional despite options being available through use of various tools. This links to limited CO accountability to show impact of activities being managed. IP systems almost totally rely on numerical targets and results. Presenting incomplete reports or below-target figures is considered potentially damaging to an IP service career. Similarly, the CO concentrates on using reports to make necessary calculations for food distribution and management rather than seek to meet the development objectives of the activities by using monitoring findings to eliminate apparent constraints. Follow-up of reports and data is reportedly limited to these matters.

Details required to monitor achievements, elaborate trends and manage technical and social profiles (among other BCM tasks) requires a mixture of qualitative and quantitative reporting and is lacking. Even where reports are giving some elements of qualitative concern, there is no analysis of the issue or reporting it to WFP. Individual field staff may also not keep copies of the reports so may themselves be unaware of the trends they are helping create. However, given that most reporting formats are lengthy and take time to complete it is understandable that there is resistance to potential additional demands. A workable system would require adjustments using all available management tools. PRRO reports in the CO were not made available to the team on time. Reports from NGOs dealing with subsidiary activities related to PRRO were collected from NGOs.

IP staff who were not perhaps comfortable with the push for “women activities” in the early days of the Commitments have acknowledged that they now see the reason why it was needed and are happy to include women in activities and attend to the more immediate needs of the activity appropriately. The differences in problems experienced by men and women seems to be accepted. Many remain unaware of the strategic focus of Commitments. The data set is the required product rather than any down stream benefit to the women and her household.

The best place to find the kind of data intended to reflect the Commitments appears to be the notes from field visits where specific issues may be identified. These file notes follow no standardised format.

⁹⁹ These include numbers of f/m undertaking FFW, attending a course, receiving ration or selected/elected to a committee.

¹⁰⁰ Including logframe, results based management and, most recently, a results chain approach adapted for the PRRO.

5.4.3 Assessment of impact

The result is an array of material counting women and men involved with long-term activities, particularly MIS or camp feeding. The absence of a systematic data management approach limits the team's capacity to assess impact. This is reinforced by the limited availability of qualitative material. Most IP staff, especially those at senior levels, retain a view that gender equates to counting women in activities.

It is possible for field staff to place women in required committee roles, arrange training, allocate FFW ration, or provide support for supplementary activities without negotiating the roles and activities and entering into a dialogue with the wider community and their household in particular as to the rationale for the actions. An opportunity is thereby lost. Reporting on implementation is not supplemented with reporting on the creation, utilisation or maintenance of assets.

The deficiencies in the overall data management system probably have the greatest negative impact on the Sri Lanka CO capacity to provide evidence of the effective management of each activity and assessing outcomes and trends. WFP appears not to utilise risk analysis and management tools that, in the absence of a systematic approach to planning and evaluation using generated data, could be expected to deliver a shortlist of criteria against which progress could be measured for a complex policy such as Commitments to Women.

5.5 Commitment V: Improve accountability on actions taken

5.5.1. Relevance

Not all respondents felt able to respond to questions on this Commitment and many found it confusing. Few have paid it much attention as the Commitments were not widely disseminated or explicitly discussed.

Respondents of both WFP and IP believe that accountability is crucial to effective implementation of the Commitments but that there is no clarity in respect of to whom or where accountability is to be directed. For WFP managers the issue is perceived in terms of the MAP tool (which is itself subject to debate over the process used) and ultimate accountability of the CO to the EB. Some programme staff tend to consider the CD as having primary responsibility for the Commitments, but, at the same time, they also accept that their role places them in an important intermediary role with IP and that they need to consider the question in terms of overall programming and not just Commitments. Some believe this is merely rhetorical or should be culturally attuned or else it will not assist addressing the causal factors. Its relevance in the CO can be seen, as being in doubt when a Gender Self-analysis¹⁰¹ suggested CW/V was "not applicable"

Most IP managers believe they are accountable to GOSL rather than WFP in implementation of the programme. The only responsibility they perceived as being relevant to WFP was to complete reporting tables in a timely manner and deliver the food items. This was particularly true with the PRRO-linked IP.

5.5.2 Achievements

Accountability is not explicitly reflected in earlier MOU/LOU or PlanOps but there are indications that the issue could be promoted within recent agreements where the Commitments are included. Accountability for food management and distribution is clearer than the key change indicators required to substantiate the developmental focus of many of WFP activities. Indeed, without accountability to produce social change linked to Commitments it will be hard to justify the continuation of some programme activities to donors.

¹⁰¹ World Food Programme (2000?) Self-assessment Gender Survey

Partners have noted the shift to activities targeting women even if they were not informed of the Commitments. Women's issues and a WID approach still dominate thinking at field level and WFP has inadequately promoted the strategic intent of the PRRO/CP to the detriment of the outcomes. WFP staff suggest they need additional training to handle the Commitments. This may be true but training in "gender" has been given even though it may not have always been client-specific or focused on the interpretation and constraints to applying the Commitments. The policy was not explicit in the induction for new staff even though a summary was given. This is an ideal time to inculcate the key issues and foster accountability. Long-standing staff appear relatively less comfortable with the strategic intent than perhaps later recruited staff (many of whom are female and possibly already more gender-aware). Most CO staff suggested that the period 1996 – 2001 was one where office practices limited discussion on operational matters with senior management.

Working with women is seen more as a Conditionality clause by IP and community groups alike. IP staff suggest that reporting Commitment-linked issues, stating problems or reasons for inappropriate targeting, may lead to trouble within their agency or subject them to penalty. This issue could be seen as an advocacy measure to permit better and more reliable data collection, especially the critical qualitative indicators.

MAP is the sole management tool used for accountability. Without inclusion of the Commitments in MAP there is no internal system to ensure accountability. The exception to this is the ED instruction on recruitment of women¹⁰² (CW/II/B) where managers' performance is explicitly assessed within the MAP.

Alternative views of "accountability" surface when beneficiaries suggest to IP that there are errors (lack of transparency perhaps) or problems to be resolved. Their perception suggests that the IP is responsible for entitlements and WFP is responsible to deliver the food. Recent problems of food shortage in camps emphasises these different views on accountability. However, the absence of transparent phase-out strategies in all activities is likely to lead not only to undesirable dependence but undermines the entire WFP strategy of feeding the hungry poor to *enable* development. Moving toward a "recovery" mode (PRRO) or prioritising seriously disadvantaged areas/populations (CP) requires an open dialogue with GOSL/IP with transparent criteria, possibly using VAM as a basis.

5.5.3 Assessment of impact

While most WFP managers and staff are generally aware of Commitments, the absence of guidelines, strategies and appropriate management tools make assessment of potential impact problematic. An emphasis on recruitment of women for WFP as a strategy risks diverting attention from the more strategic elements of the activities and risks limiting responsibility to senior managers. In the absence of systematic application of the Commitments, continuity in implementation and transparency in meeting the contractual criteria with IP, the impact of CW/V remains in doubt.

6. CONCLUSIONS

6.1 Relevance.

6.1.1 Based on the team's findings in-country, the Commitments to Women were relevant when introduced in 1996 and remain so. They are compatible with Sri Lanka's overall policy direction and specifically support the Women's Charter and the NPA in areas related to economic and personal growth.

6.1.2 The Commitments are a blend of practical and strategic goals requiring national interpretation with locally developed targets to meet (or exceed) the global target. The achievement of practical and

¹⁰² World Food Programme (1997) Executive Director Circular dated 7 February 1997

strategic objectives has not been given a realistic time frame given that strategic needs may take longer to achieve. This has affected the differing perception of some IP on the WFP position concerning relevance.

6.1.3 Lack of appreciation of the underlying concepts and possible misunderstanding during the early years appear to have resulted from an absence of policy translation of into a comprehensive strategy/policy in consultation with the (then) IP. The situation may have improved when a new policy (Enabling Development) gave relevance to the Commitments in an explicit manner. This latter policy received strong institutional support. Thus, since 1999, relevance moved from general issues to an opportunity for better programming within the planning and programming cycle. (CW/I/A, CW/II/A, CW/III and CW/IV)

6.1.4 Sri Lankan socio-cultural norms limit the full realization of women's participation in all spheres of society (emanating from many women and men). The policy has provided a useful entry point for discussion with IP and increased the options available to WFP in the development of a nationally relevant programme within the CSO. (CW/II, CW/III)

6.1.5 IP have willingly adopted the CW requirements as spelled out by WFP within programme targets (especially those with numerical or physical targets) although they retain some questions on relevance of specific Commitments (CW/I, CW/II/A, CW/IV). The question remains as to how the CO has systematically integrated the policy into its work. In particular, the crucial requirements on accountability and data management require attention. (CW/IV, CW/V)

6.1.6 Two inconsistencies appear to have affected the adoption of the policy and led to questions of relevance by IP and CO. First, the emphasis on numerical information and physical targeting (CW/III, CW/IV) undermines the overall strategic objective, and, second, internal inconsistency pointed out by IP where a Commitment reflecting power structures and decision making (CW/II) is expressed in terms of food management committees and assets created by FFW. There is also insufficient explanation of several elements that raise questions of relevance, especially with IP.

6.2 Achievements

6.2.1 There has been a noticeable change in thinking about the role of women in the WFP activities and CO management since 1996. This positive shift has become more pronounced and operationalised following the introduction of FAAD in 1999. This has a strong pro-women focus and was more strongly supported by training, management tools and advice to CO than was provided for the Commitments.

6.2.2 CO documents, including the recent CP and PRRO, inadequately reflect the totality of the policy but rather reflect an ongoing emphasis on benefits for women in existing project activities and targets in line with the FAAD objectives. The process however, is proceeding in the desired direction and it is recognised that incorporating cross-cutting issues such as gender is an evolutionary process.

6.2.3 Positive achievements at CO have come through individual commitment and revision of programme strategies. Institutional support mechanisms have generally been weak for the oversight and management of a major policy. Mainstreaming the gender dimensions of activities appears to be more controversial and difficult than mainstreaming, for example, poverty issues.

6.2.4 The relevance of CW/II/B was accepted early in the policy period and attempts were made to increase the numbers of women professionals in the organisation (both national and international). It is apparent that most women appointed have been successful without the need for affirmative action. This reflects the high numbers of experienced and capable women in the local labour market.

6.2.5 Detailed correspondence exists on activities for EB submission but there is a notable lack of documentation reflecting guidance from HQ on detailed operationalisation of the Commitments. This

may be partially a result of the small number of people responsible for this large cross cutting task within HQ. The lack of supporting management tools from HQ may have slowed the dissemination to IP. A proactive training programme for IP and WFP staff was absent. This may be one reason for the absence of a systematic and practical approach to the Commitments in line with the main agenda.

