



Food and Agriculture  
Organization of the  
United Nations



OFFICE OF EVALUATION  
Thematic evaluation series

# Evaluation of FAO's Work on Gender

ANNEX 2. Benchmarking with  
a selection of UN agencies

February 2019



**THEMATIC EVALUATION SERIES**

# **Evaluation of FAO's Work on Gender**

**ANNEX 2.  
Benchmarking with a selection of UN agencies**

**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS  
OFFICE OF EVALUATION  
February 2019**

FAO. 2019. *Evaluation of FAO's Work on Gender Annex 2. Benchmarking with a selection of UN agencies*. Rome. pp.36 ([www.fao.org/evaluation](http://www.fao.org/evaluation)). Licence: CC BY-NC-SA 3.0 IGO

The designations employed and the presentation of material in this information product do not imply the expression of any opinion whatsoever on the part of the Food and Agriculture Organization of the United Nations (FAO) concerning the legal or development status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries. The mention of specific companies or products of manufacturers, whether or not these have been patented, does not imply that these have been endorsed or recommended by FAO in preference to others of a similar nature that are not mentioned.

The views expressed in this information product are those of the author(s) and do not necessarily reflect the views or policies of FAO.

© FAO, 2019



Some rights reserved. This work is made available under the Creative Commons Attribution-NonCommercial-ShareAlike 3.0 IGO licence (CC BY-NC-SA 3.0 IGO; <https://creativecommons.org/licenses/by-nc-sa/3.0/igo>).

Under the terms of this licence, this work may be copied, redistributed and adapted for non-commercial purposes, provided that the work is appropriately cited. In any use of this work, there should be no suggestion that FAO endorses any specific organization, products or services. The use of the FAO logo is not permitted. If the work is adapted, then it must be licensed under the same or equivalent Creative Commons license. If a translation of this work is created, it must include the following disclaimer along with the required citation: "This translation was not created by the Food and Agriculture Organization of the United Nations (FAO). FAO is not responsible for the content or accuracy of this translation. The original Language edition shall be the authoritative edition."

Any mediation relating to disputes arising under the licence shall be conducted in accordance with the Arbitration Rules of the United Nations Commission on International Trade Law (UNCITRAL) as at present in force.

Third-party materials. Users wishing to reuse material from this work that is attributed to a third party, such as tables, figures or images, are responsible for determining whether permission is needed for that reuse and for obtaining permission from the copyright holder. The risk of claims resulting from infringement of any third-party-owned component in the work rests solely with the user.

Sales, rights and licensing. FAO information products are available on the FAO website ([www.fao.org/publications](http://www.fao.org/publications)) and can be purchased through [publications-sales@fao.org](mailto:publications-sales@fao.org). Requests for commercial use should be submitted via: [www.fao.org/contact-us/licence-request](http://www.fao.org/contact-us/licence-request). Queries regarding rights and licensing should be submitted to: [copyright@fao.org](mailto:copyright@fao.org).

Cover photo credits (top to bottom): ©FAO/Mireia Cano, ©FAO/Pamela White, ©FAO/Veridiana Mansour, ©FAO/Pamela White, ©FAO/Heba Khamis, ©FAO/Veridiana Mansour

## Contents

<b>Introduction</b> .....	<b>1</b>
<b>A Rome-based agency: IFAD</b> .....	<b>2</b>
<b>B Rome-based agency: WFP</b> .....	<b>9</b>
<b>C Lessons from Rome-based agencies comparisons</b> .....	<b>16</b>
<b>D Other technical agencies</b> .....	<b>18</b>
1 WHO.....	18
2 UNESCO .....	23
<b>E Listing of good practices (evaluation team member's observation)</b> .....	<b>28</b>
1 IFAD.....	28
2 WFP.....	28
3 WHO .....	29
4 UNESCO .....	29

## List of Tables

Table 1: Indicators of performance .....	5
Table 2: Cross-cutting result: Improved gender equality and women's empowerment among populations assisted by WFP .....	13
Table 3: UNSWAP comparisons for Rome-based agencies (latest available data: 2016).....	17

## Introduction

1. The methodology for the evaluation of the Food and Agriculture Organization of the United Nations (FAO's) contributions to gender equality and women's empowerment (GEWE) included a benchmarking of practices with a selection of UN agencies. The agencies selected were: Rome-based agencies International Fund for Agricultural Development (IFAD) and World Food Programme (WFP) who have a common mandate with FAO relating to food security and nutrition; and other specialised agencies as World Health organization (WHO), the lead agency for Sustainable Development Goal (SDG) 3 on health; and United Nations Educational, Scientific and Cultural Organization (UNESCO), a lead agency for SDG on education.
2. The purpose of this exercise is to understand how these agencies are mainstreaming gender and contributing to gender equality and women's empowerment through their mandate and operations.
3. Given the wide diversity in their delivery models, the benchmarking was conducted on a selection of parameters closely corresponding with the United Nations System-wide Action Plan (UNSWAP): Policy objectives; Implementation arrangements; Gender architecture and Resource; Capacity assessments and Capacity development; Results/Impact monitoring; Communications and Visibility; Partnerships; Gender parity; Work culture<sup>1</sup>.
4. The comparisons are presented for all parameters for which relevant and comparable information was available.

---

<sup>1</sup> For the list of people interviewed and list of documents consulted, please refer to Appendices 1 and 2 of the main evaluation report.

## A Rome-based agency: IFAD

(The information below is based on the mid-term review (MTR) of the IFAD Policy on Gender Equality, and interviews with four IFAD staff)

### 1 Policy objectives

5. IFAD's Policy on Gender Equality (developed in 2011) follows a history of corporate prioritization of gender equality (since 1978). Its goal is to deepen the impact and strengthen sustainability of IFAD supported development initiatives. and enable poor rural women and men **to improve their food security and nutrition, raise their incomes and strengthen their resilience**. The Policy uses a strategic framework with three strategic objectives:
  - SO1. Promote **economic empowerment** to enable rural women and men to have equal opportunity to participate in and benefit from profitable economic activities.
  - SO2. Enable women and men to have **equal voice and influence** in rural institutions and organizations.
  - SO3. Achieve more equitable balance in work load and sharing of economic and social benefits between women and men.
6. The Policy includes an implementation plan and accountability framework and is reflected in country level strategies (country strategic opportunities programmes, COSOPs) as well as in the portfolio of loans and grants.
7. Implementation is organized under five outputs corresponding to five action areas:
  - Action area 1: IFAD supported country programmes and projects
  - Action area 2: IFAD inputs on gender issues in international forums and publications
  - Action area 3: Capacity building of implementing partners and government institutions
  - Action area 4: Gender and diversity balance at IFAD
  - Action area 5: Resources, monitoring and professional accountability
8. The Policy addresses IFAD's operations – loans and grants portfolio; advocacy, collaboration and partnerships; knowledge management and communication capacity building; and gender equality within the organization (staffing and financial resources).

### 2 Accountability

9. Under the Policy, IFAD committed to the following:
  - Develop and strengthen indicators for the three Strategic Objectives (SOs) on gender equality and women's empowerment.
  - Strengthen monitoring and implementation (M&E) systems to collect and analyse sex-disaggregated data and generate information on gender equality and women's empowerment.
  - Annual reporting on gender-related activities and policy implementation.
  - Annual report on gender and diversity in IFAD.
  - Mid-term review of policy and updating the implementation plan as necessary.
  - International Labour Organization (ILO) participatory gender audit or equivalent, at least once every five years.



- Pilot gender-focused client satisfaction surveys in IFAD-supported projects to determine how well project activities are working for women and men and what needs to be improved.
10. The overall corporate oversight and accountability are provided by the Operations Management Committee. In addition, IFAD Management appointed a high-level gender champion – currently the Associate Vice-President of the Programme Management Department (PMD). Progress on policy implementation is reported annually to the Executive Board as an annex to the Report on IFAD's Development Effectiveness (RIDE). Project-level performance on gender mainstreaming are also reported in Annual Reports on Results and Impacts of IFAD Operations (ARRI).

