

# **Participatory Gender Audit of WFP's Human Resources Division, Regional Bureau in Cairo and Country Offices in Jordan and Sudan**

Office of the Inspector General  
Internal Audit Report AR/17/07



**World Food Programme**

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# Participatory Gender Audit of WFP

## I. Executive Summary

### Introduction and context

1. Gender mainstreaming is a globally accepted strategy for promoting gender equality and unlocking organizational potential linked with it. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities - policy development, research, advocacy/dialogue, legislation, resource allocation, and planning, implementation and monitoring of programmes and projects.

2. WFP's Strategic Plan 2014-2017 underscored the strategic importance of gender mainstreaming in all of its activities. This corporate imperative-led gender mainstreaming is to be recognised among the crosscutting results and indicators of the strategic results framework 2014-2017. In the Strategic Plan 2017-2021, WFP committed to ensure that gender is integrated into all of its work and align its efforts to the United Nations-wide commitments on Sustainable Development Goal 5: "achieving gender equality and empowering all women and girls".

3. WFP's Gender Policy (2015-2020), approved by the Executive Board in May 2015, targets Gender Equality and Women's Empowerment through the achievement of minimum standards of gender mainstreaming and targeted actions in WFP programmes. The policy is further reinforced by the Gender Action Plan which transforms the goals of the gender policy into concrete and measurable actions and accountabilities to be implemented between 2015 and 2020 in two layers: one driving gender equality programming results and the other programme processes and organizational changes. The Gender Action Plan also uses the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women, endorsed in 2006 at the United Nations Chief Executives Board level, as a benchmark for gender mainstreaming.

4. WFP developed a corporate Gender Mainstreaming Accountability Framework to meet the requirements laid out in United Nations System-Wide Action Plan on Gender Equality and Empowerment for gender mainstreaming at HQ, regional and country levels. By the end of 2016, ten out of 15 performance indicators under this framework were exceeding requirements and four were ranked as meeting requirement, while one was ranked as approaching requirement. A Participatory Gender Audit was envisaged to exceed requirements under the accountability framework for United Nations System-wide Action Plan.

5. As part of its annual work plan for 2016, the Office of Internal Audit conducted a Participatory Gender Audit of four WFP offices, namely the Human Resources Division, the Regional Bureau in Cairo, and the Country Offices in Jordan and Sudan. The gender audit was based on a participatory self-assessment methodology developed by the International Labour Organization. The objective of the gender audit was to assess the extent to which gender has been mainstreamed into WFP's current policies, projects, programmes, organizational structure, internal practices and procedures within WFP, and promoting organizational learning at the individual unit and organizational levels. The gender audit also assesses progress made and key processes and controls in place to support gender mainstreaming and gender equality.

## Audit Conclusions

6. The gender audit identified a number of good practices and initiatives and significant progress achieved for gender mainstreaming in all areas under review. The framework required for gender mainstreaming was in place at corporate level, which triggered a chain of regional and local policies and action plans, some of which need further development. Eighteen months after the issuance of the Gender Policy and despite inconsistent and sometimes insufficient capacities in the area of gender mainstreaming in the units reviewed, staff displayed good general awareness of the policies and strategies in place. The gender audit noted positive programmatic contributions in Regional Bureau in Cairo and the country offices in Jordan and Sudan with yet considerable room for improvements in systematic collection of sex and age disaggregated data and gender sensitive programme design, analysis and reporting.

7. While noting substantial efforts to promote gender parity in WFP, the gender audit recognises that mechanisms could be enhanced in the area of human resources, as well as gender mainstreaming and awareness raising with partners and vendors. Around 30 WFP country offices (more than 30 percent) in the developing regions are approaching gender ratio of 40:60 women to men or better in their current staffing, notably in Asia and the Pacific, Southern Africa and the Latin America and the Caribbean regions.

8. The gender audit in four entities including Human Resources Division at Headquarters, Regional Bureau Cairo, the Jordan and the Sudan Country Office concluded that key policies and framework were in place, and progress was noted on achieving some of WFP's gender mainstreaming objectives. Results were however not systematic and consolidated, leaving significant gaps in the implementation of the policy and for it to achieve its objectives in 2020.

### Audit observations

9. The audit report contains eight observations in five areas of analysis used in the participatory gender audit (refer to Table 2 for details).

### Actions agreed

10. Management in the Human Resources Division, the Regional Bureau in Cairo, and the Country Offices in Jordan and in Sudan have agreed to take measures to address the reported observations and work is in progress to implement the agreed actions.

11. The Office of Internal Audit would like to thank managers and staff for their assistance and cooperation during the audit.

**David Johnson**  
Inspector General

## II. Context and Scope

### WFP's Gender Policy and Action Plan

12. In May 2015, WFP's Executive Board approved its Gender Policy 2015-2020. The goal of the gender policy is to: "enable WFP to integrate gender equality and women's empowerment (GEWE) into all of its work and activities, to ensure that the different food security and nutrition needs of women, men, girls and boys are addressed". The policy outlines four objectives:

- *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.
- *Equal participation.* Women and men participate equally in the design, implementation, monitoring and evaluation of gender-transformative food security and nutrition programmes and policies.
- *Decision making by women and girls.* Women and girls have increased power in decision making regarding food security and nutrition in households, communities and societies.
- *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.