6.2.6 There appears to be no guidance or assessment tool for manager's performance related to adherence to the Commitments other than the MAP. However, its practical usefulness depends on the process applied. Accountability is currently limited to senior managers and ignores the need for accountability through advocacy to local authorities (or to communities through meeting realistic objectives). Other tools (e.g. GAP) may be irrelevant to the planning process applied in the CO and not applicable to the IP unless in a language (technical and semantic) that makes sense. The CP/PRRO documents are tools that are more practical.

6.2.7 The CO may have inadvertently given insufficiently attention to the socio-cultural dimensions of community livelihoods. These concerns require an approach that analyses the issues (e.g. application of social profiling, examination of livelihood strategies, analysis of responses during gender training). The current generalist approach permits the ongoing dominance of traditional, conservative and gender-blind practices sometimes seen. Incomplete profiling and needs analysis may also result in women's (strategic) needs not being fully recognised and addressed. The skills base within the CO and the IP may be limited in these areas thus forcing the CO to look for alternative funding mechanisms to achieve the objectives. So far, this appears to have been overlooked by both CO and IP.

6.2.8 There is a great need for qualitative gender-disaggregated data. The policy itself emphasized quantitative targets despite the fact that qualitative change was being sought. This has led to confusion with IP and WFP as there is inconsistency in MOU/LOU or PlanOps regarding the policy-related obligations.

6.2.9 Absence of base-line data and inappropriate reporting and monitoring makes recognition of trends extremely difficult to assess (CW/I/B, CW/IIA/C) and it is unclear if the reported data is used for planning purposes. No evidence has been found to show that data management has a clear purpose (whether linked to the Commitments or otherwise). VAM has been developed in Sri Lanka to assist this planning process and has made good progress (from a slow start). Unfortunately the data sets are gender-blind and therefore limit the applicability of VAM for CW and rely on (aggregated) proxy data for poverty and nutritional status.

6.2.10 The advocacy role of WFP for CW has remained a weakness in the overall programme since 1996. However, specific advocacy for strategic changes (such as is now occurring with the Land Titles study) requires to be in the context of the overall CO strategy where an issue is identified as a critical constraint. The advocacy role within the UN has been shown through leadership in the GTG despite the absence of funding for any significant activity.

6.2.11 The number of women in senior CO positions has increased over the review period from 2 to 4 in an office of 20 personnel (CW/II/B). This recent change is making a positive difference to work practices and process. The advocacy for gender equity among IP is less apparent.

6.2.12 There is no systematic training for CO staff or IP in subject matter and skills needed to implement the Commitments. Gender training given to date was appreciated by recipients but appears unlinked to programming. Gender training created awareness on practical needs of women and sometimes women's strategic interests in a FO. Training of TOTs and IO is reported to have helped sustainability and behavioural change in some communities. In the absence of follow-up to training and even a simple evaluation, the impact is hard to assess. PRRO achievements in the review period are few.

6.2.13 Many of the developmental elements of the Commitments require additional funding (e.g. for activities, revolving funds, training) that comes from the overall budgetary allocation. Resource limitations therefore create serious implications for addressing this policy.

6.3 Impact

6.3.1 The Commitments appear to have had a positive impact on both staff and beneficiaries, and has forced some revision of programming strategies. The following statements are made subject to the proviso that the team has only indicative evidence in many matters and relied on CO/IP verbal testimony at times.

6.3.2 Impact is limited by the traditional values being applied in the absence of a more empowering approach, especially regarding women active in decision making situations, asset creation and skill training. Women's reproductive and social roles take precedence over the economic and political roles. Incomplete profiling and needs analysis may still result in women's needs not being fully addressed.

6.3.3 Sri Lankan women are increasing their demands for basic rights and access to resources and services. Many government and NGO programs now target women in areas where WFP is assisting. Thus, it is difficult to determine impact from application of food-assisted development or the Commitments when WFP is not the sole change agent. Measurement of a catalytic role is difficult.

6.3.4 The absence of baselines or acceptable benchmarks against which to assess impact leads to unsubstantiated assumptions about the benefits of some activities to women. Written material can transfer from document to document often without reference to either field reports or external studies and may be anecdotal (also a matter of concern for this team). Myth may therefore undermine the planning cycle and the capacity to respond flexibly to any specific field situation.

6.3.5 The development of VAM provides an opportunity for planning and targeting that has wider implications beyond just WFP and the IP. The impact for the Commitments is less certain because the recommended indicators remain gender blind. There is a chance that VAM will determine priorities for WFP and yet fail to meet gendered objectives.

6.3.6 Although there has been a discernible move to review reporting and M&E from a gender perspective, the impact has been to confuse IP (and some WFP staff) over the purpose of data collection and management. The current system of, for example, numerical reporting of FFW and training attendance by sex has potentially given rise to an unfortunate perception that this is the extent of WFP's requirement.

6.3.7 There is positive improvement in the level of respect women may receive when they have access to economic assets or control an asset (including the food ration). The Commitments have enhanced the potential strategic visibility of women and already encourages women's visibility through direct targeting on ECs and ensures visibility through the ration cards. Experience of women's groups in an area may have given rise to new group formation independently of agency input.

6.3.8 Impact on women and their social organizations requires more time to be visible and institutionalized by IP due to the long time frame required. Most activities began when FAAD supported a conducive institutional environment such that the programming approach became more women-focused. However, the capacity of the respective IP to sustain the benefit using their own staff remains in question. IP have adopted some WFP advocated practices and acknowledge the achievements gained, but it is unclear if these practices will remain when WFP support to an IP programme ceases. Women's issues are regularly included in IP discussions. Impact evaluation would assist in assessing the risks associated with continuing work in the absence of consideration of "graduation" criteria. Achievements may yet be fragile gains unless IP can sustain the social monitoring and inputs. The potential for this to continue remains to be tested.

7. RECOMMENDATIONS FOR THE ENHANCED COMMITMENTS TO WOMEN (2003-2007)

7.1 Following experience with the Commitments, the replacement policy (Enhanced Commitments to Women – ECW) requires the incorporation of some key features:

- A gendered approach in both the situational analysis and framework that is amenable to local CO adaptation where necessary, to make it clearer for IP and other agencies.
- Operational guidelines must be provided by HQ to permit uptake of opportunities in line with other management tools.
- Direct responsibility by the CD in guiding a gender team (national & international) and leading the CO in applying policy.
- Clear and unambiguous language of realistic objectives in keeping with the intent of the policy
- Resources applied to CO training, including internal capacity building and policy support services from HQ. Local CO budget does not allow for additional demands to finance corporate support to policy.
- Resourcing to translate policy objectives, strategies and a summary into local languages for dissemination through IP, agencies and beneficiary groups.
- Support for effective reporting and data management to permit trends to be measured and impact to be assessed.

7.2 COs with good experience/expertise on gender and in implementing the CW should be part of the ECW design team along with key IP stakeholders in country. Time-out from regular duties may be needed to ensure full commitment of WFP staff to the task. The consultation could extend beyond the drafting stage to early implementation when the ECW will need to be incorporated into each and every activity.

7.3 Training strategies must replace the current *ad hoc* approach. The strategies for successful training leading to attitudinal and behavioural change require a directed training needs analysis from which competence modules can be selected according to requirement. Active learning methods are to be encouraged with carefully selected recipients (using clear criteria) followed up for reinforcement where practicable. Resourcing is needed to evaluate within 6 months of programme delivery. Training is again needed for WFP and IP staff from the initial stage of policy introduction and should be framed within the national perspective. Tools to incorporate ECW into activities are seen as a priority by CO staff.

7.4 Attention to streamlining data management is required. This includes developing an appropriately gendered reporting format in consultation with IP whose ongoing reporting system forms the basis. The process requires consideration of collection; collation, analysis and application of data to improve targeting, observe and respond to trends, develop proxy base-lines for assessing impact, manage food distribution biases and, critically, improve planning. In view of the current over-emphasis on quantitative rather than qualitative data management, there should be systematic conversion of reporting and monitoring tools to include appropriate indicators (and remove any that are not of practical use). External assistance should be sought if necessary. The application of logframe analysis may help the inclusion of a gendered dimension to planning and make management easier over a specific time period.

7.5 Impact assessments are important to determine the balance between practical and strategic benefits attained and their likely sustainability. This also assists in phase-out decisions against pre-set criteria.

7.6 Management tools need to be reviewed to incorporate cross-cutting policies such as CW/FAAD rather than rely on a project summary being appended (that may not be read). The legal formats could be improved to give more weight to the developmental approach in line with policy intent rather than

concentrate on food movement and control. A balance is needed. Specific points of concern for the gender perspective rest with targeting, reporting/M&E, situational analysis or profiling and required institutional support mechanisms. Internal tools for staff appraisal (MAP) need to explicitly deal with policy compliance.

7.7 WFP's advocacy role is expanding and a campaign requires a structure and plan to targets key concerns rather than attempting a broad sweep of issues. The CO now has several opportunities that it can address. These could include (i) efforts to identify and include more active and senior women from IPs onto Steering Committees, (ii) ensuring clear directive through government circular, and with reflection in the reporting format, that supports the promotion of women onto decision making committees and into more powerful community roles, (iii) emphasis on the crucial role for women as extension and change agents (as in MIS) and the potential disruption to current practices with recent staffing changes of field level staff, (iv) follow-up of the Land Title study into prioritizing WFP assistance to genuinely poor households where women hold the land asset in their name. Leadership in the inter-agency group could also be further developed but priority should remain with beneficiary-focused opportunities.

Annexes

Annex 1: WFP Commitments to Women 1996-2001

Commitment I: Provide Direct Access to Appropriate and Adequate Food

- A. Target relief food distributions to households, ensuring that women control the family entitlement in 80 percent of operations handled and subcontracted by WFP.
- B. Address micronutrient deficiencies in certain vulnerable groups of women, children and adolescents; and consider local eating and cooking habits in all operations.

Commitment II: Take Measures to Ensure Women's Equal Access to and Full Participation in Power Structures and Decision-making

- A. Ensure a lead role of women within all local decision-making committees on food management and in the management of assets created by FFW projects.
- B. Contribute to the United Nations goal of reaching gender equity by the year 2001, particularly in higher management positions.