### 3 Gender architecture and Resource allocation

11. IFAD's in-house gender team consists of five staff at the gender and targeting desk in the Policy and Technical Advisory Division at headquarters (1 P5 and 1 P4, 1 temporary Professional Officer, 1 Junior Professional Officer and 0.5 G staff), two outposted full-time regional gender coordinators in West and Central Africa and East and Southern Africa regional divisions, and 17 gender focal points (13 women and 4 men) at divisions and country offices.<sup>2</sup> The gender and targeting desk review and support all projects and COSOPs to integrate gender and targeting priorities, and participates in country programme management teams, quality enhancement and field missions.
12. Besides the above, a thematic group on gender consisting of 110 staff and a wider community (163 consultants, 964 external partners and 308 project and implementation staff) complete the gender architecture.
13. IFAD spends around 10 percent of total staff costs on gender-related activities.

### 4 Capacity assessments and Capacity development

14. IFAD's emphasis is on strengthening capacities of implementing partners, government institutions and rural communities, using project resources for specific activities identified in the project formulation phases. IFAD inbuilds gender equality Terms of Reference (TORs) for a gender focal point in its projects, conducts capacity development trainings for implementation partners as part of its projects, with budgets allocated to it. Regional and subregional training of trainers, learning clinics and focus group discussions are designed to identify capacity development needs and knowledge/training modules for government institutions, implementing partners and rural communities.
15. IFAD has invested in application of **household methodologies**<sup>3</sup> (family visions for improved decision-making, equitable work load balance, sharing benefits of livelihoods activities, functional literacy, financial skills, savings products, legal literacy, negotiation skills, etc.), development of **community learning systems and methodologies** (Gender Action Learning System developed with Oxfam Novib which uses simple mapping and

---

<sup>2</sup> IFAD has a presence (including colocation with other agencies) in 39 countries. LAC:6, WCA-14; ESA-9; NEN/Central Asia-5; APR-13.

<sup>3</sup><https://www.ifad.org/documents/38714170/40198517/How+To+Do+Household+Methodologies.pdf/564875ac-af4b-4409-9271-0c90ff464b3b>

diagrammatic tools), and **piloting the use of Women's Empowerment indices**<sup>4</sup>(Women's Empowerment in Agriculture Index - WEAI, developed with the International Food Policy Research Institute - IFPRI) to measure progress in economic empowerment, representation and voice. These initiatives are in early stages - piloted in a few countries (Bangladesh, Guatemala, Nigeria, Uganda, etc.)

16. For IFAD staff, the Policy mentions mandatory capacity assessment and training plan for staff and senior management. Gender perspectives in agriculture and rural development are part of induction training for staff. Gender issues are integrated in IFAD training tools and resources (rural finance, value chain development and natural resource management). Following the Gender Equality Plan (GEP), guidelines for relevant sections of the project performance report (PPR) and project completion report (PCR), country evaluations, RIDE and ARRI have been updated.
17. Following the recommendation in IFAD's MTR, GEP, basic training on gender (in the context of rural development, climate change and nutrition) is mandatory for all staff and senior management. Training includes the Operations Academy (online course) and face-to-face trainings. Gender perspectives in agriculture and rural development are part of induction training for staff and are integrated in IFAD training tools and resources (rural finance, value chain development and natural resource management). Guidelines for relevant sections of the PPR and PCR, country evaluations, RIDE and ARRI have been updated. Other contributing activities include the monthly Gender breakfasts and Gender newsletter. Capacity assessments are often proposed in the project documents along with budget allocations but are not always undertaken during project implementation. Enforcing organization-wide implementation of gender equality initiatives and process standards is also affected by the business model, as IFAD does not directly implement programmes.
18. When time and resources permit, the Policy and Technical Advisory gender desk and regional coordinators identify and address capacity gaps using a range of modalities, and link with other cross-cutting issues such as climate change, land tenure, nutrition and youth. However, these initiatives are undertaken on an ad hoc basis. A more coherent and resourced approach is required to strengthen in-house and partner expertise and yield long-term beneficial impacts on project outcomes.
19. The MTR of IFAD's Gender Policy recommended that IFAD support capacity development initiatives and ensure that basic training on gender (in the context of rural development, climate change and nutrition) is mandatory for all staff (including induction, design and supervision training), and senior management orientation, and provide resources for formal and informal capacity development (including online training) for IFAD staff, gender focal points, implementing partners and qualified consultants.

## 5 Results/Impact monitoring

20. Gender is the most comprehensively monitored dimension in IFAD's results system, with targets and reporting at three stages in loan projects (entry, implementation and completion), and also human resource management and administrative budget. The GEP is an annex to the Strategic Framework 2016-2025 but has its own results framework. A detailed results framework consisting of 13 indicators (corresponding to five outputs under

---

<sup>4</sup> [https://www.ifad.org/documents/36783902/40278505/S10\\_Garbero\\_IFAD+%28ppt+02.05%29.pdf/b687665d-1f2e-4e97-b1ed-9d8197ca30f9](https://www.ifad.org/documents/36783902/40278505/S10_Garbero_IFAD+%28ppt+02.05%29.pdf/b687665d-1f2e-4e97-b1ed-9d8197ca30f9)

the action areas) aids in monitoring progress on gender equality and women's empowerment. and is reported along with other corporate results.<sup>5</sup>

**Table 1:** Indicators of performance

Output	Indicators
Gender equality and women's empowerment issues addressed systematically in IFAD supported country programmes and projects	<p>Increase in proportion of loans and grants with gender-specific objectives supported by clear budget allocations</p> <p>Improvement in gender ratings for loan and grant design</p>
IFAD's advocacy partnerships and knowledge management on gender equality improved	<p>Increase in IFAD inputs on gender issues in international forums and publications</p> <p>Inclusion in key IFAD policy documents and knowledge products of references to GEWE</p> <p>Increase in focus on gender issues in policy dialogue and scaling up</p> <p>Increase in joint initiatives on gender related activities with other development agencies</p>
Capacity of partners in addressing gender issues in agriculture and rural development strengthened	<p>Improvement in gender ratings for loan and grant portfolio on completion</p> <p>Increase in number and quality of initiatives to support gender equality and women's empowerment undertaken by government institutions</p>
Corporate approaches and procedures that support gender and diversity balance developed	<p>Increase in number of women P5 and above at IFAD</p> <p>Improvement in scores on gender-related staff survey questions by women and men – e.g. work life balance</p>
IFAD corporate human and financial resources and monitoring and accountability systems fully support GEWE	<p>Increase in human and financial resources from core budget invested to support GEWE</p> <p>Increase in number of substantive references by IFAD management in public forums and media</p> <p>Increase in score in annual review of IFAD performance on GEWE</p>

<sup>5</sup> For additional info, read a sample ARRI report: [https://www.ifad.org/documents/38714182/39709977/ARRI2017\\_web.pdf/98a9b688-b397-46e0-b122-a3f458059b00](https://www.ifad.org/documents/38714182/39709977/ARRI2017_web.pdf/98a9b688-b397-46e0-b122-a3f458059b00)  
<https://webapps.ifad.org/members/ec/102/docs/EC-2018-102-W-P-6.pdf>

21. **Gender rating is conducted for each IFAD loan and grant project at multiple stages:** design, implementation and completion. IFAD uses a six-point scale: 'gender blind' to 'gender transformative', defining gender-transformative as going beyond symptoms and tackling underlying social norms, attitudes, behaviours and social systems.
22. Every project has a gender component budget, which also includes costs of a gender resource person and gender-related activities. Each project is scored on the overall 6-point scale, though for its ratings towards gender-transformative.
23. IFAD's annual Report on IFAD's Development Effectiveness includes performance ratings of IFAD projects on gender at design and completion. Since 2012, the report also includes a section on progress in implementation of the GEP. According to the RIDE 2016, 82 percent of projects (by loan value) rated moderately satisfactory or above 4 (gender considerations have been mainstreamed in limited aspects of component design); 35 percent fully mainstreamed (5 - fully integrated into component activities and reflected in allocation of financial and human resources) and 18 percent transformative (6 – go beyond symptoms and tackle underlying social norms, attitudes, behaviours and social systems). Proportion of transformative projects is increasing, 21 percent for loans and 36 percent for grants.
24. Over and above reporting results on the entire project portfolio, IFAD also has a separate impact monitoring function, which covers around 15 percent of the portfolio. Impact assessments are done mostly with external experts, with control group/others, and before-after analyses. Also, in 2016, IFAD carried a meta-analysis of gender-related findings from 57 evaluations to document successful practices in projects.
25. The Mid-term Review of the Policy<sup>6</sup> noted that women's representation rose from 28 million in 2011 to 56 million in 2015. The MTR noted that documentation of progress on the strategic objectives of the Policy on Gender Equality and Women's Empowerment is anecdotal and is not accompanied by sufficient detail on how it was achieved, which is needed for replication. This hinders IFAD's capacity to scale-up and innovate good practices through systematic learning about gender equality outcomes and impact, and how to achieve them.
26. **UNSWAP ratings:** IFAD met or exceeded targets for 11 indicators in 2015. The four indicators for which Improvement is needed are: gender architecture, financial resource allocation, staff capacity assessment, and capacity development.