13. The Gender Action Plan (GAP) articulates the goal of the gender policy into measurable actions and accountabilities to be implemented between 2015 and 2020 in two layers:

- Layer 1:* driving gender equality programming results; and
- Layer 2:* programme processes and organizational change.

14. It also uses the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women (UN SWAP) as a benchmark for gender mainstreaming. Each UN SWAP standard is linked to at least one action area in the framework. By defining additional gender-transformative measures, the GAP shows how WFP can exceed UN SWAP requirements.

15. The Gender Policy, the GAP and the Regional Gender Strategies enable WFP to integrate GEWE into all of its work and activities and to firmly establish gender as one of WFP's drivers in achieving the Zero Hunger Challenge, WFP's strategic objectives, Sustainable Development Goal (SDG) 2. They also increase the organization's contribution to the achievement of SDG 4 (education), SDG 5 (GEWE), SDG 8 (inclusive economic growth), SDG 9 (resilience and innovation), SDG 13 (Climate change), SDG 16 (peaceful societies) and SDG 17 (Strengthen global partnerships).

### UN System-Wide Action Plan

16. In 2006, the United Nations Chief Executives Board endorsed a UN system-wide policy on Gender Equality and the Empowerment of Women, noting that a UN system-wide action plan was essential to make the strategy of gender mainstreaming operational. The UN-SWAP provides a benchmark to assess progress in gender mainstreaming by determining whether WFP "approaches", "meets" or "exceeds" the 15 performance indicators of a Gender Mainstreaming Accountability Framework (GMAF) clustered around six broad and functional areas (Accountability, Results-Based Management, Oversight, Human and Financial Resources, Capacity, Coherence,

Knowledge and Information Management). Participatory Gender Audits are a component of the Accountability area.

17. In the context of UNSWAP, WFP's goal is to exceed the requirements for all 15 performance indicators. By the end of 2016, WFP had exceeded requirements for 10 out of the 15 indicators, four indicators met requirements, while one indicator was ranked as approaching requirement. A tentative summary of the 2016 assessment for all UNSWAP-GMAF indicators is available in Annex C. Final results of this assessment are yet to be confirmed by the process owners accountable for these indicators under the GMAF.

## **Objective and scope of the audit**

18. The objective of the audit was to assess the extent to which gender has been mainstreamed into WFP's current policies, projects, programmes, organizational structure, internal practices and procedures within WFP. The audit has considered whether internal practices and related support systems for gender mainstreaming are effective and reinforce each other and whether they are being followed.

19. The audit was also a forward looking exercise to give practical guidance to WFP on how to most effectively achieve results in gender mainstreaming, gender equality and women empowerment in its thematic areas, policies, organizational structure and internal procedures.

20. The audit was conducted in accordance with the Participatory Gender Audit Methodology developed by the International Labour Organization (ILO). It was completed according to an approved engagement plan and took into consideration the risk assessment exercise carried out prior to the audit.

21. The self-assessment for this participatory audit was facilitated by the OIGA team in collaboration with GEN and with the help of specialised consultants, during July to August 2016, and was further augmented with individual interviews, focus group discussions and workshops. WFP's Gender Policy 2015-2020, GAP and UN-wide commitments towards gender mainstreaming served as the key criteria for this audit.

22. The scope of the audit covered the Human Resources Division (HRM) at Headquarters, the Regional Bureau in Cairo (RBC), and Country Offices (COs) in Jordan and in Sudan.

### III. Results of the Audit

23. The participatory gender audit noted the following positive practices and initiatives:

**Table 1: Positive practices and initiatives**

**1. Gender issues in the context of the work unit and existing gender expertise, competence and capacity-building**

- WFP incorporated a component on diversity, gender equality and inclusion into its capability model used for assessing and managing the performance of all staff at P3 level and above.
- RBC has developed a Regional Gender Policy Implementation Strategy (RGPIS) to translate corporate goals and messages of the Gender Policy 2015-2020 into local context.
- The HRM-initiated flagship INSPIRE training programme for women managers has been well received by participants.
- The Jordan CO has taken measures to enable a more welcoming work environment for men and women with children by establishing a child-care facility and flexible working arrangements.
- The Sudan CO was the first CO in the region to have a country-specific gender strategy.

**2. Gender in work unit's objectives, programming and implementation cycles, and choice of partner organizations**

- WFP has developed a corporate GMAF to meet the requirements laid out in the UNSWAP for gender mainstreaming at HQ, regional and country levels. The GMAF brought significant clarity to implementation responsibilities with the relevant business owners.
- The WFP's performance management system has made it mandatory for country directors and division directors to include a key performance indicator on gender mainstreaming in their planning and biannual reporting.
- The Jordan and Sudan COs have developed gender-sensitive programmes which have potential to make a positive impact on gender equality and economic empowerment of women.

**3. Information and knowledge management within the work unit, and gender equality policy as reflected in its products and public image**

- The HRM talent acquisition team produces a monthly social media report that includes references to WFP workforce's gender and diversity throughout the world.
- The RBC and the Jordan CO nominated and work with women activists and celebrities as WFP Goodwill ambassadors, which is seen as a positive move that recognises the contribution of women in the community.
- The first edition of the Gender Equality newsletter was published by the RBC in June 2015.
- The Sudan CO has produced advocacy materials that promote GEWE and contain positive stories regarding the impact of WFP programmes to the most vulnerable persons.
- Social media language has been adapted to appeal to all applicants.
- WFP-wide reporting on UNSWAP GMAF indicators is done monthly and is a useful source for taking inventory of actions already taken by responsible units towards gender mainstreaming goal and to focus on the way forward.