Commitment III: Take Positive Action to Facilitate Women's Equal Access to Resources, Employment, Markets and Trade

- A. Sixty percent of country programme resources will be targeted to women and girls in those countries where gender statistics demonstrate a 25 percent disadvantage of women as compared with men.
- B. Fifty percent of education resources within a country programme are to target girls.
- C. At least 25 percent of project outputs/assets created through FFW are to be of direct benefit to and controlled by women; and at least 25 percent of generated funds are to be invested in activities aimed at the advancement of women
- D. Food aid is to be used as leverage to obtain complementary national and international resources to improve the condition of women.

Commitment IV: Generate and Disseminate Gender Disaggregated Data and Information for Planning and Evaluation

All WFP monitoring and reporting will specify:

- Men/women percentage share of resources received from food distribution
- Men/women share of benefits by category of activities
- Percentage of positions held by women in the planning and management of food distribution

Commitment V: Improve Accountability on Actions Taken to Meet the Commitments

- Define the implementation and monitoring requirements of the Commitments in the contractual agreements with partners and in relation to the performance of WFP managers.

Annex 2: Key Issues for the Evaluation

The overall evaluation of WFP's Commitments to Women addresses the following key issues and are used as the basis for the country case study evaluations:

Are the Commitments to Women relevant?

- Were the Commitments relevant and realistic when they were introduced in 1996 in terms of WFP's operating environment; and the overall framework of the UN's gender commitments?
- To what degree are they compatible with national plans/policies resulting from Beijing+5?
- To what degree does the implementation of the Commitments, facilitate the perusal of WFP's mandate (feeding the hungry poor)?
- To what degree is WFP's interpretation of the Commitments internally compatible and consistent?

To what extent have the Commitments to Women been achieved?

- What has hindered/promoted the implementation/obtainment of the Commitments? (Address institutional, capacity, political, and socio-cultural factors.)
- How effective have corporate guidance and guidelines been in facilitating the implementation of the CWs? Have additional resources been made available? Have these made a difference?
- What has been the effectiveness of institutional support mechanisms for implementing the CW: e.g. the gender focal point system; the regional and corporate gender advisors? MAPs?
- To what extent have the Gender Action Plans (GAP) been an effective tool for implementing the CWs? To what extent are the GAPs integrated/linked to other documentation prepared by the CO? (E.g. project-specific guidelines, training, performance plans – MAPs)?
- What has been the role of gender advocacy when addressing the Commitments?
- If a Commitment is not being achieved, why not?

What has been the impact on beneficiaries and WFP staff, both intended and unintended, as a result of implementing the Commitments?

- How effective have the Commitments been in terms of sustainable outcomes and contributing to people's empowerment in the area of gender?
- To what degree has WFP mainstreamed measures for achieving the Commitments into the relevant policies, operational guidelines, and the mechanisms for implementing these?
- To what extent has gender been included effectively in institutional programming mechanisms such as assessment and targeting, vulnerability analysis, project appraisal and formulation, project documents, CSOs, CPs? Plans of Operations? Agreements with implementing partner (IPs). Memoranda of Understanding with other UN agencies (UNHCR, UNICEF).
- What type of training on gender has been provided to staff and how effective has it been? To what extent has gender been incorporated into standard corporate training events (e.g. Enabling Development, Management Training, Nutrition Training etc.)
- Where relevant/appropriate, are the CWs reflected in the MAPs of WFP staff?

Annex 3: Country Case Study Methodology

A. Advance Preparations

The WFP Country Office received a request for the following advance preparations:

- Tentative itinerary for national capital and regional institutional visits plus a field visit to cover as many as possible of the major programme activities.
- Briefing notes on:
 - WFP CO organisational chart
 - Evolution of the Commitments in the CO
 - Gender specific training activities
 - Gender specific resources
 - Human resources
- Documentation on programme activities, ongoing and phased out
- Documentation on institutional mechanisms and tools applied
- Relevant documentation on implementing partners and other agencies, including materials from the donor community related to integration of gender into programming
- Selection and briefing of the national consultant

B. Evaluation Process In-Country

- Document location and review
- WFP CO:
 - Individual meetings with key WFP programme and support staff
 - Group discussions with all programme and support staff
- Meetings/Group Discussions:
 - Government counterparts
 - Implementing partners
 - NGOs
 - Donor and other development agencies
- Fieldwork:
 - Visits to phased-out and ongoing WFP assisted projects and activities (see Annex 4)
 - Meetings with pertinent stakeholders
 - Interviews and discussions with selected former and current beneficiaries

Lessons

- Responsibility for collection of a large amount of documentation and the preparation of briefing notes and the itinerary fell to a junior staff member without experience in team support. Her efforts were commendable but the CO itself was inadequately briefed on the requirements of the Mission and the proposed process, such that valuable time was lost in searching for files and information.
- Many CO staff appeared unaware that a *policy* review would require dedication of time to the Mission. Operational pressures led to several key staff being absent at critical times.
- The fieldwork checklist from the overall terms of reference (TOR) was modified to focus on the key issues of the TOR, i.e. relevance, achievements and impact assessment of the individual Commitments. This provided a useful approach for gaining input.
- The widely scattered activities of the CO forced the Mission to split into 2 field visit groups to ensure adequate coverage of historical as well as relatively recent activities.

ANNEX 4(a): Key Respondents

Name	Designation	Organisation	Location
5 women	Bala Mandala	Pradeshiya Kantha Karya Bala Mandalaya	5 D.S divisions (S.Province)
Mr. W. M. Senaratne	HQ Divisional Officer	Dep't Agrarian Development	Anuradhapura
10 women, 2 men	Institutional Organisers	Dep't Agrarian Development	Anuradhapura
Mr. W G Ekanayake	Asst. Government Agent	The Kachcheri	Anuradhapura
4 men	ARPA	Dep't Agrarian Development	Anuradhapura
6 men	Engineer	Dep't Agrarian Development	Anuradhapura
Mr. A. L. M. Mahir	Project Engineer	Dep't Agrarian Development	Anuradhapura
Mr. E. M. K. Karunaratne	ACAS	Dep't Agrarian Development	Anuradhapura
Mr. Badrani Jayawardane	ACAS	Dep't Agrarian Development	Anuradhapura
Mr. W. M. Senaratne		Dep't Agrarian Development	Anuradhapura
Mr. K. D. S. Dayananda	HQ Technical Officer	Dep't Agrarian Development	Anuradhapura
Ms. Camena Gunaratne	Senior Lecturer/Consultant	Open University of Sri Lanka	Colombo
Ms. Namani Gunasekera	Director, Women's Bureau	Ministry of Women's Affairs	Colombo
Mrs. N. J. Pathirana	Director	Dept. of Social Welfare	Colombo
Mr. K. Murugesu	Deputy Commissioner	Dep't Agrarian Development	Colombo
Mr. W.Gunawardane	Exec. Director – Devel't	Mahaweli Authority of S/L	Colombo
Prof. Swarna Jayaweera	Executive Director	CENWOR	Colombo
Mr. Brian Agland	Representative	AusAID	Colombo
Ms. Chandrika de Alwis	Program Officer	AusAID	Colombo
Mr. Faiz Mohideen	Director-General	Dep't of External Resources	Colombo
Ms. Ranjani Perera	Project Engineer	Dep't Agrarian Development	Colombo
Mr. Jean Luc Bories	Head, Children & Armed Conflict	UNICEF	Colombo
Ms. Jayanthi Liyanage	Snr Program Officer & GFP	UNICEF	Colombo
Mr. Warnakulasooriya	Resident Project Manager	Mahaweli Authority of S/L	Embilipitiya
Mr. Wijithasena	A/Res Project Manager	Mahaweli Authority of S/L	Embilipitiya
Mr. Mahakumburage	D/Proj. Manager – HR & Instit'l Develop't	Mahaweli Authority of S/L	Embilipitiya
Ms. Prema Gamage	Community Devel't Officer	Mahaweli Authority of S/L	Embilipitiya
Mr. Piyathilleke	Agriculture Consultant/ Walawe	Mahaweli Authority of S/L	Embilipitiya
Mr. Jayawardane	Adviser – Agriculture,	Mahaweli Authority of S/L	Embilipitiya
Mr. Lal de Silva	Agriculture Officer	Mahaweli Authority of S/L	Embilipitiya

Mr. Ratnayake	Asst. Commissioner	Dep't Agrarian Development	Hambantota
Mr. Ranaweera	Regional Engineer	Dep't Agrarian Development	Hambantota
Mr. Wickremasinghe	Senior Technical Officer	Dep't Agrarian Development	Hambantota
Mr. Pathirathne	Technical Officer	Dep't Agrarian Development	Hambantota
Mr. Ranasinghe	Divisional Officer	Dep't Agrarian Development	Hambantota
4 female, 2 male	Institutional Organiser	Dep't Agrarian Development	Hambantota
Mr. Amaratunga	Govt. Agent	GA Office	Hambantota
Mr. Nigamuni	Addl. Govt. Agent	GA Office	Hambantota
Mr. Weeraratne	A/Dir (Planning) Women Bureau	GA Office	Hambantota
5 female	Women Volunteers	GA Office	Hambantota
2 female	Managers	WDF	Hambantota
Mr. Udayakumara	Chief Organizer	SMF	Hambantota
Ms. K. Pathegama	Secretary	SMF	Hambantota
5 female	FO EC members	Community	Katuwewa, Galwewa
Mr. Lakshman Wijewardane	Asst. Director (Agriculture)	Industrial Services Bureau	Kurunegala
Mr. A. A. Edward	Coordinator	RRAN	Mannar
Mr. A. George	Asst. Coordinator	ZOA	Mannar
Ms. S. Benedict	Project Officer	ZOA	Mannar
Mr. Kapila	Coordinator	"Mithuru-Mithuru"	Pelmadulla
Mr. Dahanayake	D/ Proj. M'ger,	Walawe Settlement Project	Suriyawewa
Mr. Wijesinghe	WFP Project Coordinator	Walawe Settlement Project	Suriyawewa
Mr. Gunaratne	Block Manager	Walawe Settlement Project	Suriyawewa
Mr. Herath	Land Officer	Walawe Settlement Project	Suriyawewa
Ms. Kusum	Comm'y Development	Walawe Settlement Project	Suriyawewa
Mr. Sudath	Unit Manager	Walawe Settlement Project	Suriyawewa
Mr. Weerasinghe	Unit Manager	Walawe Settlement Project	Suriyawewa
Mr. Tillakesinghe	Storekeeper, WFP Food Stores	Walawe Settlement Project	Suriyawewa
Mr. Sarath Premachandra	Divisional Secretary	Kachcheri	Welikanda
Mr. Anto Sutarshin	Field Coordinator	ISB	Welikanda
Mr. R. . Manthiratne	D/ Project Manager	Mahaweli System B	Welikanda
Ms. R. M. Kanthilatha	Community Development Officer	Mahaweli System B	Welikanda
Ms A Haller	Ex-RGA		Bangkok (by phone)