## 6 Evaluation

27. IFAD evaluations integrate gender in evaluations in all projects and COSOPs. In evaluations there is an increasing emphasis on gender transformative orientation, using three criteria, whether interventions: a) strategically addressed root causes of gender inequality and discrimination; b) successfully challenged gender roles, norms and power relations; and c) set off processes of social change beyond the immediate project intervention
28. The IFAD9 impact assessments, based on a meta-analysis of several gender empowerment indicators across eight projects, found that beneficiaries exhibited 5 percent higher gender empowerment outcomes compared to a control group of farmers. Contributing factors included promoting women's access to economic activities and their involvement in

---

<sup>6</sup> <https://webapps.ifad.org/members/eb/118/docs/EB-2016-118-R-9.pdf>

also read: [https://www.ifad.org/documents/38714182/39721405/gender\\_synthesis\\_fullreport.pdf/229358bf-f165-4dcd-9c4a-1af4f09ab065](https://www.ifad.org/documents/38714182/39721405/gender_synthesis_fullreport.pdf/229358bf-f165-4dcd-9c4a-1af4f09ab065)

managing user groups, capacity building activities and credit programmes designed specifically for women. An Evaluation Synthesis of findings from 57 IFAD project evaluations reported that successful approaches included combination of social mobilization, capacity building, microcredit and women-friendly infrastructure and services. Successful projects showed women economic empowerment and leading to participation in public life, greater control over revenue and decisions, and better outcomes on child marriage, children rights. Domestic water provision has been a big contributor.

29. IFAD also emphasises on time poverty and drudgery as important elements in gender equality. However, this element has not been systematically monitored in all projects, and evidence of linkages between rural infrastructure and time/work load savings is still mostly anecdotal.

## **7 Communications and Visibility**

30. Active participation and contributions in international forums and publications is one of IFAD's five action areas. IFAD monitors and reports on the number of substantive references by IFAD management in public forums and media. Relevant performance indicators in this regard are:
  - increase in IFAD inputs on gender issues in international forums and publications;
  - inclusion in key IFAD policy documents and knowledge products of references to gender equality and women's empowerment.

## **8 Partnerships**

31. IFAD's major partnerships are: FAO and WFP, through the partnership Memorandum of Understanding of the Rome-based agencies and joint programmes such as the Rural Women's Economic Empowerment (RWEE) implemented by the three Agencies and UN Women; IFPRI for development of methodologies and gender learning materials; and Oxfam Novib, for the Gender Action Learning System (GALS), among others.

## **9 Gender parity**

32. While IFAD has made efforts to increase the number of women in senior positions, it has yet to meet the IFAD9 and IFAD10 targets of women accounting for at least 35 percent of posts at the P5 level and above. Women account for: 60 percent of all IFAD staff; 81 percent of General Service staff; and 48 percent of Professional staff (as of 30 June 2016). IFAD's professional staff profile with the entire United Nations system (for 2014) compares well at grades P1 to P4 and management, but the representation of women in IFAD falls below the United Nations average for P5 and Directors.
33. Human Resources Division (HRD) has taken measures to promote a better gender balance in staffing. In addition, IFAD has adopted good work-life balance policies, but there is considerable variability in their application, depending on the nature of the work and the manager. These initiatives have been given additional impetus through the formation of the Women's Informal Network among IFAD staff.

## 10 Work culture

34. IFAD's policy includes these dimensions:

- strengthen implementation and institutional acceptance of work/life balance provisions (staff surveys are used to gauge perceptions);
- integrating assessment of gender equality and women's empowerment into staff performance evaluation;
- strengthen career enrichment and advancement opportunities;
- introduce best performance awards for headquarters and field staff, projects and divisions.

## 11 Good practices (evaluation team member's observation)

- A 'gender-transformative' orientation: going beyond symptoms to address root causes of inequality and defining criteria for 'gender-transformative'.
- A rigorous project-level gender rating system covering design, implementation and completion stages. Inclusion of gender focal point TORs and budget lines in each project.
- Thrust of capacity development efforts on implementing partners and government institutions. Induction of household methodologies: creating and implementing shared family visions for improved decision-making equitable work load balance, sharing benefits of livelihoods activities, functional literacy, financial skills, legal literacy, negotiation skills for value chain development, and engaging with men for gender equality.
- Induction of Women Empowerment in Agriculture Index to capture economic empowerment, representation and voice distinctly, going beyond number of beneficiaries.
- Leverage: IFAD is able to leverage its loan and grant portfolio to promote gender mainstreaming and to develop capacities in projects and partner institutions. The larger magnitude and longer duration of IFAD supported interventions enable monitoring of beneficiary level changes.

## Challenges

- IFAD's status as a development financial institution necessitates a balance between and matching IFAD's core values and policies and priorities of its client governments. Thus, while IFAD's specialists design and assess the gender transformative elements in projects, the final content of gender equality and women's empowerment aspects are negotiated with governments (in line with extant national policies), who are the borrowers of IFAD's funding. The leadership role of the Country Programme Manager is very important in this regard.

## B Rome-based agency: WFP

(The texts below are based on the Update on the Gender Policy (2015-2020) and interviews with three WFP staff - from Gender Unit, Programmes, and Evaluation).

### 1 Policy objectives

35. The Gender Policy 2015-2020 is the third in a series of policies adopted at WFP and built on the recommendations of the evaluation of the previous policy and with extensive consultation at headquarters and regional levels.<sup>7</sup>
36. Affirming gender equality and women's empowerment as preconditions for effective and sustainable development and the enjoyment of universal human rights, the **GEP** goal is to enable WFP to integrate gender equality and women's empowerment into all of its work and activities, to ensure that different food security and nutrition needs of women, men, girls and boys are addressed. The Policy was developed using a theory of change that identifies the necessary preconditions for achieving the goal: objectives, minimum standards and the organizational changes needed for implementing the Policy, and also the conditions and resources assumed to be in place for the Policy's effectiveness.
37. The four contributing objectives are:
  - O1. Food assistance adapted to different needs: women, men, girls and boys benefit from food assistance programmes and activities that are adapted to their different needs and capacities.
  - O2. Equal participation: women and men participate equally in the design, implementation, monitoring and evaluation of gender-transformative<sup>8</sup> food security and nutrition policies and programmes.
  - O3. Decision-making by women and girls: women and girls have increased decision-making power regarding food security and nutrition in households, communities and societies.
  - O4. Gender and protection: food assistance does no harm to the safety, dignity and integrity of the women, men, girls and boys receiving it and is provided in ways that respect their rights.
38. The Policy is translated into action using a **Gender Action Plan** (Gender Accountability Framework) with nine outcome areas, and an **Integrated Road Map** for its implementation. Implementation uses a twin-track approach: adoption of minimum standards for gender mainstreaming in all areas of WFP work, and implementing targeted interventions. Gender equality and women's empowerment has been integrated into core corporate documents, including the Integrated Road Map – the Strategic Plan, the Corporate Results Framework and in country strategic plans (CSPs).

---

<sup>7</sup> The Evaluation report of the 2009 Policy can be accessed here: [https://documents.wfp.org/stellent/groups/public/documents/reports/wfp262317.pdf?\\_ga=2.75878096.410818036.1541736861-1656653308.1535430980](https://documents.wfp.org/stellent/groups/public/documents/reports/wfp262317.pdf?_ga=2.75878096.410818036.1541736861-1656653308.1535430980)

<sup>8</sup> For WFP, gender-transformative food assistance involves designing and implementing policies and programmes that recognize the importance of gender equality and women's empowerment in achieving positive development outcomes and promoting universal human rights.