#### 4. Decision-making, staffing and human resources, and organizational culture

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- The Human Resource (HR) manual directs that for promotions to senior management levels (P5 and D1), decisions will be reviewed to ensure that they support achievement of gender parity in staffing.
- Various facilitative policies are in place such as on prevention of harassment, including sexual harassment, and work-life balance including flexible working hours and telecommuting.
- Employees widely felt that there is a respectful and inclusive working environment with good relations across the employee contract categories and genders.
- There is an HR policy of the recognition of partners (same sex), if the country they come from recognizes their union.

#### 5. Work unit's perception of achievement on gender equality

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- Latest reporting on WFP's commitments to UNSWAP under GMAF reflect that most of the responsible officers consider their units exceeding the milestones set forth in the UNSWAP – GMAF for gender equality and women empowerment.
  - Around 30 WFP COs (over 30 percent) in the developing regions are approaching a gender ratio of 40:60 women to men or better in their current staffing, notably in Asia and the Pacific, Southern Africa, Latin America and the Caribbean regions.
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24. The audit made eight observations in five areas of analysis. Audit observations are presented in Table 2 below.

#### Actions agreed

25. Management has agreed to take measures to address the reported observations and work is in progress to implement the agreed actions<sup>1</sup>.

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<sup>1</sup> Implementation will be verified through the Office of Internal Audit's standard system for monitoring agreed actions.



Table 2: Summary of PGA observations

PGA area of consideration and observations	Agreed action
<p><b>1 Gender issues in the context of the work unit, and existing gender expertise, competence and capacity-building</b> – Strategy and resources</p> <p>The implementation of WFP’s gender policy relies on RGPIS to contextualize the implementation of actions and programmatic direction that reflect the different local, national and regional contexts in which WFP operates. These RGPIS bring the policy down to the field-level by providing strong linkages to daily work in COs, then translated at CO level into action plans and incorporated into country strategies.</p> <p>RBC has completed the formulation of the RGPIS and circulated it to all COs. The Sudan CO had already developed a country-specific gender strategy, prior to the issuance of the gender policy; a country gender action plan was still to be developed in the Jordan CO.</p> <p>In order to prioritize and ensure continuity of gender expertise to coordinate the implementation of the RGPIS, RBC has included a P4 gender advisor position in its organigram in line with the requirements of the gender policy. RBC also benefits from the expertise of a consultant gender advisor and the support of a stand-by gender partner. The Sudan CO has an experienced national gender officer with a dedicated budget. In the Jordan CO, there is a lack of gender expertise to ensure gender mainstreaming.</p> <p>At HQ, new initiatives by various divisions in HRM provide strategic opportunities for mainstreaming gender. But the competition for attention and resources is not conducive to the coordinated and integrated approaches that gender mainstreaming requires.</p> <p>HRM has a consultant position on diversity and inclusion but there is little funding for implementing HR gender equality activities. The funding requirements for diversity and inclusion activities were not met in 2016. HRM is reviewing its diversity and inclusion strategy and will continue to strengthen the gender parity and gender mainstreaming at large in the diversity and inclusion work plan.</p>	<p>(1) RBC will prioritize and ensure continuity of gender expertise to coordinate the implementation of the RGPIS.</p> <p>(2) The Sudan CO will review and update its country gender strategy to align it to the Corporate Gender Policy 2015-2020 and the RGPIS.</p> <p>(3) The Jordan CO will:</p> <ul style="list-style-type: none"> <li>(i) Formulate a country gender action plan; and</li> <li>(ii) Identify and train Gender Results Network (GRN) members in gender mainstreaming, with clear activities, deliverables and time allocated to gender activities.</li> </ul> <p>(4) The HRM will:</p> <ul style="list-style-type: none"> <li>(i) Ensure that its resource allocation and strategic outputs are aligned to ensure realistic outputs and outcomes, and their achievement;</li> <li>(ii) Ensure continued collaboration of HRM and Gender Office (GEN) on the diversity and inclusion strategy, policy and work plan and integrate the gender dimension into the various types of diversity; and</li> <li>(iii) Take advantage of the new initiatives in HRM and allocate sufficient funds for systematically mainstreaming gender into ongoing efforts on talent acquisition, talent deployment, career management, performance management and capability development.</li> </ul>

**2 Gender issues in the context of the work unit, and existing gender expertise, competence and capacity-building** – Awareness and training

One element to GEWE, as defined in the GAP, is organizational change through capacity development, including training.

WFP incorporated a component on diversity, gender equality and inclusion into the capability model for assessing and managing the performance of all staff. The performance management system has also made it mandatory for directors to include key performance indicators on gender mainstreaming in their planning and biannual reporting.

Employees in all the entities audited were generally aware of the existence of the corporate gender policy and the RGPIS where relevant, but were less familiar with the content of the policy or how it affected their work. Although not mandatory, the majority of employees had not completed the basic gender-related courses available on WFP's on-line training tool, the Learning Management System (LMS), which was attributed to lack of awareness that the courses existed. The audit survey indicated the need for training and accountability of staff and managers on diversity and gender equality and that there is need for more discussion and dialogue about diversity and gender equality and how it affects daily work and relations.