ANNEX 4(b): Team Itinerary (24 February 16 March 2002)

Date	Activity
24 February	Team arrival and discussion of evaluation process
25 February	Meetings with WFP (Programme staff) Open University (land title study) UNDP (security briefing) Team meeting
26 February	Ministry of Women's Affairs (programme linkages) SEEDS (training provider) Department of Social Services (implementing partner) Department of Agrarian Development (implementing partner) Mahaweli Authority (implementing partner) and GFP CENWOR (activist NGO) Team meeting and work allocation
27 February	2 workshops with WFP programme and support staff on relevance, achievements and impact of Commitments to Women policy
28 February	Group A - depart for field trip (o/n Pollonaruwa). Visit Welikanda kachcheri and meet with NGO linkage (ISB) with WFP Community meeting with trainees of NGO Group B – collection of documentation at CO and one-on-one discussions
1 March	Group A – Discussion with Mahaweli Authority (system B) on phased out activities and collection of reports, data. Visit to site Group B – continuation of CO-based work
2 March	Group A – 3 communities visited from settlement camps (current activity linked to PRRO) and 2 communities previously supported by WFP (short-term) Group B – documentation review
3 March	Group A – Field visit (2 sub-groups) to six MIS sites with IO, ARPA, FO and Executive Committee members, beneficiaries and food recipients Group B – Continue documentation review
4 March	Group A – Workshop with DAD staff and local administrators (41 officers); Visit to 2 welfare centres (PRRO) with IP staff Group B - Travel to Embilipitiya and discussion with Mahaweli Authority
5 March	Group A – Mannar, visit RRAN (Kachcheri) and Madukarai (NGO, ZOA) PRRO Group B – Beneficiary discussions at food distribution point (Mahaweli project). Visit rehabilitated tanks , FO, NGO, WRDS (MIS) Travel to Hambantota
6 March	Group A - Return to Colombo Group B – Community visits under 4521.01 (MIS), DAD and IO
7 March	Group A – Collate field material in CO and revise scheduled visits in light of field issues Group B – Community visits under 4521.01 (MIS), Women's Bureau discussion, Meet with Women's Development Foundation and Social Mobilisation Foundation (NGO)

8 March	<p>Group A – Interviews with senior staff and local consultant (ex-HQ), Discussion with UNICEF and GFP</p> <p>Group B – Meeting with NGO “Mituru-Mituro” IP (USDA project), Pelmadula</p> <p>Return to Colombo</p>
9 March	<p>Team confirm data gaps</p> <p>Review field documentation and prepare collation</p> <p>Review requirements for report</p>
10 March	Outline debriefing from Groups A & B and consensus on main issues
11 March	<p>Discussion with CD</p> <p>Meet donor (AusAID) and GFP</p> <p>Team meeting</p>
12 March	Finalise institutional issues,
13 March	Report preparation and preparation of debriefing materials. Circulation to CO
14 March	<p>Meeting with nodal Ministry/ERD</p> <p>Debriefing with CO</p>
15 March	<p>Debriefing with government, IP, donors, UN agencies and NGOs</p> <p>Final input from Regional Bureau Mission member and departure</p> <p>CO meetings,</p>
16 March	<p>Final input from National consultant</p> <p>Completion of draft annexes</p>
18 March	<p>Discussions with CO staff and revisions to input</p> <p>Mission leader departs</p>

Annex 5: Summary Overview of WFP Country Programme Activities 1996-2001

Title of the project	Duration	Costs/WFP (\$US million)	Counterpart	Objectives
Assistance to settlers in the Mahaweli system B, G and C (DP 2634)	1992 - 1997	4.4	Ministry of Mahaweli Development	To settle landless families and bring land under irrigated cultivation to lead to improved income and living standard for people in the project area and to achieve a higher degree of self-reliance in rice production
Rehabilitation of minor irrigation schemes in Sri Lanka (DP 4521)	1993 - 1998	8.5	Dept. Agrarian Services	To raise crop production and increase income of the small-scale farmers.
Sub-activities under DP 4521				
Management training for farmers' executive committees members of FOs	1999		IPID	To introduce to farmers the basics of management, team-building and decision-making
Asst. to IDPs in Sri Lanka (PRRO 5346)	1994 - 1999	16.2	Dept. of Social Services	Ensure access to adequate diet and contribute to the restoration of self-reliance and resilience
Sub-activities under PRRO 5346				
Management training for members of the Welfare Centers Committees	1999		IPID	To introduce the basics of management, team-building and decision-making to displaced people – members of the Welfare Centers Committees
Vocational skills development training for displaced women	1999		Sarvodaya	To equip displaced women with skills on income generating
Relief and recovery assistance to IDPs in Sri Lanka (PRRO 6152)	2000 - 2001	13.0	Dept. of Social Services	Ensure access to an adequate diet Contribute to the restoration of self-reliance and resilience
Sub-activities under PRRO 6152				
Management skills development for Welfare Centers Committees	2000		CORD	To educate displaced women and men on basics of management of their own decision-making bodies
Nutritional status survey in WC of Jaffna, Mannar, Vavunia and Trincomalee	2000		MOH	To collect data which will serve for planning of further intervention
Training of Volunteers in Nutrition Education under GOSL programme PNIP	2000 - 2001		UNICEF	To promote and to distribute knowledge on nutrition and hygiene among displaced people.
Vocational skills training and entrepreneurship development in Ampara and Mannar for re-settling families	2000		ZOA, SWOAD	To equip displaced women with knowledge and skills on income generating
Capacity Building for Livelihood Opportunities in Pollonaruwa	2001		ISB	To develop livelihood opportunities
Revolving Funds for Women in Mannar	2001		WRDS	To assist women to initiate self-employment schemes
Study for livelihood opportunities in Puttalam	2001		RDF	To quantitative and qualitative data for further intervention
Assistance to settlers in	2000 -	0.7	Mahaweli	To improve the food security of landless

the Uda Walawe (DP 6107)	2002		Authority	households To facilitate poor families to gain and maintain assets To increase land productivity through sustainable provision of irrigation water
Community managed rehabilitation of minor irrigation schemes in Sri Lanka (CP 4521.01)	2000 - 2002	6.8	Dept. of Agrarian Development	Improve the food security of small-scale farming households Ensure adequate access to food Increase water availability to small scale farming households for irrigation, animal husbandry and domestic purposes
Sub-activity under CP 4521.01				
Training of Trainers in Gender Sensitization for IOs attached to the project	2001		Sarvodaya	DAD capacity building
Management skills development training	2001		Sarvodaya, DAD, HDF	To introduce basics of gender concept; awareness raising within the framework of decision-making, team-building and management.
Strengthening capacity of DAD for data collection	2000		Consultant (F)	More DAD capacity building
Provision of threshing machines and water pumps to FOs on the basis of loan recovery	2000		WFP, DAD	To provide inputs to support tank rehabilitation and support use of FO fund management (loan basis)
Provision of compactors and water tractor bowlers	2001		WFP, DAD	To improve the quality of earth work
Assistance to mother and child nutrition (CP 10075.0)	2001 - 2006	5.2	Ministry of Health	Reduce the prevalence of low birth weight by 50% of the current rates Reduce the prevalence of underweight among 6 to 36 month-old children to 50 % of the current rate Improve the nutrient intake for expectant and nursing mothers
Drought relief for the south (100 EMOP)	2001 - 2002	8.1	Ministry of Health	Provision of regular food rations in drought - affected areas Provision of fortified food to vulnerable groups such as children and women in order to maintain their nutritional status
Protracted relief and recovery operations (PRRO 10067)	2002 - 2004	38	Min. of Rehabilitation, Resettlement, and Refugees	Improve the nutritional status of expectant and nursing mothers Ensure improved household food security of conflict-affected people Create opportunities for improved self-reliance by providing vocational skills and inputs for income-generating programmes

Annex 6: Overview of Gender Training 1996-2001

Analysis of Training Programmes with a Gender component offered to beneficiaries under selected WFP activities

Training Needs Analysis: Not undertaken for any of the training programmes.

Selection of Participants: Participants were not always linked to WFP activities (e.g. Bala Mandalas) but other courses concentrated on training programme-related individuals (male and female). The majority of trainees were linked to FO. Criteria for participation were not set. Participants were not expected to produce plans or deliver any activity following training. Specific reference to the TOT courses should be made. In this case no attempt was made to select people with any training experience or acknowledged communication skills. As a result, the following programmes (designed to use the TOTs) appear not to have benefited from the involvement of these individuals.

Course Content: Programmes that were delivered at different times appear to have had different content with no co-ordination by the agency or WFP. Other course material was theoretical and not related to the work of WFP. One course concentrated on delivering a basic skill-training programme to trainees when the subject was supposed to be management training. Only one workshop (again for management for women EC/FO) attempted to improve decision making skills and management practices for the FO in line with CW/II/A. The early trainees of this programme were impressed enough to request that male EC/FO also attend the other courses (agreed to by CO)

Course Methodology: Process is only mentioned in one case. This one used participatory methods. Beneficiaries who attended other programs reported that training followed the “usual” approach, interpreted as didactic and passive.

Course Trainers: No information given apart from IPID where trainers have communication skills related to the subject matter. People appreciated the Sarvodaya trainers for their ability to deliver material of interest to trainees. Other “trainers” delivered a mixed bag and, in one case, the trainers came from a government department whose familiarity with the material may have been limited. The poor quality of delivery was confirmed in discussion with people later requested to support this group.

Course Evaluation: Only one evaluation is on file. It does not contain material suitable for improving the training programmes.

Course Follow-up/Impact: No follow-up was envisaged in any of the training proposals seen. In the absence of a TNA, it is difficult to see how an impact could be assessed.

Analysis of Gender Training programmes offered to IP and CO staff

Training Needs Analysis: Not undertaken for any of the training programmes.