## 2 Accountability

39. The Gender Office sits under the Deputy Executive Director, who regularly communicates (emails, meetings, external events) on gender. To ensure commitment at highest levels, the Executive Director's Letter of Entrustment of Regional and Country Directors includes specific commitment to pursuing a gender-transformative approach to food security and nutrition. For WFP, gender-transformative food assistance involves designing and implementing policies and programmes that recognize the importance of gender equality and women's empowerment in achieving positive development outcomes and promoting universal human rights.<sup>9</sup>
40. Reporting on gender is integrated into corporate reporting templates and guidance, including the Annual Performance Report, Annual Country Reports and Country Briefs. WFP reports annually to its Executive Board on progress in implementation of the Gender Policy and Action Plan and achievement of minimum standards.
41. The corporate Gender Action Plan is the main accountability mechanism and enlists **performance indicators** at two levels.
  - Layer 1: gender equality programming results, which link the four objectives to Country Results Framework indicators (outcome indicators, cross-cutting gender indicators, output indicators).
  - Layer 2: Programme processes and organizational change, linking GAP outcome areas to corporate level indicators, and linking action areas and responsible units by outcome.
42. WFP has also strengthened its commitment to **accountability to affected populations** by implementing functional complaints and feedback mechanisms in over 80 percent of country offices.

## 3 Gender architecture and Resource allocation

43. The architecture consists of: i) headquarters Gender Office; ii) Regional Gender Advisers; iii) UN SWAP Business Owners; and iv) Gender Results Network. The human resource strength is: headquarters - eight regional gender advisers in four regional bureaux, gender officers in 18 Country Offices, and specialists as short-term consultants, Junior Professional Officers and standby partners. However, WFP has a large Gender Results Network (GRN):<sup>10</sup> 535 members spread across 82 countries have written TORs and are expected to commit 20 percent of time to gender focal point work, i.e., dissemination of gender-related resources and information on activities, awareness raising on gender equality matters, participation in corporate campaigns and events. The network facilitates online Gender Community activities, monthly informal meetings, Gender Learning Channel, workshops and support missions.
44. The Gender Office manages the Gender Results Network, whose members act as advisers on and facilitators of gender mainstreaming promoting the achievement of gender equality results in food and nutrition security activities. Terms of reference of GRN members stipulate 20 percent of the working time to be dedicated to gender-related activities. The GRN will

---

<sup>9</sup> As stated in the GEP document. [https://documents.wfp.org/stellent/groups/public/documents/communications/wfp276754.pdf?\\_ga=2.20091448.1431781135.1542268854-1690702135.1542268854](https://documents.wfp.org/stellent/groups/public/documents/communications/wfp276754.pdf?_ga=2.20091448.1431781135.1542268854-1690702135.1542268854)

<sup>10</sup> WFP is present in 82 countries (as per website) LAC 11, ECA 5, AP 16; WCA 21, ESA 17, NEN 12.



- serve as an important catalyst and community of practice for gender equality and women's empowerment.
45. Detailed guidance, tools and skills have been provided for gender-responsive programming and monitoring. The WFP Gender Toolkit, launched in 2017, provides guidance on the "what, why, when, who, where and how" of integrating gender into WFP programming and operations. Gender and age dimensions are integrated into 21 of 33 technical guidance manuals. Specific guidance has been provided on integration of gender considerations into key programmes such as Cash-Based Transfers Manual, Climate Change and Disaster Risk Reduction, Country Capacity Strengthening Manual, Smallholder Agricultural Market Support programme.
  46. **Gender with Age Marker (GAM):** WFP was one of the entities that piloted the Gender with Age Marker for the Inter-Agency Standing Committee (IASC) and uses it as a quality control tool<sup>11</sup> for all Country Strategic Plans – the strategic planning document for all WFP Country Offices – which must meet the GAM 3 or 4 criteria to be submitted to the Executive Board for approval. The GAM will become mandatory for humanitarian response projects from 2019 and also used in financial tracking systems.
  47. The Gender Office has developed and disseminated guidance on integrating gender into national zero hunger strategic reviews and country strategic plans, and together with regional gender advisers reviews all versions of CSPs – concept notes and transitional, interim and final CSPs – to ensure that they meet corporate minimum requirements for gender, providing technical assistance as necessary.
  48. **Resource allocation:** Unlike many other UN agencies, WFP does not have a regular budget, and thus engages in continuous resource mobilization for its operations. The Minimum Standards prescribed for resource allocation include:
    - Gender equality and women's empowerment activities are included in project budgets, all documents and budget revisions; and the resources identified for work in gender equality and women's empowerment meet the corporate financial benchmark by representing at least 11 percent of total project costs, increasing to at least 15 percent by 2020.
    - A financial tracking mechanism is used to quantify disbursement of funds for promoting gender equality and women's empowerment. The results of this tracking influence central planning on budget allocation.
    - The IASC gender marker code or equivalent – guiding the design, implementation, monitoring and evaluation of project activities – is reported in all project documents and budget revisions; implementation of the Gender Policy enables 100 percent of WFP projects to achieve codes of 2A/2B by the end of 2015.
    - A percentage of Programme Support and Administrative (PSA) funding is allocated to gender activities, using the gender marker system.
    - A gender budgeting process and tool has been integrated into country level corporate budget, and financial tracking mechanism is under development to track actual allocations in implementation.

---

<sup>11</sup> The tool can be accessed here: [https://reliefweb.int/sites/reliefweb.int/files/resources/IASC\\_GAM\\_2018\\_promo.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/IASC_GAM_2018_promo.pdf)

49. The annual corporate Management Plan contains a dedicated section on gender equality, including specification of the percentage of total funds (planned budget) dedicated to gender. Currently, 12.6 percent of WFP's total actual expenditures are on gender equality and women's empowerment actions.

#### 4 Capacity assessments and Capacity development

50. WFP has a comprehensive capacity development plan, based on capacity assessments (to be updated every three years). A formal capacity assessment was conducted in Q4 2016, resulting in a gender capacity action plan and a range of tools, guidance, learning opportunities, such as: WFP Gender Toolkit, Gender Learning Channel (which includes two e-learning journeys – basic gender and social norms), monthly gender brown bags, online Gender Community, social norms training.
51. In 2017, specific attention was given to strengthening gender-related competencies of all WFP's workforce. The Gender Learning Channel was launched on WeLearn platform, and consists of several e-courses: Gender Basic Learning Journey, nine short learning videos, additional modules to the Gender Toolkit; two-day introductory training courses, training in gender in emergencies, pilot training of trainers, etc. WFP also developed a training module for senior managers in collaboration with the United Nations University Gender Equality Studies and Training Programme (UNU-GEST). The Gender network also supports in face-to-face learning 'gender clinics', and support missions to Country Offices participating in the Gender Transformation Programme (GTP).
52. In 2017, 20 percent of all WFP staff completed the basic gender learning course on the WeLearn Portal, and all WFP offices have members on GRN.
53. Current capacity development work includes application of the corporate gender capacity development plan, expansion of the WFP Gender Toolkit, administration of the Gender Channel on WFP's new Learning Portal, and creation of tailored training courses.
54. **Gender Transformation Programme:** The GTP is the corporate gender mainstreaming programme for organizational change to support gender equality outcomes. Implemented by volunteering country offices, the GTP is a practical guidance programme on mainstreaming gender in country plans and consists of a 12-18-month process involving a baseline assessment and a practical improvement plan and final assessment against 39 benchmarks. The GTP is being implemented first for country offices, to be followed by regional bureaux, and later headquarters. Piloted in Myanmar, Peru and South Sudan, presently there are 20 GTP volunteer countries. **Gender learning course is mandatory for all GTP country offices.**

#### 5 Results/Impact monitoring

55. With the adoption of the Strategic Plan (2017–2021) which commits to integrating "gender equality and women's empowerment into all of its work and activities, WFP's Corporate Results Framework includes a cross-cutting result 'Improved gender equality and women's empowerment among WFP-assisted populations'. All country strategic plans include a

commitment to report sex- and age-disaggregated data in their results. The indicators have been revised to cover equality in decision-making, participation and remuneration.<sup>12</sup>

56. By the end of 2017, 83 percent of WFP projects were meeting the targets for corporate cross-cutting gender indicators. WFP has successfully mainstreamed gender issues into programme design, with gender integrated into 74 percent of newly approved CSPs. Systematic monitoring at project level has enabled tracking of indicators for the GEP in respect of women's empowerment in both the individual and the community spheres.

