

**BACKGROUND PAPER FOR THE  
FIRST INFORMAL CONSULTATION ON THE  
WFP GENDER POLICY (2015–2020)**



**Informal Consultation**

**9 December 2014**

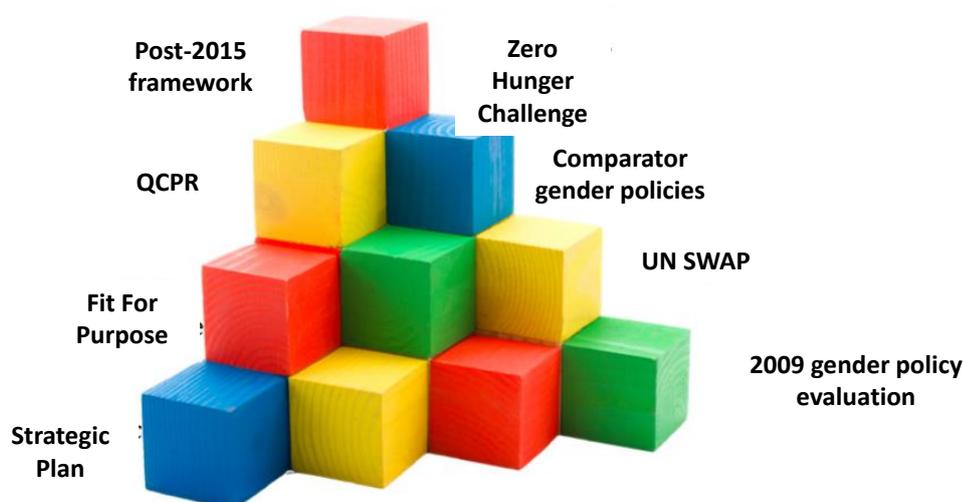


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This paper outlines the formulation process for WFP’s new gender policy (2015–2020), and presents early findings and emerging themes for the Board’s consideration and discussion. It is not a draft of the policy.

1. In the first half of 2014, a working group coordinated by the Gender Office formulated terms of reference (TOR) for a consultant to draft a policy document; the TOR were approved by the Deputy Executive Director. They indicate that the document should include clear analysis specifying WFP’s comparative advantage in working on gender issues, and that the policy should be closely linked to fulfilment of WFP’s mandate, which includes promoting gender equality in emergency responses. The policy document should also:
  - a) develop a common understanding and vision of gender across WFP, and a related theory of change;
  - b) apply a bottom-up approach based on experience and processes from country offices and including consultations at the regional level;
  - c) focus on the country level, rather than Headquarters;
  - d) include a results framework based on the policy’s theory of change and the corporate Strategic Results Framework, which starts from the intended results, with strategies and actions designed accordingly; and
  - e) focus on systemic change and cost-neutral activities – such as the investment of WFP staff time – where feasible.
2. As recommended in the 2013 evaluation, the new policy should identify the gender-related results to which WFP operations and programmes will contribute, including a statement of “what gender means for WFP”. The policy should be clearly connected to both the Strategic Results Framework and the management results framework. A strong evidence-based narrative in the policy document should link gender to WFP’s mandate and state WFP’s comparative advantage in addressing gender issues. The draft policy document should include a theory of change and expected results for beneficiaries under each Strategic Objective.
3. As part of the overall context for the policy, explicit links to the Zero Hunger Challenge and the post-2015 sustainable development agenda will be made. The primary purpose of the policy is to facilitate more effective operations by enhancing gender mainstreaming, bearing in mind that gender equality is universally recognized as a human right through the Convention on the Elimination of all Forms of Discrimination against Women.
4. Figure 1 shows the documents and processes that guide the formulation of the new policy.

**Figure 1: Building blocks for the new gender policy**



UN Swap: United Nations System-wide Action Plan on Gender Equality and Empowerment of Women  
 QCPR: Quadrennial Comprehensive Policy Review

5. To ensure broad-based ownership and coherence, consultations are being held with a representative sample of WFP staff; two reference groups have been established – one internal (IRG) and one external (ERG).
6. Table 1 presents the programme of work for development of the policy.