Selection of Participants: Appears arbitrary. GFP often selected for training when this person presumably is on top of the subject. General induction course was welcomed and appears to have benefited the trainees. Senior officers of IP/Gov't not selected through use of criteria concerned with involvement with WFP activities or role in training other staff. However, reports suggest that early motivation and training did make a difference to acceptance of some requests from WFP/CO. Now those individuals have moved on and no remnant knowledge is left with the institution. Some senior CO staff have reported they are yet to receive appropriate training.

Course Content: Unknown. No records available. Commitments mentioned only recently as an overview.

Course Methodology: Unknown. Reports suggest passive methods were generally used although some recall some small group work and role-play (may be a different course)

Course Trainers: No information exists. Trainees can't recall

Course Evaluation: None on file

Course Follow-up/Impact: None attempted and impact can only be judged by the capacity of trained staff (NO and GS) to apply the techniques in their daily tasks. All NO suggest that the *application* of gender training is still lacking and tools are wanted to do this.

GENDER TRAINING ACTIVITIES

Date/Y ear	Title/days	Location/ Organizer	Trainer	WFP	Participants IP	Cost
1997	Sensitisation Programme for senior- level government staff	UNDP, Colombo	National Expert, Dr.Anoja Wickrem asinge (F). FAO Internati onal Expert	NOB (F)	10 men, 1 woman (MASL, DSS, DAD, CGES, RRAN, Forestry Dept., Min. of Shipping, Port and Rehabilitation, Min. of Irrigation and Power, Min. of Forest and Environment, Dept. of Agriculture and Land)	US \$2,600 (UN ResCor funded as part of UN Interagency Thematic Group)
1998	Workshops on Gender in the Private Sector to develop a private sector organisational culture and gender sensitive atmosphere.	UNFPA, Colombo		NOB (F)	1 M (Ministry of Agriculture) Chief Executive Officer	unknown
1999	Gender Sensitive Monitoring and Evaluation Workshop (4 days)	Varanasi, India ROBINS	WFP	NOA (M)		unknown
2000	Workshop on Gender Management Systems to enable participants to define basic concepts of gender, to analyse roles and to take responsibilities in making an organisation gender sensitive (2 days).	Colombo, UNDP	Genderpr ise Group (New Delhi based)	NOB (M) GFP/JP O (F)	Private Government, program staff Sector, UN	US\$4,965 (UN ResCor funded as part of UN Interagency Thematic Group)
2000	OAE Regional Gender Workshop to assist in drafting Gender Action Plans (5 days)	Cambodia, WFP	WFP	GFP/JP O (F)		
2000	O&M Training For Uda Walawe Re- Settlement (Routine mandatory training, included an introduction of WFP Commitments to Women)	Embilipitiya, MASL	WFP, NOA (M)	nil	All relevant MASL officers, involved in project (3 Women and 12 Men)	WFP funded US \$300
2001	Women As Managers (1 day)	Institute of Human Development and Training, Colombo	IHDT	Not known	Unknown	unknown

2001-2002	Workshops on Gender Sensitization to enhance knowledge on gender sensitive programming; genders audit, and gender sensitive M&E. (2 days) – (held twice as mandatory gender training for all newly joined UN staff members)	UN Interagency Gender Theme Group, Colombo,	SLFI 1 M 2 F	5 men P.O & Ass't P.O 1 GS (F)	N/a	US\$2000 (UN ResCor funded as part of UN Interagency Gender Thematic Group)
2001	Workshop on Gender Sensitization to introduce basics of gender concept; awareness raising. (1 day) - delivered 3 times	Colombo, UN Interagency Gender Theme Group	SLFI (1 man, 2 women)	3 men 1 woman GS UN staff	N/a	US\$1500 (UN ResCor funded as part of UN Interagency Thematic Group)
2001	Management Training for Executive Committees of FOs with small gender Sensitization component to introduce basics of gender concept, awareness raising. (2 days)	13 Districts, DAD	Sarvodaya Foundation for Human Development		400 women - farmers, executive committees members of FO 200 men - farmers, executive committees members of FO	US\$6,000 WFP(USDA)
2001	TOT on Gender Sensitization for IOs for capacity building of DAD (4 day)	8 Districts, DAD and Women's Bureau	Sarvodaya		112 IO	US\$10,000 WFP (USDA)

ANNEX 7: Development of Human Resources in the WFP Country Office

Table 1: Evolution of the CO staffing situation by year and sex

Year (as at Dec 31st)	International Professional Officers		Jr. Prof. Officers, Int'l & National UN Volunteers		National Professional Officers*		National General Service Staff	
	Male	Female	Male	Female	Male	Female	Male	Female
1995	2	1	-	-	3	1	6	2
1996	2	1	-	-	3	1	6	2
1997	2	-	-	-	3	1	6	2
1998	2	-	-	-	3	1	6	2
1999	2	-	-	-	3	1	6	2
2000	2	1	-	1	2	2	6	1
2001	2	1	-	1	3	3	8	2

*Turnover is insignificant

Table 2: Current levels of male and female national staff as of 1 January 2002

Level	Number	% of total at level	% of all male staff	Number	% of total at level	% of all female staff
NOC-Officer						
NOB				2	100	40
NOA	3	100	27			
SC – PO				1	100	20
Total Prof.	3	50	27	3	50	60
GS – 6&7	2	100	18			
GS – 5&6				1	100	20
GS – 3&4	1	100	9			
GS – 1&2	4	100	36			
SSA	1	50	9	1	50	20
<i>Total GS</i>	8	80	72	2	20	40

Table 3: Current contract types of male and female national staff as of January 2002.

<i>Contract type</i>	Male			Female		
	Number	% of total in this contract type	% of all male staff	Number	% of total in this contract type	% of all female staff
National Officer	3	75	27	1	25	20
Limited appointment (professional contract < 4 Yrs)	-			1	100	20
General Service	7	87.5	64	1	12.5	20
National UN Volunteers						
Short-term (SSA, RLA, Consultant when actually employed)	1	50	9	1	50	20

Service contracts (protracted SSAs
with more benefits)

-

1

100

20

ANNEX 8: TIMELINE: Operationalization of the Commitments in the CO

PROGRAM ACTIVITY	YEAR	GENDER RELATED ISSUES
	1995	Invitation for the Regional Gender Workshop, GFP Marie Perera (F) NOA nominated for the training
CP	1996	<p>Jan – Comments on Implementation of WFP Commitments to Women, GFP Marie Perera</p> <p>March - Madalsa Shastri (F) appointed as WID Focal Point</p> <p>March - Proposed Plan of Action for Women Sri Lanka developed and forwarded to HQ, by M. Shastri in co-operation with Program staff and counterparts: Mahaweli, DAS, DSS.</p> <p>June – Feedback on Plan of Action for Women developed by Program Staff under co-ordination of GFP and forwarded to HQ,</p> <p>Sept. – FAO/WFP Pre-appraisal mission for 4521. Developed recommendations for the Government:</p> <ul style="list-style-type: none"> • To look into the possibility of issuing joint titles to land in the name of both husband & wife. • MASL to pursue GOSL. Regulation for women to be members of FO <p>November - M. Shastri resigned, M. Perera(F) NOA Finance Manager allocated responsibilities of the GFP</p>
Interagency activities	1997	<p>May WFP initiated Interagency GAD group</p> <p>May-October :GFP M. Perera involved in preparation of Sensitisation Program for Government Officials</p> <p>July: Gender Sensitisation Workshop for Divisional Officers under 4521.</p> <p>September Gender Action Plan developed and submitted to GFP China CO (in preparation for Regional Meeting in Islamabad in Oct 97) GFP Marie Perera</p> <p>Oct: Sensitisation program "Consultation in the National Agenda for Gender Development"</p>
DP	1998	<p>CSO (Country Strategy Outline WFP/EB.2/98/6/2) approved. Main outlines:</p> <ul style="list-style-type: none"> • Pursue an amendment to the Land Settlement Ordinance for joint land title • Promote women in decision-making bodies • Increase funding for income-generating training for FHH <p>March: Gender Progress Report Submitted to HQ, GFP M. Perera (F) NOA</p> <p>November: GAF received from HQ upon request -</p> <p>a) Vocational training for women: 500 trainees \$15,000</p> <p>b) Management training for FO members and Camp Committees: 600 women \$5,000</p> <p>November: Workshop on Gender Sensitization of Senior Planning Officers of Line Ministries, Mt. Lavinia, 2 days</p>

Monitoring & Evaluation		<p>Gender sensitive M&E workshop, Varanasi, India, delivered by WFP Regional Office South Asia. Draft logframes for FFW activities and PRRO have been prepared</p> <p>Feb: Assessment Mission for PRRO 5346.05 Main Recommendation:</p> <ul style="list-style-type: none"> • Training on skills development to target FHH • Fortification of food • To issue dry ration card on the name of senior woman in the household <p>April: WFP CW Self Assessment sent to Rome, prepared by GFP with the co-operation of CO staff.</p> <p>October: 1st round of training under GAF completed</p> <ul style="list-style-type: none"> • Vocational training for women: 75 women \$3,808 under 5346.05 (PRO) • Management training for FO members (under 4521) and IDPs (under PRRO): 100 trainees \$3,453 under 4521 (MIS) <p>Management review appraisal mission with a focus on issues related to impact of FFW on rural women-beneficiaries involved in the project</p> <p>November: Zulfiya Sabirova (JPO F) appointed as GFP</p>
GAF	2000	<p>April: 2nd round of the training under GAF completed:</p> <ul style="list-style-type: none"> • Vocational training for women: 24 women \$1,436 under 5346.05 (PRO) • Management training for FO members: 60 women and 60 men \$10,000 under 4521 (MIS) <p>March: Food needs assessment mission (Food Needs Assessment Mission Report - March 2001) examined vulnerability of certain groups, including widows, and women headed household¹⁰³</p> <p>May-June: Gender Newsletter (Gender Newsletter, No 22, May 2000) published by HQ has been distributed to donors and counterparts</p> <p>Training for displaced women in income-generating activities in re-settlement area (Ampara, Mannar) Cost \$27,400 out of USDA funds Selection: by the training agency "SWOAD" and ZOA</p> <p>Training for displaced women in decision making - management training for women Camp Committees members Number: 190 Welfare Centers, 38 sessions Cost: \$20,000 Selection: all women - members of Camp Committees Trainer: CORD</p> <p>May – June: Gender Action Plan has been developed, discussed and finalized in co-operation with counterparts. Participants: GFP, all program staff, Project Co-ordinator from DSS (1 F+1M)) Project Co-ordinator DSS has official briefing on WFP Policy on women.</p> <p><u>Issues discussed:</u></p> <ul style="list-style-type: none"> • Promoting women participation in decision making through the Camp Committees <p>Involving more women in management training</p>
PRRO		