**Table 2:** Cross-cutting result: Improved gender equality and women's empowerment among populations assisted by WFP

Performance indicator	% of reported projects meeting the target
Proportion of households where:	
- Women make decisions on the use of food/cash/vouchers	94%
- Men make decisions on the use of food/cash/vouchers	72%
- Both women and men make decisions on the use of food/cash/vouchers	67%
Proportion of the members of food assistance decision-making entities – committees, boards, teams, etc. – who are women	67%
Proportion of women in leadership positions of project management committees*	93%
Type of transfer (food, cash, voucher, no compensation) received by participants in WFP activities	Insufficient data

\* This indicator from the Strategic Results Framework is included because the majority of operations reported on this indicator in 2017.

57. Results for 2017 under the Gender Action Plan's nine outcome areas:
- **Analysis and data:** 73 percent of projects/CSPs report on cross-cutting gender indicators of the CRF; and 100 percent of food security assessment reports collect, analyse and use sex-disaggregated data.
  - **Planning, process, guidance and accountability:** 80 percent of country offices have functioning complaints and feedback mechanisms for affected populations; gender and age dimensions are integrated into 86 percent of CSPs, ICSPs and T-ISCPs; and in 63 percent of WFP guidance manuals (21 of 33).
  - **Human resources:** 43 percent of international staff, 31 percent of national staff; and 47-35 percent of P2-D2 levels are women; 72 percent of global staff survey respondents agree or strongly agree on being treated with respect.
  - **Expertise and capacity development:** 20 percent staff completed basic gender learning course on Gender Learning Channel of WeLearn Portal; 100 percent WFP offices have members of Gender Results Network; 12 gender advisers at P3 level or above.
  - **Communications knowledge and information:** 100 percent of relevant project reports and annual country reports report on specific gender results and lessons learned; 1 gender-specific research product.

<sup>12</sup> <https://docs.wfp.org/api/documents/5c0a93ecec0f4dcc9916c3978bae238e/download/>

- **Partnerships:** 8 corporate level partnerships on GEWE; and 100 percent of field level agreements at CSP contain GEWE provisions.
  - **Financial resources:** 13 [percent of total WFP planned requirements; and 12.6 percent of actual expenditures are for GEWE.
  - **Evaluation:** Consideration of GEWE-related results in evaluations: score awarded at annual meta review: 6.
  - **Oversight:** WFP met 87 percent of requirements for UNSWAP performance indicators; undertook gender audit in 2016
  - Full details of the progress on gender equality programming results and process changes can be studied in the WFP update on the GEP, submitted to the Executive Board in June 2018.<sup>13</sup>
58. UNSWAP: In 2017, WFP exceeded standards for nine, met for four the 15 UNSWAP indicators and approached standards for two (Gender architecture and Gender Parity). Gender Parity is likely to be met by 2024. Meanwhile, WFP was one of eight agencies that piloted the UNSWAP 2.0 and has updated its Business Owners and processes in preparation for the transition. WFP's business owner model for implementing UNSWAP and advancing gender equality at the corporate level has been recognized as a good practice for the United Nations system.

## 6 Evaluation

59. There has been steady improvement in meeting UNSWAP standards: in 2012-2013, approaching requirements; in 2014-2016, meeting requirements; and now the goal is to exceed expectations. WFP has standard outcome indicators that each country and project has to apply. One challenge cited is that in humanitarian response situations, which call for urgent responses, proposals for funding at times commit to attaining gender marker 2A requirements (post approval) but targeting and data gaps remain unaddressed in the implementation stages in targeting or data collection. In some interventions, targeting and data access can be particularly challenging, especially in remote areas. For instance, in air drops of food assistance, how can targeting and tracking of beneficiaries be ensured? Also, in short duration humanitarian assistance projects, impacts at project level can be difficult to measure and call for the right methodologies and indicators. Impact assessments are more practical for thematic areas (cash transfers, for instance).

## 7 Partnerships

60. There are eight corporate Partnerships: IASC Gender Reference Group, Gallup, Women Deliver, United Nations University Gender Equality Studies and Training Programme, GE Task team of the United Nations Development Group (UNDG), GenCAP, Mercy Corps, International Rescue Committee (IRC), Care, IFPRI. The key examples of partnerships with Rome-based agencies are the Rural Women Economic Empowerment Joint Programme with FAO, IFAD and UN Women; and with FAO Statistics on a measure for 'gender equality for

---

<sup>13</sup> <https://docs.wfp.org/api/documents/beac13cfeab840b18a06d10d2165d197/download/>

food security'. WFP also partners with the United Nations Development Programme (UNDP - at the global level) and the Gender Theme Groups at country level.

## **8 Gender parity**

61. At present, 43 percent of international staff, 31 percent of national staff; and 47-35 percent of P2-D2 levels are women; WFP aims to achieve parity among international staff by 2021 and national staff by 2028. To this end, a Gender Parity Action Plan has been finalized in 2017 and covers various areas: talent acquisition career and capability development, engagement and well-being, and accountability. Through concrete actions in 2016, WFP made progress towards this goal: 58 percent of newly appointed international staff were women. However, women exceed men (328: 207) in the Gender Results Network.

## **9 Work culture**

62. The Gender Toolkit has specific HR and Workplace sections. In 2017 WFP updated its induction package to integrate gender awareness in joiners. WFP staff and workforce policies include provisions for: flexible work, maternity and paternity leave, mobility, enabling environment for breastfeeding, and regulations to prevent abuse and harassment. WFP recently updated its Harassment, Sexual Harassment, and Abuse of Power (HSHAP) Policy and is currently running a "Respect" campaign. In a global staff survey conducted in 2015, 72 percent of respondents agreed or strongly agreed on being treated with respect.
63. WFP's INSPIRE programme, which provides tailored training and coaching on leadership for women has seen participation by 200 women since inception in 2013.
64. The Gender Transformation Programme is the key measure of corporate recognition of excellent work in organization. The Lao People's Democratic Republic was recognized in 2017 for its successful completion of the GTP. While outstanding performance is duly recognized, there is also a conscious effort not to overemphasise incentives and rewards as means to gender mainstreaming; instead, there is more emphasis on internalizing gender equality and women's empowerment as a de-rigueur organization-wide commitment rather than an exceptional or outstanding accomplishment to be rewarded and highlighted.

## **10 Good practices (evaluation member's observation)**

- Requirement for all projects and CSPs to report on specific gender results and lessons learned.
- High level commitment promoted through the Executive Director's Letter of Entrustment to Regional and Country Directors– accepting to deliver on corporate commitment to gender equality and women's empowerment.
- Accountability to affected populations: complaints and feedback mechanisms.
- Voluntary (rather than mandated from top) commitment at country offices to implement Gender Transformative Programme.
- Development of comprehensive gender learning package with short, easy to learn modules to stimulate access by all WFP staff.
- Specific leadership training for women (INSPIRE).