The nominated GRN members in the entities audited are not always actively involved in the dissemination of gender learning initiatives, do not always have adequate gender expertise to support their colleagues and do not always represent a cross-section of offices, functions and units.

Guided by finalized capacity development plan at WFP's corporate level:

(1) RBC will:

- (i) Adapt training resources to the regional context, and develop and implement a plan for gender training to strengthen the awareness of staff in the contents of the corporate gender policy, the regional gender strategy and the country action plans, and how to operationalize them in their specific areas of work; and
- (ii) Ensure that as part of their work plan, GRN members have specific targets to disseminate learning initiatives on gender and act as catalysts of gender mainstreaming in their work unit and the COs at large.

(2) The Jordan CO and the Sudan CO will:

- (i) Adapt training resources to the country context, and develop and implement a plan for gender training to strengthen the awareness of staff in the contents of the corporate gender policy, the regional gender strategy and the country action plans, and how to operationalize them in their specific areas of work;
- (ii) Enhance the expertise and exposure of CO employees to gender issues by considering diversity of background and positions when nominating (both professional and General Service Staff) GRN members to cover a cross section of the offices, functions and units; and
- (iii) Ensure that as part of their work plan, GRN members have specific targets to disseminate learning initiatives on gender and act as catalysts of gender mainstreaming in their work unit and the COs at large.

(3) HRM will:

- (i) Adapt training resources to HRM's context, and develop and implement a plan for gender training to ensure that HRM employees are trained in the contents of the corporate gender policy, and how to operationalize them in their specific areas of work;
- (ii) Enhance the expertise and exposure of HRM employees to gender issues, consider diversity of background and positions when nominating (both professional and General Service Staff) GRN members to cover a cross section of the offices and functions; and

PGA area of consideration and observations	Agreed action
<p><b>3 Gender in work unit's objectives, programming and implementation cycles, and choice of partner organizations</b> - Gender analysis in programming</p> <p>The audit noted an increase in projects in the RBC region that have potential to contribute significantly to gender equality. A corporate gender budgeting tool was deployed to WFP, including in the RBC region, with training to key staff, that allows the tracking of gender expenditure. However, staff reported that the process of gender expenditure allocation (GEA) was quite subjective, as the process entails estimation of the gender expenditures. There is room for further GEA improvement to ensure it serves its purpose and is not seen as another onerous corporate requirement.</p> <p>In the Jordan and Sudan COs, the audit noted targeted and innovative programmes which have a positive impact on gender equality and economic empowerment of women. The COs have produced advocacy materials that promote GEWE and contain positive stories regarding the impact of WFP programmes on the most vulnerable.</p> <p>The GAP indicates that, as of 2016, gender analyses should be systematically undertaken and inform programme cycle, quality control systems, central planning documents and country strategic plans. The audit noted this was not consistent. Guidance material was available at the CO level – for example, on writing gender sensitive project documents.</p>	<p>(iii) Ensure that as part of their work plan, GRN members have specific targets to disseminate learning initiatives on gender and act as catalysts of gender mainstreaming in their work unit.</p> <hr/> <p>(1) GEN will, in coordination with RMF and RMB, explore ways to improve the GEA exercise and provide better guidance and support to Regional Bureaux (RBs) and COs in the areas of programmatic gender mainstreaming and related tools required.</p> <p>(2) RBC will:</p> <ul style="list-style-type: none"> <li>(i) Expand the coverage of gender analyses in the RBC countries, including through capacity building of staff in COs to carry out gender analysis more autonomously; and</li> <li>(ii) Prioritize tailoring, training and capacity building on tools for gender integration in all work areas.</li> </ul> <p>(3) The Jordan CO will:</p> <ul style="list-style-type: none"> <li>(i) Conduct, with the technical support of RBC, a gender analysis and capacity building of staff at the CO to carry out gender analysis more autonomously; and</li> <li>(ii) develop a plan and prioritize training and capacity building on tools for gender integration in all work areas.</li> </ul> <p>(4) The Sudan CO will:</p> <ul style="list-style-type: none"> <li>(i) Set up processes to ensure consistent implementation of the available tools for gender mainstreaming in monitoring;</li> <li>(ii) Adapt the resources provided in the gender toolkit to the CO context for gender integration in all work areas; and</li> <li>(iii) Develop a plan and prioritize training and capacity building on tools for gender integration to ensure appropriate implementation in all work areas.</li> </ul>

PGA area of consideration and observations	Agreed action
<p>4 <b>Gender in work unit's objectives, programming and implementation cycles, and choice of partner organizations</b> – Gender analysis in other operational and technical areas</p> <p>All WFP procurement contracts contain a clause on the prevention of sexual exploitation and abuse.</p> <p>Gender sensitive considerations are, however, not reviewed in the procurement of vendors and service providers. The criteria may include the following aspects: existence of gender sensitive policies and practices, number of women employees, number of women in decision-making roles and equal remuneration for work of equal value. Performance evaluation of quotations are also not gender sensitive or facilitative for participation of women. These would enhance gender mainstreaming in WFP's partnership dimension as well as contribute to further inclusion of women in the decision-making process.</p> <p>The audit noted little evidence of awareness raising or capacity development initiatives for cooperating partners who may have a different level of understanding of gender concepts and mainstreaming. Such activities would leverage WFP's gender mainstreaming efforts, as cooperating partners are in close contact with the beneficiaries and play a key role in monitoring and reporting.</p>	<p>(1) GEN will:</p> <ul style="list-style-type: none"> <li>(i) In coordination with the Procurement Division (OSP), develop guidance material to provide information to RBs and COs on the integration of gender aspects in procurement; and</li> <li>(ii) In coordination with the Partnership and Advocacy Coordination Division (PGC), develop a framework and toolkit to guide awareness raising and capacity development of cooperating partners at the CO level that will help COs consider gender aspects in their review.</li> </ul> <p>(2) The Jordan CO and Sudan CO will require and ensure that cooperating partners and service providers are sensitized and trained on the key elements of gender mainstreaming in the areas of work they are contracted for; also require that service providers demonstrate that there is ongoing sensitization sessions on sexual exploitation and sexual violence.</p>