DP		<p>May-June Gender Action Plan has been developed, discussed and finalized in co-operation with counterparts from DAS and other WFP program staff. Counterparts - Project Co-ordinators DAS (M) - have got official briefing on WFP Policy on women. <u>Issues discussed:</u></p> <ul style="list-style-type: none"> Promoting women's participation in decision-making bodies like FOs Executive Committees Involving more women in various training programs Provision of the agricultural and management training for FHH <p>May-June Uda Walawe re-settlement: Gender Action Plan has been developed, discussed and finalized in co-operation with counterparts - project co-ordinator (M) from Mahaweli Authorities MASL officials (M) involved in co-ordination of the project as counterparts have got official briefing on WFP Policy on women Needs for advocacy on joint land title ownership was addressed in the project document.</p> <p>Assistance to Community Programming Project to build Community Assets Cost 2 million SLR Location Ratnapura NGO "Mituru-Mituru"</p>
PRRO		<p>PNIP training for displaced women - Cost 25,000\$ out of USDA funds Selection: by Min. Planning Implementation Location: Mannar, Vavunia, Trincomalee Training: by UNICEF Follow-up by: NGO</p>
Advocacy	2001	<p>March Commitments to Women translated into Sinhala and Tamil languages. Poster has been printed, forwarded to donors and counterparts, distributed among beneficiaries</p> <p>October HQ Questionnaire on Implementation of CW has been accomplished by GFP in co-operation with program staff and forwarded to Rome</p>
DP		<p>March MCN activity appraisal mission</p> <p>April CSO approved (Country strategy Outline WFP/EB.2/2001/4/3) Included MCN component, that is supplementary feeding programme, complemented with nutrition education Gave particular attention to gender concerns, involving women in identification of needs and priorities.</p> <p>August CP approved (Country Programme WFP/EB3/2001/8/3) Advocacy efforts with respect to more gender-sensitive food assistance programming and increase in women's participation in decision-making Explicit references were made to CW in the objects and targets</p> <p>TOT for IO's on gender awareness with the purpose of capacity building of DAD and for further training of newly joined FOs members. Cost \$10,000 out of USDA funds Number 112 IOs Selection all IOs and ARPAs Partner: Sarvodaya</p>
PRRO		<p>Management skills development training. Number: 400 women members of FOs executive committees</p>

PRRO		<p>Capacity Building for Livelihood Opportunities Pollonaruwa Number 70 women Cost \$20,960 Selection: by the training agency ISB</p> <p>November TOR for the study on joint land title ownership (Terms of Reference (TOR) A study on joint land ownership rights of husband and wife) ¹ WFP Agreement(as recommended by the 1996 WFP/FAO mission) Selection of the consultant and signing of the contract (WFP Agreement) The study starts off</p>
ROBINS		<p>August Study on Gender Impact of Food For Work Activities in South Asia (excluding Sri Lanka on the decision of CD)</p>
UN Interagency		<p>Feb Gender Theme Group chaired by WFP - after UNDAF approval Budget under ResCor Funds = \$5,000</p>
UN Interagency	2001/02	<p>Sep/01 - January/02 5 Gender Sensitization training for newly arrived UN staff - Cost: \$3,500 out of ResCor funds Number: 80 staff members</p> <p>October - February 2002 Facilitating women's participation in Women's Convention "Women in Politics and Peace Building" Cost- \$1,000 out of ResCor funds By NGO "Aham" 1000 women in Trincomalee area</p> <p>October Organizing Photo exhibition on women projects on UN Day Cost - \$300 out of ResCor funds</p> <p>December Dissolved upon decision of Heads of Agencies meeting</p> <p>February 2002 reinstated</p>

**Annex 9: National Policies and Programmes of Relevance to the Application
of the “Commitments to Women” Policy in Sri Lanka.**

Date	Statute	Authority	Provision	Comment
1978	The Constitution of the Democratic Republic of Sri Lanka	The Government of Sri Lanka	Article 12 (2) of the Constitution No citizen shall be discriminated against on the grounds of race, religion, language, caste, sex, political opinions, and place of birth or any of such grounds. Article 12 (4) states: Nothing in this shall prevent special provision being made, by law, subordinate legislation or executive action for the advancement of women, children or disabled persons.	Despite this section, State continues to have discriminatory laws. E g Land Settlement Ordinance. These laws cannot be challenged due to Claus 16 (1) of the Constitution which reads as follows: All existing written law and unwritten law shall be valid and operative notwithstanding any inconsistency with the preceding provisions of this Chapter (referring to Article 12-17 of the Constitution)
1981	UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)	United Nations ratified by Government of Sri Lanka in 1981	The main provisions relevant to CW in CEDAW are incorporated in the Women’s Charter and it is articulated in the National Plan of Action.	State faces the problem of incorporating the rights defined in the Women’s Charter, / CEDAW /NPA in the legal system and establishing mechanisms to enforce it. Overarching constraint is the perceived lack of importance due to the preoccupation of the state with war-related issues and the economy.
1993	Women’s Charter (Sri Lanka)	Government of Sri Lanka- Ministry of State and Women’s Affairs	Following sections of the Women’s Charter are relevant to CW: <ul style="list-style-type: none"> • Right to Education and Training • Right to Economic Activity and Benefits • Right to Health Care and Nutrition • Political Participation and Decision making • Institutional Strengthening and Support. 	There is a lack of political commitment generally to women’s issues. E.g. State has not attempted to change or amend the Land Development Ordinance. Of 1931 Since the Constitution of Sri Lanka makes special provisions for special treatment for women, there is nothing to prevent the state from implementing such measures, when they are found necessary.
1996	National Plan of Action for Women Towards Gender Equality.	Ministry of Transport Environment and Women’s Affairs	NPA identifies eight areas of critical concern of which the following are specifically relevant to CW: <ul style="list-style-type: none"> • Political participation and Decision Making • Health’ • Education and Training • Economic Activities and Poverty • Institutional Strengthening and Support. 	

**ANNEX 10 Ongoing WFP-assisted Projects* and Commodities Supplied
over the Review Period**

Activity Number	ACTIVITY	DURATION	COMMITMENT LEVEL (MTN)	PLANNED BENEFICIARIES¹⁰⁴
10075.0	Assistance to Mother and Child Nutrition	5 years to Dec 2006	13,370 tonnes	242,800 persons
10075.0 (WIS 4521.01)	Assistance to Strengthen Livelihoods among Poor Farming Households	5 years to Dec 2006	24,248 tonnes	209,000 persons
10057.0 (WIS 6107)	Assistance to Settlers in the Uda Walawe Project	2.5 years to Dec 2002	2,470 tonnes	8,250 persons
10067.0 (WIS 6152.01)	Food Assistance to Conflict-affected People in Sri Lanka	3 years to Dec 2004	55,513 tonnes	106,000 in 2002 208,140 in 2003 217,030 in 2004
6152.00	Relief and recovery assistance to internally displaced persons in Sri Lanka	2 years to Dec 2002	35,337 tonnes	100,520 persons
10119.0	Food Assistance to Drought Victims in Sri Lanka	0.5 years 15/10/2001 to 15/3/2002	22,680 tonnes	300,000 persons

* Data obtained from WFP website

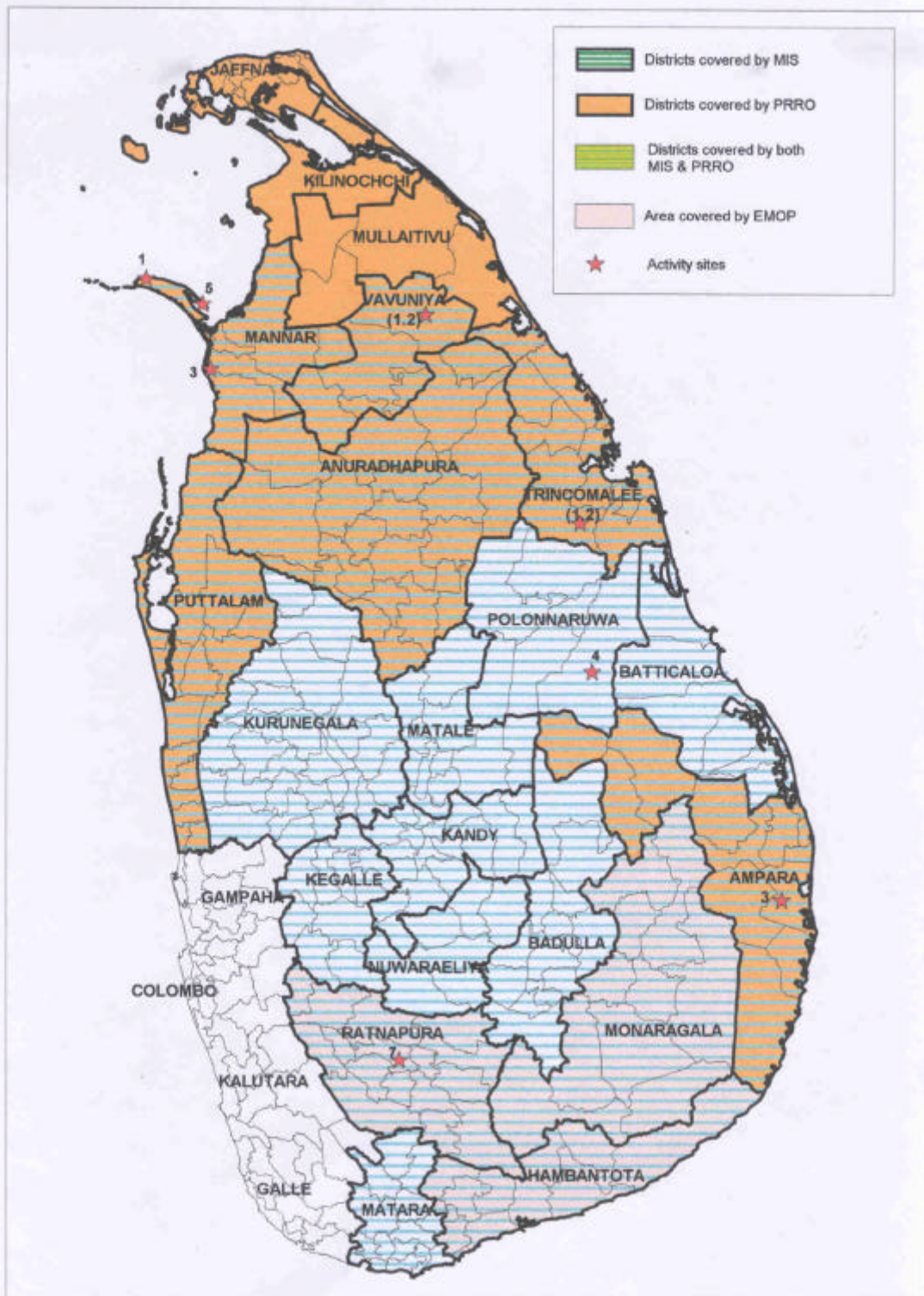
WFP has provided the following food resources to Sri Lanka during the period under review¹⁰⁵