## C Lessons from Rome-based agencies comparisons

65. **Different delivery models:** Rome-based agencies use different delivery models and thus follow different approaches towards gender equality and women's empowerment.
- With a large proportion of its portfolio being humanitarian assistance interventions, WFP follows a direct implementation approach in most of its programmes, which explains its emphasis on strengthening gender responsiveness in its country offices and implementing non-government partners. Also, WFP's mandate of food assistance extends to both rural and urban areas, unlike IFAD and FAO, whose focus is on rural areas and agriculture-linked activities.
  - IFAD, as a development finance institution, does not implement loan and grant programmes directly. Instead, it uses project design and approval criteria as the main entry points to mainstream and incorporate gender-responsive and transformative approaches in all its programmes and implementing partner institutions. Specific allocations towards awareness raising and capacity development actions in projects, and a quota for women beneficiaries ensure consistency across programmes, and this is achieved through negotiations with national governments.
  - FAO engages primarily through the Ministry of Agriculture, although increasingly with ministries of social welfare, women and child development.
66. **Gender Results Framework:** Gender mainstreaming in activities and programmes does not dilute the importance of a specific results monitoring for gender equality results. Both WFP and IFAD have adopted detailed results indicators for progress on gender equality and women's empowerment, measured at the level of affected populations in all their programmes and interventions. There is growing emphasis on gathering evidence of economic empowerment, voice and representation in decision-making, and reduction of women's work load, as indicators of progress on gender equality and women's empowerment. The increasing use of household methodologies and WEAI by IFAD are particularly interesting.
67. **Human and financial resources:** IFAD (4.5 at headquarters, 2 in regions) and WFP (8 at headquarters, in regions) have comparable or fewer human resources than FAO (at headquarters, in regions and in country offices). FAO has a predictable regular budget allocation for gender, unlike WFP.
68. **Capacity assessments and Capacity development:** WFP has committed to three-yearly capacity assessments of staff, the last one was done in 2016, which led to a capacity development action plan in 2017, including updates to the Gender Toolkit and a package of e-learning materials. While neither IFAD nor WFP have made gender training compulsory for all staff, WFP requires all staff at Country Offices signing up for the GTP to complete the gender training. The MTR of IFAD's Gender Policy has recommended compulsory training of IFAD staff.
69. **Gender Parity:** According to the data from 35 entities surveyed, as at 31 December 2015, FAO - with 37.4 percent women's representation - was among 13 entities which had women's representation less than 40 percent. Although none of the Rome-based agencies had achieved gender parity, both IFAD (47 percent) and WFP (41.6 percent) scored higher than FAO. WFP has put in place a Gender Parity Action Plan, with various areas: talent acquisition career and capability development, engagement and well-being, and accountability.

70. **Knowledge harvesting and Communications:** Given the wide geographical footprint and diversity in contexts, documenting best practices from the field can help improve overall results effectiveness. IFAD systematically documents best practices and also conducted an evaluation synthesis of 57 project evaluations. IFAD also formally enlists knowledge and advocacy on gender equality and women's empowerment as one of its three Strategic Objectives and monitors and reports on participation and contributions to forums and events.

**Table 3:** UNSWAP comparisons for Rome-based agencies (latest available data: 2016)

<b>Standard</b>	<b>FAO</b>	<b>IFAD</b>	<b>WFP</b>
<b>Policy and planning</b>	Meets	Meets	Exceeds
<b>Gender responsive performance management</b>	Meets	Exceeds	Exceeds
<b>Strategic planning</b>	Exceeds	Exceeds	Exceeds
<b>Monitoring and reporting</b>	Exceeds	Exceeds	Exceeds
<b>Evaluation</b>	Approaches	Meets	Meets
<b>Gender responsive auditing</b>	Meets	Exceeds	Exceeds
<b>Programme review</b>	Meets	Exceeds	Exceeds
<b>Resource tracking</b>	Meets	Meets	Meets
<b>Resource allocation</b>	Meets	Approaches	Exceeds
<b>Gender architecture and parity</b>	Approaches	Approaches	Approaches
<b>Organizational culture</b>	Exceeds	Exceeds	Exceeds
<b>Capacity assessment</b>	Exceeds	Approaches	Exceeds
<b>Capacity development</b>	Approaches	Approaches	Meets
<b>Knowledge generation and communication</b>	Exceeds	Exceeds	Exceeds
<b>Coherence</b>	Exceeds	Exceeds	Exceeds

## **D Other technical agencies**

### **1 WHO**

#### **1 Policy objectives**

71. WHO Gender Policy goal (2002) is to contribute to better health for women and men, through health research, policy and programmes which give due attention to gender considerations and promote equity and equality.
72. WHO's role is to analyse and address gender issues in planning, implementing, monitoring and evaluation of policies, programmes, projects and research in order to achieve these objectives:
  - increase coverage, effectiveness and efficiency of interventions;
  - promote equity and equality throughout the life course, ensure that interventions do not promote inequitable gender relations;
  - provide quantitative and qualitative information on influence of gender on health and healthcare;
  - support MS on how to undertake gender-responsive planning, implementing, monitoring and evaluation of policies, programmes and projects.
73. Over the years there has been an evolution in the concept, with gender no longer a standalone domain, but part of a larger Gender, Equity and Human Rights (GER) and Social Determinants approach. In 2015, WHO adopted its GER Roadmap for Action, 2014-2019, a five-year plan to ensure an integrated approach for gender responsive, equity enhancing, and rights-based WHO programmes. Equity and Social Determinants unit now dismantled, but gender unit is working closely with programmes.
74. Roadmap for Action 2014-2019<sup>14</sup> for the corporate integration of equity, human rights, gender and social determinants shows how the integration will be rolled out, including strategic milestones, in three directions.
  - Guidance on integration of sustainable approaches which advance health equity, promote and protect human rights, are gender-responsive and address social determinants in WHO programmes and institutional mechanisms.
  - Promote disaggregated data analysis and health inequality monitoring.
  - Guidance on integration of sustainable approaches which advance health equity, promote and protect human rights, are gender-responsive and address social determinants in WHO support at country level.
75. The companion document 'Unifying Framework Guide' explains what the integration means.

---

<sup>14</sup> <http://www.who.int/gender-equity-rights/knowledge/web-roadmap.pdf?ua=1>



## **2 Accountability**

76. WHO adopted a dedicated Outcome 3.3: 'Gender, Equity and Human Rights integrated into secretariat's and countries' policies and programmes', implementation of which is spearheaded by the GER team in collaboration with others.
77. The main accountability is through reporting on gender equality and women's empowerment indicators in the Results Framework:
  - number of programmes integrating equity, HR, gender and social determinants: 15/30;
  - number of countries monitoring inequalities through disaggregated data, age, sex, place of residence and wealth: 4 additional by 2017;
  - number of programmes monitoring inequalities through disaggregated data, age, sex, place of residence and wealth: 1;
  - number of countries implementing at least two WHO supported activities to integrate GER into health policies and programmes: 32;
  - number of WHO country cooperation strategy (CCS) developed, explicitly guided by core values and approaches based on GER approaches.
78. WHO also reports annually on its progress against the UNSWAP minimum standards.

## **3 Gender architecture and Resource allocation**

79. The Global GER team in the Director-General's Office facilitates and coordinates gender work at WHO. The Family, Women's and Children's Health Cluster collaborates with the Director-General Office and General Management Cluster to support integration through: Global Policy Group of Regional Directors, Meetings of Assistant Director Generals, organization-wide planning reporting and accountability processes, category networks, programme area networks, equipping with knowledge and instruments to exercise leadership roles in integrating gender, equity and human rights in their domains of responsibility.
80. The GER team will expand and facilitate organization-wide network, based on lessons learned from Priority Public Health Conditions Knowledge Network of the Commission in Social Determinants of Health, and other documented experiences. The network will include staff in key positions and functions as well as staff with an interest in championing change for integrating equity, human rights, gender and social determinants.
81. Information on resource allocation for gender equality could not be obtained. Financial markers to track gender-related expenditures are being implemented.

## **4 Capacity assessments and Capacity development**

82. WHO has developed tools to ensure systematic consideration of gender in the design, implementation and evaluation of health policies and programmes, which include:
  - WHO Gender Analysis Matrix (GAM) and Gender Analysis Questions (GAQ)
  - WHO Gender Responsive Assessment Scale (GRAS) and Gender Analysis Tool (GAT)
  - WHO Gender and Health planning and programming checklist

83. Now capacity assessment is mandatory for managers P4 and above. Two sets of online gender training are prescribed, and close monitoring of trainings is done by a senior official (Deputy Director General). For leadership development, department-level workshops are being planned to reorient their planning and budgeting as well.
84. The e-learning course on gender is not mandatory. However, since 2018, training on zero-tolerance on prevention of harassment including sexual harassment and abuse of authority is compulsory for all P staff.
85. Public health programmes (HIV, TB etc) of WHO include gender analysis to incorporate equity and gender issues in the strategies. Medical doctors developing these guidelines are coached on gender aspects. Gender training covers focal points in regions and in large country offices.
86. Only gender focal points have specific TORs relating to gender issues. However, gender equality contribution is considered as one criterion in staff assessments for promotion.