PGA area of consideration and observations	Agreed action
<p>5 <b>Gender in work unit's objectives, programming and implementation cycles, and choice of partner organizations</b> – Protection and Accountability to Affected Persons (AAP)</p> <p>WFP has a responsibility to ensure that assistance is delivered and utilized in safe, accountable and dignified conditions. For this purpose, several COs have tools and systems, such as complaints and feedback mechanisms to collect the required feedback from beneficiaries to address any protection issues noted. For this reason, the Jordan CO has established a secure and safe hotline to collect beneficiary feedback. The audit noted that hotline staff did not receive training on gender and protection, and did not work in coordination with the protection unit. There was also no training provided to field monitors to strengthen their capacity to assess and report back the cases of vulnerability of the different beneficiary groups.</p> <p>The Sudan CO had also developed a hotline for beneficiary feedback whose launch had been hampered by delays in obtaining final approval from the authorities. The CO also faced challenges in collecting and addressing issues of protection and AAP from beneficiaries, through help desks and monitoring activities.</p> <p>In RBC, ongoing oversight and technical support was limited and there was no evidence of the existence of an established centralized system to monitor key risks regarding protection. The RBC was in the process of hiring a humanitarian advisor and senior protection advisor to lead initiatives in this area.</p>	<p>(1) The Jordan CO will review the existing Standard Operating Procedures to ensure that protection is addressed in a systematic way and ensure that employees handling the hotline as well as field monitors receive targeted protection and gender equality training in order to strengthen their capacity to effectively handle sensitive issues.</p> <p>(2) The Sudan CO will:</p> <ul style="list-style-type: none"> <li>(i) Continue with efforts to engage the relevant government officials to obtain approval to launch the hotline, or find alternate means to ensure AAP for beneficiaries; and</li> <li>(ii) Coordinate with UN Agencies, international and local Non-Governmental Organizations, Community-Based Organizations and others in collecting data and addressing issues of protection arising from WFP interventions.</li> </ul> <p>(3) The RBC will ensure more centralized monitoring of key risks regarding protection issues affecting COs in the region.</p>

**PGA area of consideration and observations****Agreed action**

**6 Decision making, staffing and human resources, and organizational culture**  
- Reporting of sexual harassment

The RBC, Jordan and Sudan COs have active peer-support volunteer networks and respectful workplace advisors whose objective is to ensure the general well-being of employees; the RBC and Sudan CO each also have a staff counsellor. From the gender audit survey, employees widely felt that the organizational culture ensures working relations are respectful for all employees.

Through interviews, concern was expressed that there may be under-reporting or no reporting on sexual harassment within WFP. It was noted that a majority of the employees perceived that they were not assured of protection against retaliation should they choose to report incidences of sexual harassment.

## (1) HRM in collaboration with GEN will:

- (i) Review WFP's approach on protection from retaliation as related to the Policy on Harassment, Sexual Harassment and Abuse of Authority, to assess whether there exist any weaknesses, with a view to strengthening and improving employee confidence in the system;
- (ii) Continue to systematically raise awareness on WFP's zero tolerance to sexual harassment and abuse of power and the related gender dimensions; and
- (iii) Develop a communication and sensitization plan to build confidence among employees on the use of the available channels of redress regarding sexual harassment, including tracking and ensuring that staff at HQ and in the field take the two mandatory training courses on sexual harassment and abuse of power and sexual exploitation.

**PGA area of consideration and observations****Agreed action****7 Decision making, staffing and human resources, and organizational culture**

– Gender parity and other HR policies and practices

Despite WFP's significant efforts to improve gender parity, the objective of reaching 50:50 representation in the organization has not been achieved. At P4 and above levels, women's representation has reached 42.6 percent in 2016. Around 30 WFP COs (over 30 percent) in the developing regions are approaching gender balance with 40:60 women to men ratios or better, notably in Asia and the Pacific, Southern Africa and the Latin America and Caribbean regions. Efforts are made to recruit and retain women in particularly challenging duty stations. At the national level, only 30 percent of employees are women, despite progress achieved.

From the units reviewed, RBC and the Amman Liaison Office have attained overall gender parity, with some gender imbalances in the different grades, employee categories and job roles.

There remains a perception that there are gender-coded job roles and there is a culture of placing men and women in different traditional jobs. This was supported by a review of the statistics of employees in different job roles in the entities reviewed. The audit noted some initiatives where publications and images portray both men and women in RBC in non-traditional job roles.

One element to GEWE, as defined in the GAP, is organizational change through human resources policies and hiring practices. All the entities reviewed are committed to ensuring gender balance in the recruitment process through various means, such as ensuring balance gender representation in the recruitment shortlists and in the interview panels. The HR manual directs that for promotions to senior management levels (P5 and D1), decisions will be reviewed to ensure that they support achievement of gender parity in staffing.