Commodity	1996	1997	1998	1999	2000	2001
	MTN	MTN	MTN	MTN	MTN	MTN
Rice	8,538	10,610	9,064	12,493	11,708	10,240
Pulses	809	1,663	1,063	63	1,354	1,550
Sugar	472	52	473	513	666	537
Canned fish	177	128		40	38	0
Corn Soya Blend				391	8	402
Iodised salt				95		150
Total	9,996	13,053	10,630	14,395	14,174	12,879
Value (US\$'000)	4,483	5,170	4,935	5,397	5,598	3,683

¹⁰⁴ Data is presented without indication if male/female or intended split ratio

¹⁰⁵ World Food Programme Sri Lanka CO data

Annex 11/A: WFP Gender-related Activities and Sub-activities



**ANNEX 11/B: WFP gender-related activities and sub activities
(shown in Annex 11/A) and Represented in the Mission Field Visit**

Site No	Site Location	Activity and sub-activity	Agency	No of Recipients	Percentage of female beneficiaries
1	Mannar (widespread) Vavunia (widespread) Trincomalee (widespread)	Training for displaced women in nutrition - PNIP training (under PRRO)	UNICEF	216	100
2	Trincomalee (widespread) Vavunia (widespread)	Training for displaced women in decision making - management training for women Camp Committee members of 190 committees (under PRRO)	CORD	760	65
3	Mannar/Maduk karai Ampara	Training for displaced women in income-generating activities (under PRRO)	ZOA SWOAD	75 116	100 100
4	Pollonaruwa/W elikanda	Capacity building for livelihood opportunities (under PRRO)	ISB	72	70
5	Mannar/Kiri&P attim	Improving access of women to revolving funds through Women's Rural Development Societies (under PRRO)	WRDS	54	100
6	Widespread nationally (MIS is concentrated in the dry zone Anuradhapura)	Addressing women's needs for management skills development through training (under CP)	Sarvodaya DAD HDF	600	66
7	Ratnapura/Pelm adulla	Assistance to Community Programming Project to built community assets (under CP)	"Mituru-Mituru"	250	>50 (unknown)
8	Widespread national	Gender awareness TOT for IO with the purpose of capacity building of DAD and also for further training of newly joined FO members (under CP)	Sarvodaya	112	80

Annex 12: Working Session with WFP Programme and Support Staff

Commitment	Relevance	Achievement	Impact	Institutional issues
CW/I/A	Yes. However, methods used are not appropriate. Need to find an alternative mechanism. Ration keeps people alive	Insufficient resources received to achieve this. No guidelines issued on how to do this Not achieved due to poor targeting	Not demonstrable other than PRRO. People are interested in food – not gender. Men often collect food anyway, it's not a problem for us	We have mainstreamed it largely and it is accepted by partners/Gov't but they may not follow the process for their own programmes.
	No. Numerical target has no relevance to Sri Lanka Women need less food so why 80%	Achieved 100% because we have support mechanisms, GAP and guidelines.	Women participated to over 88% (+) but has increased the burden of women having to take heavy loads, face long queues while neglecting basics and their children at home.(-) But this satisfies WFP staff (+)	
CW/I/B	Yes but no way to target or implement has been developed	No change in micronutrient conditions recorded.	A not evaluated and major difficulty with monitoring due to irregular resourcing that disturbs the data. (-)	Programme is accepted for mainstreaming by Gov't counterparts and partners. However, it is always subject to resources.
	Yes, micro-deficiencies and increased malnutrition warrant intervention	US funds address behavioural issues in relation to food so WFP is effective even if no visible change yet.		WFP gives micronutrient supplements everywhere even if there is no problem as it is cheap.
CW/II/A	Relevant. Low GEM in S/L is even worse in rural areas. Women are choosing NOT to make decisions – they prefer to leave to men	Not achievable within project life span as it involves reversal of power structures. This is shown in ineffective food management committees that are women-led (where they exist at all). Usually have low numbers and are nominal appointments (e.g. FO get 40% F but very few gain positions except where M do not want.	Token acceptance for mainstreaming gender and it is sustainable only during the project period. It will go backwards. (-) We might think it has changed but it has not really except short-term with women meeting, speaking and doing things for themselves	Many trained in Gov't and FO in gender sensitizing and in management training. We have not followed up if they found it useful. None of the training is followed up Staff may not appreciate what is possible, as we have no time to really stay long and watch things. Office needs more staff/ for BCM
	Not relevant. Neither desirable nor achievable as it reverses power structures in society. It will be ineffective when try to implement.(x 2)	Achieved on paper but in reality the women still do not take the real decisions. They need financial capital, not food.	Not sustainable as in many cases women are supported into positions and then they leave the management positions for other reasons (e.g. pressure of duties) (-)	

CW/II/B	Relevant but not within the timeframe suggested	Not within UN control in this time. Women are not available when wanted	May be checked after a longer time.	National plans are also requiring more gender equity but this is a long term issue
	Not needed as anyone who can do the job is accepted. Women managers are not needed.	Achieved (if not at all levels). In 1998, women were 19%. As of Feb 2002 they are 66% of staff Male field officers will work with men by choice and in culture. Similar to in the office at times.	There is an increase in female staff and greater gender awareness in CO of the CW (+) even if we do not know the specific CW or targets (not seen CW before) (-)	More important is to get good managers of either gender/sex. This has to be first decision. Staff are not often good at managing (other people, information, workload, time)
	Relevant. However, there is scarcity of women in CO management. This has implications for the BCM and field visits, as we need women to do this.		Having more women involved may have led to improved programming (+) Some small (+) influence or change is apparent from the men and communities	
CW/III/A	May be relevant but group does not know the country situation. Such matters need to be communicated if necessary by managers (x2)	Very little achieved. Nothing on trading for women but some access and agricultural roads for markets have been done. Women need to be pushed to participate (more explaining by us)	Recorded beneficiary satisfaction (+) Supported food security in 96-01 period (+)	All WFP documents mention resource allocations by gender. CP, PRRO, CSO documents have gender in them and it is implemented when we are in the field.
	Yes. Decision-making is a concern and so WFP is working on land titles and employment directed at women. Men have to agree	Access to resources comes through FFW (60% are women). Important problem is absence of vocational training for women. Without this they can not take employment or start business, as they don't have technical or business skill.	Some women have more sustainable livelihood (+) due to gardens at home, WRDS training	We implement the words only but not the meaning. Sometimes the explanation is not enough for women to agree to the ideas we suggest. We need more information
	No. However, is possible. It could be counter-productive if work with WFP undermines them	Even if achieved these transfers (food and credit) the benefit is short-term and unsustainable.	FFW participation has led to more claim for rights, services, resources (anecdotal only due to data recorded being inadequate)	WFP is not alone in needing to do this.
CW/III/B	No. Little gender differentials in education in Sri Lanka. Not in our CP. No school feeding.	N/A	N/A	N/A

CW/III/C	Relevant but 25% is too low (and easy for us) even though rural areas have bad situation for women.	Achieved. We could go for a higher target.	Beneficiaries say they are satisfied. (+) No idea about generated funds aimed at women (-)	Accountability to beneficiaries shown by satisfaction on receiving rations or FFW or other resource. The women then benefit the family.
	Yes. Is possible in FFW and can increase this percentage	CO is not looking at all assets we are creating – just the direct work	Women are more assertive since 1996 (+) We actually do not know (-)	The CO discussed CP in detail but recent changes to PRRO are done ad hoc and may cause problem with CW
CW/III/D	No. CO is too small to be able to apply policy leverage	More than 50% of total cost on PRRO comes from Gov't. One NGO also contributes for EMOP (World Vision)	Gov't, INGO, NGO and CBO all affected (+)	Leverage should be more if WFP is gender focused
	Yes. We already do this successfully	Now can perhaps achieve some leverage through funding the joint land title study (but how can WFP follow up?)		
CW/IV/A	Relevant and possible	Achieved. Only achieved due to counterpart support at a high level. Results' based monitoring is disaggregated to identify disadvantages women face.	Awareness of the need for disaggregation is low even in CO as this has not been in training (-) Can't apply LFM, RBM to this (-)	All report formats are by gender e.g. QPR, PIR, COPR and are built into monitoring system. How should we then use this data?
	Relevant and essential	Very little data on access to assets or control over resources. Almost no qualitative data exists which is a problem.	Planning is better when it uses the data collected by m/f (+) CP indicators are now used (+)	The data is just numbers. What does it mean? Government or NGO supplies the data their way
	Not relevant as food should be given without thought of gender.	Figures are misleading us		
CW/IV/B	Relevant and desirable BUT not possible. Great difficulties in measuring the share of benefits in the conventional monitoring we use	Achieved with specific surveys BUT these need special funds to be accessible. Most M&E limited use without full information other than numbers. Reports show achievements but do we know how those figures are collected? Do IP know WHY we ask for gender disaggregation? It is not their usual system. Are they just reporting what we want to hear? Can we trust it?	CO is now more interactive since the women came in bigger numbers (+) Regional Bureau is pleased (+) Data is lost or not used in the CO for other than counting food (-)	No idea how to do this really

CW/IV/C	Relevant and possible if we accept that women are used as in CW/I	Achieved in all UN agencies probably.	Country Director was promoted due to good work in this office (+). This was part of it	We don't have female field staff. Programme Officers have to do this. Only 2 can do this. It is not enough.
CW/V	No. Just rhetorical. This will not help address the situation of disadvantaged women	No achievement. What is measurable for this to happen? Tools are not available.	Increased awareness of CW within WFP staff and partners (+) Some partners may yet be unconvinced but they do it (-)	60% of staff has received training. Gender issues are not reflected in MAP so we are not held accountable.
	Yes but it must be adapted to local conditions and systems. Who are we accountable to anyway?	The tools we use are inappropriate for this. We believe Gov't or IP and never challenge them	We have had NO IMPACT Over many years, I have seen changed lives and smiles. They have hope	Raising sensitivity is the first step. We have done this. All joint documents now have a clause that includes CW but this is recent.