## **5 Results/Impact monitoring**

87. Roadmap for Action 2014-2019 includes a results matrix, which monitors progress in the three directions through output-level milestones:
  - Guidance on integration of sustainable approaches which advance health equity, promote and protect human rights, are gender-responsive and address social determinants in WHO programmes and institutional mechanisms.

### **Milestones:**

- 2017: 15 out of 30 programmes integrated equity, human rights, gender and social determinants
- 2019: 30 out of 30 programmes

### **UNSWAP performance indicators requirements:**

- 2017: 14 out of 15 met or achieved (Target 10 Gender Architecture and Parity will not have been met)
- 2019: 15 out of 15 targets met or achieved.
- Promote disaggregated data analysis and health inequality monitoring

### **Milestones:**

88. Additional countries monitoring inequalities through data disaggregated at a minimum by age, sex, place of residence and wealth:
  - 2017: four additional countries
  - 2019: four additional countries (provisional)
89. Additional programmes monitoring inequalities through data disaggregated at a minimum by age, sex, place of residence and wealth:
  - 2017: one additional programme
  - 2019: one additional programme (provisional)

- Guidance on integration of sustainable approaches which advance health equity, promote and protect human rights, are gender-responsive and address social determinants in WHO support at country level

#### **Milestones:**

90. Number of countries (from 6) implementing at least 2 WHO supported activities to integrate into health policies and programmes
  - 2017: 32 countries (from 6)
  - 2019: 56 countries (provisional)
91. Percentage of WHO Country Cooperation Strategies developed during biennium explicitly guided by core values and approaches based on equity, human rights, gender and social determinants:
  - 2017: to be decided
  - 2019: to be decided

#### **UNSWAP minimum standards<sup>15</sup>:**

92. In 2016, WHO met or exceeded requirements for 12 of 15 standards:
  - approaches requirements in three: resource allocation, gender architecture and parity, and capacity development;
  - exceeds requirements in four: policy, planning, reporting and monitoring, and organizational culture;
  - meets requirements in the other eight indicators.

## **6 Evaluation**

93. Gender outcomes are assessed in field programmes such as vaccine access, malaria, nutrition, etc. Evaluation of WHO's Nutrition programme was included as a good practice document by the United Nations Evaluation Group (UNEG).

## **7 Gender Parity**

94. Based on present status, gender parity will not be attained before 2021. WHO is addressing this through an affirmative HR policy, pushing for increase in women staff at senior levels. There is a specific capacity building and mentoring for P3 women staff.
95. Contributions to gender equality are considered in induction and promotion assessments.

## **8 Work culture**

96. Good practices mentioned were: mandatory training on Zero Tolerance and Avoidance of Harassment including Sexual Harassment and Abuse of Authority, and leading system-wide

---

<sup>15</sup> <http://www.who.int/gender-equity-rights/understanding/unswap-table-2016.pdf?ua=>

guidance on maternity-related policies, including prescribing a six-month breastfeeding policy.

## **9 Challenges**

97. Gender equality is key for SDG 3, which puts health at the centre of sustainable development, and calls upon WHO as a lead to provide global public health leadership. However, WHO is a normative technical organization and does not implement field programmes, except a few large global programmes on a few focused thematic areas. While WHO's regional offices have expertise in family health, reproductive health, maternal health domains, these are not matched by high levels of expertise in gender issues specifically. Also, WHO counterparts - the Ministries of Health – face similar challenges in gender mainstreaming. Thus, WHO governing bodies need to enforce gender mainstreaming more effectively.

## 2 UNESCO

### 1 Policy objectives

98. Gender Equality has an elevated status as one of UNESCO's two global priorities, adopted in the 2008-2013 medium-term strategy and reinforced by the 2014-2021 strategy. The Gender Equality Action Plan (GEAP) II sets out the strategic vision and programmatic framework for UNESCO's action in education, sciences, culture, communication and information at the global, regional and country levels over 2014-2021. Based on the experience and lessons learned from GEAP I and a participatory gender audit with ILO, GEAP II translates UNESCO commitment on gender equality into concrete actions. These led to the relocation of the gender unit, and stronger integration of gender results in the corporate results monitoring framework.

### 2 Accountability

99. UNESCO became the **first UN agency to directly target gender equality and women's empowerment** through its global advocacy and programmes, reaffirming its commitment to promote gender equality and protect the human rights of women and girls worldwide, particularly the right to education, scientific research, access and mastery of cultural goods and ICTs among other fields.
100. Every year the Director-General presents to the General Conference a standalone annual report on UNESCO's actions promoting Women's Empowerment and Gender Equality, including progress and status of implementation of the GEAP, results achieved and challenges experienced and lessons learned.
101. However, monitoring and reporting results faced initial challenges: UNESCO's Strategic Plan has explicit results (ERs) for each programme; however, the GEAP too has its own results matrix for each programme. The gender indicators remained outside the main corporate results monitoring framework SISTER. Thus, even though GEAP exists, there is no accountability in the main reporting system. As a result, field unit reporting on progress on gender equality issues remained weak. This has now been resolved, with gender indicators included in the results matrices of all the five programmes. Now, a gender marker has been introduced; each activity entered by staff has to be marked and self-assessed as: neutral/sensitive/responsive/transformational and linked to relevant Explicit Results.

### 3 Gender architecture and Resource allocation

102. Earlier, the Gender team was under the strategic planning function but has now been elevated to the office of the Director-General and strengthened in terms of human resources. The Gender Focal Point Network drawn from one/two persons from each section (over 150 people in all) is tasked to: support senior management and staff within their Sector, Bureau, Institute, Office to implement gender mainstreaming; act as a contact point and channel of information between the Office of Director-General/Gender Equality and their unit; reporting on progress in gender mainstreaming within their sectors, and identifying areas of best practice for replication, and challenges and needs to be addressed. Focal points are required to allocate 20 percent of their time on GE. TORs exist for the network, but it is more a matter of personal initiative.

103. Additionally, a Consultative Group on Gender Equality composed of senior level staff acts as a consultative committee for implementation of this Priority; it is chaired by the Director of the Division for Gender Equality.
104. According to the GEAP II document, about 7.2 percent of total activity budget under the Regular Programme is allocated toward Global Priority Gender Equality in the Programme of Work and Budget document 2014- 2017.

#### **4 Capacity assessments and Capacity development**

105. UNESCO Institute for Statistics (UIS) is considered one of the primary sources of data and metadata on gender-related issues to other United Nations agencies such as the United Nations Statistics Division (UNSD) and UN Women. UIS continued to produce data and methods for the analysis of gender disparities in education, science, culture and communication and developed new indicators and methodologies to strengthen the monitoring of the SDGs including SDG 5. UIS has been working closely with the Natural Sciences Sector to identify and address gender gaps in science, technology, engineering and math (STEM) fields at all levels of education and research by collecting sex-disaggregated data to help identify drivers and barriers in STEM education. Adjusted Gender Parity Index for out-of-school rates, end e-Atlas on Gender Inequality in Education, and capacities developed in 16 MS to collect and report sex-disaggregated data at primary level.
106. UNESCO was among the earliest agencies to develop staff gender training programmes, which include both online and face-to-face trainings, which was considered to be very useful. Face-to-face trainings were provided for all staff, however, online training on gender equality is not mandatory. However, most people lack knowledge of what gender equality entails and how it is to be incorporated into their work areas.
107. The Gender results framework uses the following indicators to track training progress:
  - percentage of UNESCO Gender Equality trained staff applying knowledge in programme cycle: 75 percent;
  - number of UNESCO staff participating in trainings by grade, sex. 250, 50 percent women, at least 30 percent P4 and above levels
108. Contributions to gender equality is assessed only for gender focal points and senior management, and presently around 40 percent of supervisors reportedly include gender equality contributions in performance appraisals.