The HRM initiated flagship INSPIRE training programme for women managers has been well received by the participants.

The Jordan CO has taken measures to enable a more welcoming work environment with children by establishing a child-care facility, and flexible working arrangements.

(1) HRM will:

- (i) Support the relevant functions to develop specific strategies to reduce gender imbalances across the different categories of WFP employees, occupations, functional and geographical areas that are linked to perceptions of traditional job occupations for men and women;
- (ii) Continue to improve pro-active and targeted sourcing to attract both male and female applicants through targeted advertisements and diversified sourcing strategies;
- (iii) Provide access and visibility to the relevant gender related data that guides the functions to design their approach and priorities in this area;
- (iv) Sensitize hiring managers to be more aware of unconscious biases and spearhead mind shifts, setting the tone for a multi-national, multi-cultural and inclusive workplace; and
- (v) Continue to improve the branding of WFP to appeal to both men and women, including in the wording of job descriptions thereby strengthening the collaboration between GEN and HRM and other core functional areas as part of employer-branding efforts.

(2) RBC, the Jordan CO and the Sudan CO will:

- (i) Develop a specific strategy to reduce gender imbalances across the different categories of WFP employees, occupations, functional and geographical areas; and
- (ii) Improve pro-active and targeted sourcing to attract both male and female applicants through targeted advertisements and diversified sourcing strategies.

PGA area of consideration and observations	Agreed action
<p><b>8 Decision making, staffing and human resources, and organizational culture</b> - Short term professional contracts and employment conditions</p> <p>WFP consultancy contracts do not provide medical coverage or sick leave. Short-term professional staff, while having more benefits such as paid leave and sick leave, still have no entitlement to maternity and paternity leave, as well as medical insurance coverage. This does not ensure policies and practices are non-discriminatory for all employees, including those who are lesbian, gay, bisexual, transgender or intersex, those with disabilities and those who are HIV-positive or have other chronic medical conditions. HRM is well aware of the problem and has been exploring together with other relevant WFP offices a solution to the situation in terms of possible contract modalities and medical insurance arrangements.</p> <p>There is a gender pay gap among consultants. Statistical data provided by HRM indicates that of the 706 men and 577 women in employment in 2015, women earned on average approximately USD 1,000 per month (or 20.5 percent) less than men. One reason for this gender pay gap would seem to be basing pay determination on previous earnings and women are reporting lower previous pay rates than men. This practice may contribute to importing the gender pay gap prevailing in the market into WFP.</p>	<p>HRM will:</p> <ul style="list-style-type: none"> <li>(i) Continue to explore and suggest mechanisms to provide consultants and short-term contracts with further benefits such as medical coverage, sick leave and maternity/paternity leave for consideration by Office of the Executive Director (OED); and</li> <li>(ii) Consider ways to assess further and address gender pay gap among consultants.</li> </ul>
<p><b>9 Information and knowledge management within the work unit, and gender equality policy as reflected in its products and public image</b> - Communication and information</p> <p>The audit noted a number of positive initiatives across the reviewed units:</p> <ul style="list-style-type: none"> <li>• RBC and the Jordan CO nominated and works with women activists and celebrities as WFP Goodwill ambassadors, which is seen as a positive move that recognises the contribution of women in the community.</li> <li>• The first edition of the Gender Equality newsletter was published by RBC in June 2015.</li> <li>• The Sudan CO has produced advocacy materials that promote GEWE and contain positive stories regarding the impact of WFP programmes to the most vulnerable persons.</li> <li>• WFP endeavours to reflect balance in its posters and photos on social media, showing men and women in a range of jobs in diverse cultural settings.</li> <li>• Social media language has been adapted to appeal to women applicants.</li> <li>• The HRM team produces a monthly social media report that includes references to the WFP workforce's gender and diversity throughout the world.</li> </ul>	<p>None</p>



## Annex A – Summary of categories for audit observations

The following table shows the categorization ownership and due date agreed with the audited offices for all the observations raised during the audit. This data is used for macro analysis of audit observations and monitoring the implementation of agreed actions.

Observation	ICF	Risk categories		Underlying cause category	Owner	Due date
		WFP's Management Results Dimensions	WFP's Risk Management Framework			
1 <b>Gender issues in the context of the work unit, and existing gender expertise, competence and capacity-building</b> – Strategy and Resources	Compliance	Accountability and Funding	Institutional	Resources	RBC	(1) 30 December 2017
					SDCO	(2) 28 February 2017
					JOCO	(3) (i) 28 February 2017 (ii) 28 February 2017
					HRM	(4) (i) 31 December 2017 (ii) 31 December 2017 (iii) 31 December 2017
2 <b>Gender issues in the context of the work unit, and existing gender expertise, competence and capacity-building</b> – Awareness and Training	Operational	People	Institutional	Resources	RBC	(1) (i) 30 April 2017 (ii) 30 June 2017
					JOCO	(2) (i) 28 February 2017 (ii) 31 March 2017 (iii) 28 February 2017
					SDCO	(2) (i) 31 December 2017 (ii) 31 December 2017 (iii) 30 June 2017
					HRM	(3) (i) 31 December 2017 (ii) 31 December 2017 (iii) 31 December 2017