ANNEX 13: Working Session with IP and Government Officers (Anuradhapura)

CW/ Group	Relevance	Achievement	Impact	M&E & Training issues
CW 1 - 5				
HQ/ Senior	All relevant	Now more than 80% of people working on tanks are women	Women know how to work well now	Reports should show trends from a baseline. If possible, we should have some h/h as models for this.
		Not achieved target of women in committees and low levels of decision making (5% perhaps)	Women's ideas improved the committees and mostly they are productive	Training is important. Officers need gender training; a TOT course should help.
		Executives have about 25% women, usually as members only but a few as Treasurer	Some women have become leaders in community or in WRDS	Impact of training is not evaluated by anyone (or WFP)
		No women are on ASC	Women take long-term view when taking decisions. This is good	Farmer training is still low. There are not training materials to use.
		FHH have all been trained ("empowered") but women farmer training not fully achieved (<30% are women still)	Need to bring themselves away from patriarchal limitations and this is done through training	Aim of training should be to change perception (attitude) TOT process could be used
		More than half the IO are female	Training of women has raised living standards and she gets improved status	Our information is not good enough to answer these questions. We can't change the formats we have unless WFP insists.
Supervisors	All relevant as they lead to expression of ideas and contributions by women	More women than men (60%) contribute to rehabilitation of tanks. They do heavy work.	Women now get recognition for contribution and by their savings. (But do they use the savings themselves?)	Absence of qualitative information is serious for us.
	CW/V should mean WFP accepts Gov't policy too	Women are getting involved in organizations but not yet to target.	Actively work with FO where possible	There is no importance placed on consultation like we have today.
		Women's participation is essential and may serve on executives but their participation in decisions is still low	Decision making training helps women take leadership roles but they are underrepresented in groups or at formal roles (e.g. ASC)	Information we collect is never analyzed or if WFP does this we do not see it

		Emphasizing training brings them up. Almost 30% of farmers being trained are female	Special programs have been needed for women	We need to find a way to obtain information from women
		Over half IOs are women	Improvements in agricultural production, meals prepared and general living standards has come by involving women	WFP should provide payment for women staff.
			Whole society needs to be aware as then the women may take up their empowerment	
			Unsure what the impact really is as this is not reported and it is not important	
Technical	Mostly relevant when related to household activities.	Over 3 years to 1999 the % women involved has climbed from 40+% to 50+% and since then to perhaps 75%.	Workload suits them from 0800-1400hrs. They can't get other nice work like this	Project criteria and targets should be made clear from managers to farmers (top to bottom) so they know what we are all trying to do. This is not done now.
	Not relevant when expect involvement in organizations (FO)	Men participate in any organizations better than women do. Only about 15% members are women whereas in 1996 was <5%. H/h wants to pay one fee so usually the man goes	Our intention is for one FO member per h/h so it is not always a man coming but might be the wife. If both are on FO that is 2 fees	Need to establish current situation taking the community issues broadly and not just as technical
	Women are in households so men take decisions	Women attend meetings and may discuss but not vote if not member. They do not participate on technical matters	Families have more income from crops	Should be identifying issues but handing over responsibility to community although making more often inspections
	Women are free during the day to take more responsibilities	Many women make decisions in house or at senior levels as they want but not on ASC	Women are easy to work with and they participate	Reports need to include reasons for things and remarks and there should be an evaluation of the reports.
		Women take training (30%) so we have met the target. Not known how many are doing the things as trained.	Unknown what real impact we have made actually as there are no studies done. We do monitoring of work only. We need to compare data better.	Random checking should be done to keep reporting true and with meaning.

				Current training is enough
				Gender training should be for groups of men and women together and be held in field at residential place (good)
				Officers need environmental training
				Incentives (motivation) needed for trainers
District staff	Definitely relevant except when there are not enough suitable female staff to support extension work or group activities	Women have proved they can achieve alongside the men but they are shy to start. Women don't participate in any technical matters but otherwise they are there 70-80% and half are able to take decisions They are rarely serving on Executive and we don't know if any are at ASC	There is no real sign of improvement in the societies although the project has women involved and women's views are listened to.	Use agricultural development officers as a channel for reports so they see problems when reports allow for this to be shown
	Lead roles are not relevant	FHH are not given priority for training.	If intend to have impact on empowerment then a lot of training is needed for men and women.	M&E is too complex. Make it easier as questionnaires
		Only 25% of women have had any training as it is difficult to arrange	Having >50 % female IO has been unintended but positive impact	Use female agricultural officers to complete the WFP questions which relate more to her work and interest
		We have not done studies to see if CW/III really happens		
Field staff	All Relevant.	Women work well in groups and especially manage finance well. They have integrity. Groups are used to exchange and collect new ideas after awareness increases.	FO management is improved after the project. There is correct administration if women are there.	<ul style="list-style-type: none"> • Training has to be for men and women or the men will continue the old ways. • Women want training in food processing to help with security and as income. • Regular training and repetition is needed and train their children.
	Numbers are not helpful. May make things not relevant.	Many new ideas come from women after training but we can't put into practice although they try	Project has created awareness but some say women coming up creates insults to them. Creation of awareness for the next generation may help.	<p>Present formats need improving.</p> <p>How does a report benefit a FO?</p>

	Not always clear what they mean	Women are thrifty, methodical and have free time for meetings but need greater awareness	Training has suffered from poor selection of people. Training is an important factor in any impact we may be seeing.	Reports could include strategies FO are using to improve their situation. Now there is no place to say this.
		Women are more involved in tanks as men are doing economic work	Women follow advice more than men	Percentage reporting is still best as it can measure. However, there can be verbal reports in addition.
		Women can save better than men	WFP project has improved participation of women except in FO where men take key positions	Collect information secretly so it is true.
		No idea on # improvements but their situation seems better. Reports are sent on so we don't see them again	Women can be leaders and improve household economy.	Use workshops with communities or staff (like this) to collect information and give challenge to improve the system
		Improvements are slow even after training. It is an average achievement	Women take training and can solve economic problems. They like to save and work	None of us are trained to collect data properly but we fill the forms. We do not know what happens to that because our work is not changing as a result.
		Not much change for CW2 in terms of power or decisions. Men control the groups even if a woman is there. But WFP groups are better than non-WFP groups as sometimes they have no women at all	Women share knowledge after training and it is very important for them. Training is a key for their change if it is done well. Training is often not so good but everyone likes to go.	<p>Training should involve other agencies like CARE.</p> <p>Officers need training first then the farmers or the information is lost</p> <p>Women need self-employment training and help in trading</p> <p>There's no equipment to train with and it is not practical for them.</p>

ANNEX 14: Duties List for the MIS Field Staff (Department of Agrarian Development)

Institutional Organisers (involved in rehabilitation of MIS) will assist rehabilitation work, maintenance, finance management, encourage women participation and their well being and provide training. Specific duties are:

1. Marking check rolls, food distribution and maintenance of food distribution list with signatures.
2. Involving the FO in construction work.
3. To get the FO to complete the daily work allocated.
4. To make sure that agricultural implements provided to farmers are used properly.
5. To manage the work site under supervision of the supervisor.
6. To involve the farmers for the future well being of FO
7. To establish a maintenance fund and to improve the fund.
8. To encourage women participation in FO to gain membership in FO and for the progress of the women.
9. To involve the FO in the production of high value other field crops production (OFCs)
10. To hand over the input orders to stores
11. To report to office on the days when no construction work in the field.
12. To provide progress reports once in 15 days.

Duties to be performed on the previous years MIS while awaiting the commencement of the rehabilitation work of the new scheme.

- Other than the office days and progress review meeting days, the day should be allocated to visit these schemes and should make an entry in Log book of the FO
- In order to maintain the schedule, the FO should be instructed to adhere to the operation and maintenance schedule.
- To establish pilot demonstrations.
- To create a maintenance fund and continue to maintain the fund.
- Organise the required training programmes.
- To encourage the FO to grow high value OFC (other field crops)
- Annually to prepare a report on the major activities performed.

Agriculture Research and Production Assistant will undertake these duties:

1. Collect agricultural statistics/ date and mapping the information.
2. Prepare the annual agriculture implementation programme.
3. To see that entire extent of paddy land in his division is cultivated
4. Maha season – paddy production
5. Yala season- paddy and Other Field Crops (OFC)
6. Organise cultivation meetings (as per Act)
7. Assist with minor irrigation and canals
8. Repairs and maintenance (as per Act)
9. Take action against defaulters
10. Undertake maintenance work with farmer participation and other assistance.
11. Protect minor irrigation schemes (as per Act)
12. Assist the farmers of the division to obtain the required seed paddy and other seeds.
13. Identify the requirement of fertilizers/ pesticides to assist in supplying the same to FO.
14. Supply the required Agriculture Implements.
15. If FO have tractors to provide servicing of these tractors.

Projects

1. To assist in seed paddy demonstration.
2. To assist in Block demonstrations.
3. To assist in integrated pest management programmes.
4. To encourage pesticide and fertilizer free production programmes.
5. Implementation of post harvest technology.
6. Cultivation of vegetable or paddy field
7. Use of rainwater under a water-harvest system.
8. Nutrition programmes to be assisted.
9. Medicinal plants cultivation.

Marketing

10. To collect information of excess production in the area.
11. To collect information who collects these excess production and where does it go etc.
12. To encourage the processing of excess production (through FO/ farmer companies)

Social Security

13. Assist the farmer pension scheme
14. To participate in Health and Agriculture insurance schemes.

Environment

15. To encourage forestry and protection of forest
16. Catchment and watershed management related forest cultivation.

Training

17. To co-ordinate agriculture related training programmes.
18. To resolve day to day agriculture related problems or bring to the notice of relevant officers.
19. To assist in agriculture cause collection.
20. To undertake duties assigned by the Agrarian Services Commissioner or authorised person.

Cultural

21. To participate and assist in Agricultural related cultural activities and demonstrations
22. To collect archaeological important agricultural tools and hand to appropriate person

¹ Translated from DAD documents. ARPA are a newly recruited (permanent) officer class who will ultimately take over when IO (a temporary officer remunerated by WFP with food ration and a minimal honorarium from GOSL) depart at the end of WFP support. The roles are totally different and will potentially impact on the MIS O&M, FO management and women's activities.

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