#### **5 Results/Impact monitoring**

109. To support a coherent approach to gender-equality programming across the organization and programme areas, four overarching Expected Results have been adopted (with contributions from all of the Major Programmes).
  - ER1. UNESCO contributes to promoting gender-responsive policies for women and girls, men and boys in all its areas of competence
    - education policies reviewed with gender analysis to integrate lifelong learning perspective – 20 countries;

- countries reporting compliance with normative instruments on right to education with focus on gender equality (100 percent of countries, 58);
- surveys of STEM policy instruments to promote gender equality (30 countries);
- number of gender responsive policies developed/reviewed addressing impact of social transformations based on data and research (10);
- identification of good practices.
- ER2: UNESCO's activities contribute to changing perceptions, attitudes and behaviours in favour of gender equality, including in eliminating gender-based violence
  - acceleration of gender mainstreaming in national educational systems (30 Member States);
  - number of women scientists receiving special recognition as role models (25 in Africa and Arab States);
  - percentage of trainees developed awareness raising activities on gender-based violence (75 percent);
  - youth, adults and professionals using media and information literacy to advocate for gender equality in all regions (200 trained on media and MIL);
  - media organizations supported by UNESCO using capacities to improve safety of women journalists (at least 10);
  - international/regional partnerships among media relevant civil society actors to promote awareness on gender inequalities and contribute to change (at least 2).
- ER3: Capacities and resources for equal participation and leadership in decision-making by men and women in all UNESCO's domains of competence are developed
  - gender equality perspective review of policies and programmes for professional development of education personnel (20 Member States);
  - Small Island Developing States (SIDS) climate change capacity development events with at least 50 percent women participants (3 regional, 10 national);
  - women participation in national bioethics communities (at least 30 percent, in four national committees and at least one female Chair);
  - young women participation in community building and democratic processes (at least 50 percent participants);
  - percentage of UNESCO trained female cultural professionals contributing to national level decision-making processes in culture (at least 25 percent, based on post training impact monitoring);
  - media institutions taking up UNESCO gender sensitive media indicators or other actions including gender balance at leadership levels (60 media partners – Women Make the News, 30 media institutions and 40 journalism schools apply Gender-Sensitive Indicators for Media (GSIM), 12 international/regional associations of media organizations promoting GSIM).

- ER4: Knowledge and data on gender equality is improved in all UNESCO's domains of competence
    - 50 percent of foresight and research studies examine future education agenda from gender equality perspective;
    - inventory and gap analysis of STEM policy instruments and gender indicators;
    - projects including sex-disaggregated data in areas of bioethics, youth and anti-doping in sport (at least 3);
    - periodic reports demonstrating policies that promote gender-balanced access to and participation in cultural life (50 reports, 50 best practices);
    - Member States strategies and best practices on access to information and use ICTs including for women and girls with disabilities, 20 women figures central to African history integrated into e-learning platform dedicated to women in African history;
    - open access articles and open data repositories for gender equality research (200).
110. Besides these, each major programme (Education; Natural Sciences; Social and Human Sciences; Culture; and Communication and Information) has supporting gender equality results indicators contributing to the above overarching Expected Results.
111. **UNSWAP minimum standards.** UNESCO's Director-General reports on actions promoting gender equality and women's empowerment do not specifically highlight assessments under UNSWAP standards (have asked for scorecard, yet to receive).<sup>16</sup>

## 6 Evaluation

112. The UNESCO Evaluation Policy (2015) outlines the requirements of gender equality aspects to be followed in evaluations. Guidelines for evaluation reports include requirements for covering gender equality contributions and follow UNEG guidelines.
113. Corporate evaluations are conducted internally by the IOS; while decentralized evaluations are led by outsourced experts. The Evaluation Policy 2015 prescribes 3 percent of programme expenditure for evaluations. Challenges were observed in quality of coverage in outsourced reports, besides in identifying evaluators having gender plus subject expertise. Limited availability of country level data and absence of baselines on several parameters has also led to reliance on anecdotal information. There is now an evaluation focal point network and over 100 people have been trained on gender module in evaluations. On the UNSWAP evaluation indicator, all UNESCO evaluations fully met requirements; not a single report assessed in 2016 had overlooked Gender Equality.

## 7 Communications and Visibility

114. UNESCO monitors its partnership networks and visibility of its substantive contributions through these specific indicators that form part of its results framework:
- number of inter-agency networks invited to make substantive contributions (target 6)

---

<sup>16</sup> <http://unesdoc.unesco.org/images/0025/002589/258964E.pdf>



- number of new partnership agreements on GEWE (target 10 new agreements)
- number of new research centres and networks (target 3)
- number of citations of research in peer-reviewed publications (target 25 citations)

115. Also, the Communications and Information programme emphasizes a gender lens in all content generation, promotion of freedom of expression, including of the press, online and offline. UNESCO promotes the use of Gender-sensitive Media indicators and trains regional and national broadcasters and spearheads the Geneva Framework for Gender and Media development cooperation.

## **8 Partnerships**

116. UNESCO has continued to nurture partnership with 380 non-governmental organizations (NGOs), among which 30 have a special focus on gender equality and many more implement activities in this area. Global Partnership for Girls' and Women's Education, UNESCO - L'Oréal 'For Women in Science' partnership, Women in the News, networks such as Organization for Women in Science for the Developing World, Global Alliance on Media and Gender (GAMG).

## **9 Gender Parity**

117. During the reporting period, overall gender parity has been achieved, with women representing 55 percent of the total staff, 60 percent of General Service staff and 50 percent of Professional-level staff, and also at Director level positions (49 percent) of the posts in April 2017.<sup>17</sup> However, parity has not yet been met at P4 and P5 levels.

## **10 Work culture**

118. Noteworthy developments to improve the work culture include:

- adoption of an Ethics and anti-harassment policy; a teleworking policy allowing one day teleworking per week; and improvements to the maternity leave policy to allow six months breastfeeding as per WHO recommendations (five months earlier). The appointment of a woman Director-General at the helm has been an important element in the work culture at UNESCO.

---

<sup>17</sup> Source: DG report at 39<sup>th</sup> Session General Conference 2017.

## **E Listing of good practices (evaluation team member's observation)**

### **1 IFAD**

- A 'gender-transformative' orientation: going beyond symptoms to address root causes of inequality, and defining criteria for 'gender-transformative'.
- A rigorous project-level gender rating system covering design, implementation and completion stages. Inclusion of gender focal point TORs and budget lines in each project.
- Thrust of capacity development efforts on implementing partners and government institutions. Induction of household methodologies: creating and implementing shared family visions for improved decision-making equitable work load balance, sharing benefits of livelihoods activities, functional literacy, financial skills, legal literacy, negotiation skills for value chain development, and engaging with men for gender equality.
- Induction of Women Empowerment in Agriculture Index to capture economic empowerment, representation and voice distinctly, going beyond number of beneficiaries.
- Leverage: IFAD is able to leverage its loan and grant portfolio to promote gender mainstreaming and to develop capacities in projects and partner institutions. The larger magnitude and longer duration of IFAD supported interventions enable monitoring of beneficiary level changes.

### **Challenges**

- IFAD's status as a development financial institution necessitates a balance between and matching of IFAD's core values and policies and priorities of its client governments. Thus, while IFAD's specialists design and assess the gender transformative elements in projects, the final content of gender equality and women's empowerment aspects are negotiated with governments (in line with extant national policies), who are the borrowers of IFAD's funding. The leadership role of the Country Programme Manager is important in this regard.

### **2 WFP**

- Requirement for all projects and CSPs to report on specific gender results and lessons learned.
- High level commitment promoted through the Executive Director's Letter of Entrustment to Regional and Country Directors – accepting to deliver on corporate commitment to gender equality and women's empowerment.
- Accountability to affected populations: complaints and feedback mechanisms.
- Voluntary (rather than mandated from top) commitment at country offices to implement GTP and a structured implementation plan.

- Development of comprehensive gender learning package with short, easy to learn modules to stimulate access by all WFP staff.
- Specific leadership training for women (INSPIRE).

### **3 WHO**

- GEWE functions under dedicated division part of DG's office
- Mandatory gender equality capacity assessments for all P4 and above levels
- Affirmative actions to promote gender parity, and leadership training for women candidates for promotion

### **4 UNESCO**

- Elevated to global priority level, highest level of ownership
- Close and periodic monitoring, semi-annual reporting and biennial reports to Council
- Mandatory gender training for all staff
- GEWE contributions part of PEMS for over 40 percent of staff (all gender focal points and senior management)
- Strong attention to gender parity at all levels and good results
- Strong private sector partnerships especially for communication and awareness