Observation	ICF	Risk categories		Underlying cause category	Owner	Due date
		WFP's Management Results Dimensions	WFP's Risk Management Framework			
3 <b>Gender in work unit's objectives, programming and implementation cycles, and choice of partner organizations</b> – Gender Analysis in Programming	Programme	Programme	Programmatic	Guidelines Guidance	GEN	(1) (i) 30 August 2017 (ii) 14 February 2017
					RBC	(2) (i) 30 June 2017 (ii) 30 June 2017
					JOCO	(3) (i) 31 July 2017 (ii) 31 July 2017
					SDCO	(4) (i) 30 May 2017 (ii) 30 August 2017 (iii) 30 June 2018
4 <b>Gender in work unit's objectives, programming and implementation cycles, and choice of partner organizations</b> – Gender analysis in other operational and technical areas	Operational	Partnerships	Programmatic	Compliance Best practice	GEN	(1) (i) 31 December 2017 (ii) 14 February 2017
					JOCO	(2) 30 June 2017
					SDCO	(2) 31 December 2017
5 <b>Decision making, staffing and human resources, and organizational culture</b> – Protection and Accountability to Affected Persons	Operational	Accountability and Funding	Programmatic	Best Practice	JOCO	(1) 31 March 2017
					SDCO	(2) (i) 31 December 2017 (ii) 31 December 2017
					RBC	(3) 30 June 2017
6 <b>Decision making, staffing and human resources, and organizational culture</b> – Reporting of Sexual Harassment	Operational	Accountability and Funding	Institutional	Compliance	HRM	(1) (i) 31 December 2017 (ii) 31 December 2017 (iii) 31 December 2017

Observation	ICF	Risk categories		Underlying cause category	Owner	Due date
		WFP's Management Results Dimensions	WFP's Risk Management Framework			
7 <b>Decision making, staffing and human resources, and organizational culture</b> – Gender Parity and Other Human Resources Policies and Practices	Strategic	People	Institutional	Best Practice	HRM	(1) (i) 31 December 2017
						(ii) 31 December 2017
						(iii) 31 December 2017
						(iv) 31 December 2017
						(v) 31 December 2017
RBC	(2) (i) 30 June 2017					
	(ii) 30 June 2017					
JOCO	(2) (i) 31 March 2017					
	(ii) 30 June 2017					
SDCO	(2) (i) 31 May 2017					
	(ii) 31 December 2017					
8 <b>Decision making, staffing and human resources, and organizational culture</b> – Short Term Professional Contracts and Employment Conditions	Compliance	People	Institutional	Best Practice	HRM	(i) 31 December 2017
						(ii) 31 December 2017

## Annex B – Definition of categories for audit observations

### 1. Audit conclusions

1. This gender audit was carried out in a participatory, self-assessment approach developed by the International Labour Organization (ILO). Participatory gender audits (PGA) belong to the category of quality audits, sometimes also referred to as social audits to distinguish them from financial and operations audits. The ILO's participatory approach for gender audits promotes learning and ownership of the process and outcome.

2. Due to the participatory nature of this audit and considering the scope of work, an engagement-specific audit opinion using the standard methodology was not adopted by OIGA. The overall objective of the audit was to assess the extent of gender mainstreaming into WFP's current policies, projects, programmes, organizational structure, internal practices and procedures within WFP and to further support organizational learning on how to implement and enhance gender mainstreaming in WFP.

3. The main outcome of a PGA is a report that includes the key observations regarding the work unit, its good practices in mainstreaming gender issues and a set of recommendations for performance improvement and concrete actions for follow-up by the audited unit/organization. In-line with ILO's approach for the PGA, OIGA highlighted achievements and areas of further improvement in five broad areas of analysis, as listed in table B.1.

**Table B.1: Areas of analysis for Participatory Gender Audit**

1. Gender issues in the context of the work unit, and existing gender expertise, competence and capacity-building
2. Gender in work unit's objectives, programming and implementation cycles, and choice of partner organizations
3. Decision making, staffing and human resources, and organizational culture
4. Information and knowledge management within the work unit, and gender equality policy as reflected in its products and public image
5. Work unit's perception of achievement on gender equality

### 2. Risk categorization of audit observations

4. Audit observations for the PGA were not ranked in terms of risk severity, because a significant element of the observations was based on self-assessments, interviews and workshop-based interaction with the participating units. This essentially means that the judgements and conclusions presented in the audit observations rely significantly on staff perceptions and are not exclusively based on facts, thereby limiting the OIGA's ability to realistically rank the risk severity of these observations.

### 3. WFP's Internal Control Framework (ICF)

5. WFP's Internal Control Framework follows principles from the Committee of Sponsoring Organizations of the Treadway Commission's (COSO) Integrated Internal Control Framework, adapted to meet WFP's operational environment and structure. The framework was formally defined in 2011 and revised in 2015.

6. WFP defines internal control as: "a process, effected by WFP's Executive Board, management and other personnel, designed to provide reasonable assurance regarding the achievement of objectives relating to operations, reporting, compliance."<sup>2</sup> WFP recognises five interrelated

<sup>2</sup> OED 2015/016 para.7

components (ICF components) of internal control, all of which need to be in place and integrated for them to be effective across the above three areas of internal control objectives.

**Table B.2: Interrelated Components of Internal Control recognized by WFP**

1	Control Environment:	Sets the tone of the organization and shapes personnel's understanding of internal control.
2	Risk Assessment:	Identifies and analyses risks to the achievement of WFP's objectives through a dynamic and iterative process.
3	Control Activities:	Ensure that necessary actions are taken to address risks to the achievement of WFP's objectives.
4	Information and Communication:	Allows pertinent information on WFP's activities to be identified, captured and communicated in a form and timeframe that enables people to carry out their internal control responsibilities.
5	Monitoring Activities:	Enable internal control systems to be monitored to assess the systems' performance over time and to ensure that internal control continues to operate effectively.

#### 4. Risk categories

7. The Office of Internal Audit evaluates WFP's internal controls, governance and risk management processes, in order to reach an annual and overall assurance on these processes in the following categories:

**Table B.3: Categories of risk – based on COSO frameworks and the Standards of the Institute of Internal Auditors**

1	Strategic:	Achievement of the organization's strategic objectives.
2	Operational:	Effectiveness and efficiency of operations and programmes including safeguarding of assets.
3	Compliance:	Compliance with laws, regulations, policies, procedures and contracts.
4	Reporting:	Reliability and integrity of financial and operational information.

8. In order to facilitate linkages with WFP's performance and risk management frameworks, the Office of Internal Audit maps assurance to the following two frameworks:

**Table B.4: Categories of risk – WFP's Management Results Dimensions**

1	People:	Effective staff learning and skill development – Engaged workforce supported by capable leaders promoting a culture of commitment, communication & accountability – Appropriately planned workforce – Effective talent acquisition and management.
2	Partnerships:	Strategic and operational partnerships fostered – Partnership objectives achieved – UN system coherence and effectiveness improved – Effective governance of WFP is facilitated.
3	Processes & Systems:	High quality programme design and timely approval – Cost efficient supply chain enabling timely delivery of food assistance – Streamlined and effective business processes and systems – Conducive platforms for learning, sharing and innovation.
4	Programmes:	Appropriate and evidence based programme responses – Alignment with government priorities and strengthened national capacities – Lessons learned and innovations mainstreamed – Effective communication of programme results and advocacy.
5	Accountability & Funding:	Predictable, timely and flexible resources obtained – Strategic transparent and efficient allocation of resources – Accountability frameworks utilized – Effective management of resources demonstrated.

**Table B.5: Categories of risk – WFP’s Risk Management Framework**

1	Contextual:	External to WFP: political, economic, environmental, state failure, conflict and humanitarian crisis.
2	Programmatic:	Failure to meet programme objectives and/or potential harm caused to others through interventions.
3	Institutional:	Internal to WFP: fiduciary failure, reputational loss and financial loss through corruption.

## 5. Causes or sources of audit observations

9. Audit observations are broken down into categories based on causes or sources:

**Table B.6: Categories of causes or sources**

1	Compliance	Requirement to comply with prescribed WFP regulations, rules and procedures.
2	Guidelines	Need for improvement in written policies, procedures or tools to guide staff in the performance of their functions.
3	Guidance	Need for better supervision and management oversight.
4	Resources	Need for more resources (for example, funds, skills, staff) to carry out an activity or function.
5	Human error	Mistakes committed by staff entrusted to perform assigned functions.
6	Best practice	Opportunity to improve in order to reach recognised best practice.

## 6. Monitoring the implementation of agreed actions

10. The Office of Internal Audit tracks all medium and high-risk observations. Implementation of agreed actions is verified through the Office of Internal Audit’s system for the monitoring of the implementation of agreed actions. The purpose of this monitoring system is to ensure management actions are effectively implemented within the agreed timeframe so as to manage and mitigate the associated risks identified, thereby contributing to the improvement of WFP’s operations.

## Annex C – Summary of UNSWAP-GMAF indicators assessment 2016

Thematic Areas	Functional area	UNSWAP - GMAF performance indicator achievement status in 2016		
		Approaches	Meets	Exceeds
<b>Accountability</b>	Policy/Plan			
	Performance management			
<b>Results</b>	Strategic planning			
	Monitoring/reporting			
<b>Oversight</b>	Evaluation			
	Gender Responsive Auditing			
	Programme review			
<b>Human and financial resources</b>	Financial Resource tracking			
	Financial Resource allocation			
	Gender architecture/parity			
	Organizational Culture			
<b>Capacity</b>	Capacity assessment			
	Capacity development			
<b>Coherence, knowledge and information management</b>	Knowledge generation and communication			
	Coherence			

## Annex D – Acronyms

AAP	Accountability to Affected Persons
CO	Country Office
COSO	Committee of Sponsoring Organizations of the Treadway Commission’s
GAP	Gender Action Plan
GBV	Gender-Based Violence
GEA	Gender Expenditure Allocation
GEN	Gender Office
GEWE	Gender Equality and Women’s Empowerment
GMAF	Gender Mainstreaming Accountability Framework
GRN	Gender Result Network
HR	Human Resources
HRM	Human Resources Division
ICF	Internal Control Framework
ILO	International Labour Organization
LMS	Learning Management System
OED	Office of the Executive Director
OSP	Procurement Division
PGA	Participatory Gender Audit
PGC	Partnership and Advocacy Coordination Division
RBC	Regional Bureau Cairo
RBs	Regional Bureaux
RGPIS	Regional Gender Policy Implementation Strategy
SDG	Sustainable Development Goal
UN SWAP	United Nations System-Wide Action Plan on Gender Equality and Empowerment
USD	United States Dollar
WFP	World Food Programme