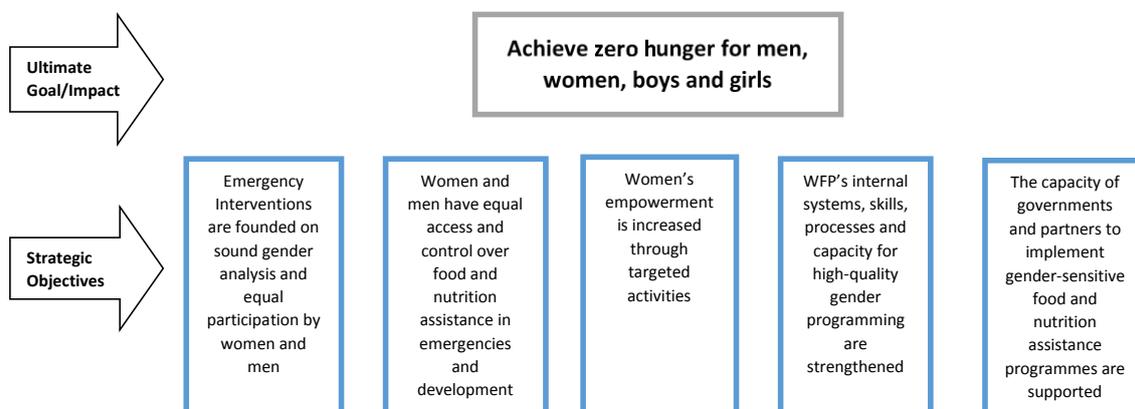
**TABLE 1: PROGRAMME OF WORK FOR THE 2015–2020 GENDER POLICY**

Activity	Date
Introductory meeting in Rome	25–27 August <b>2014</b>
Desk review and preparation of consultations	Late September/early October
First regional consultation in Panama	21–22 October
Online seminars with IRG, ERG and the Executive Management Group (EMG)	6–8 November
Regional consultations in Dakar and Johannesburg	13–14 and 18–19 November
Online consultations with IRG, ERG and EMG	1 December
First informal consultation with the Board	9 December
Regional consultation in Nairobi	15–16 December
Regional consultations in Bangkok and Cairo	8–9 and 11–12 January <b>2015</b>
Online seminars with IRG, ERG and EMG	Second half of January
Preparation of first draft and validation workshop with IRG and ERG	Mid-February
Preparation of second draft	Late February/early March
Second informal consultation with the Board	3 March
Submission of final documents	End of March

7. Representatives from as many country offices as possible are invited to participate in the consultations being held at each regional bureau. The first consultations, in Latin America and the Caribbean and West Africa, were followed by online seminars with the IRG and the ERG. The EMG was also briefed on progress to date during its November retreat. Updates on the southern Africa consultation and the IRG/ERG/EMG follow-up will be provided at the Board informal consultation on 9 December.
8. Themes emerging from the consultations include the need to:
  - correct the misconception that gender issues concern only women;
  - explain why gender issues are important, using an evidence-based approach rather than the current intuitive one;
  - adopt a participatory process to add value to the policy development process;
  - ensure commitment from country offices, regional bureaux and Headquarters management;
  - involve other areas besides programming – logistics, administration, human resources, procurement, etc.;
  - ensure that the policy is complemented with advocacy and capacity development processes and practical tools, clear roles and responsibilities, technical expertise and resources;
  - balance the global policy with context-specific guidance;
  - explore new areas of work that are relevant to achieving the Zero Hunger Challenge and for which partnerships might be needed, such as the care economy, violence against intimate partners, family planning, urbanization, and involving men, adolescents and boys;
  - ensure coherence between the gender policy and other new policies, such as the resilience policy and the People Strategy; and
  - ensure coherence between gender-related policies, practices and systems that are internal to WFP and the gender policy, which concerns beneficiaries.
9. To maximize the benefits from consultations and to broaden ownership of the new policy across WFP, the second day of each two-day regional consultation is devoted to developing a theory of change. These will form the basis for the policy's overall theory of change, which will be essential in guiding implementation. Figure 2 outlines the first theory of change, developed during the Latin America and the Caribbean consultation.

## Theory of change model for WFP Gender Policy 2015–2020

Panama regional consultation exercise with input from 4 groups (21 participants)



10. Emerging issues from each regional consultation are collated and presented at the online seminars with the IRG and ERG for comments and inputs. The EMG is updated after each consultation and asked to validate processes and contents for the future draft policy.
11. These measures, and the recent capacity assessment exercise, will contribute to a growing body of knowledge on the skills, confidence and expertise of WFP staff regarding the mainstreaming of gender equality goals in all WFP operations and programmes.
12. This informal consultation with the Board provides an opportunity for the Secretariat to obtain early guidance on all areas that will contribute to formulation of the draft policy, particularly its:
  - building blocks;
  - evidence base;
  - theory of change; and
  - development process.
13. The Annex provides a checklist of elements from the building blocks that inform formulation of the 2015–2020 WFP gender policy. The Secretariat seeks the Board's guidance on the relevance and completeness of this checklist, and its support for the policy development process to date.

“Critically, the *rigour of technical scrutiny and approval* was inadequate [in the 2009 Gender Policy]. The Executive Board provided the final endorsement and sign-off for the Policy at its first session in 2009, with informal consultations having taken place previously. Technical issues were raised, such as the absence of a focus on gender in emergencies by members. However, these were not referred back to WFP for incorporation, or for any redrafting to take place.

Within the same session, questions were raised and endorsement provided. Little technical scrutiny or oversight was therefore available as part of the Policy approval process. Both this, and the lack of further raising of the Gender Policy on the Executive Board's agenda until 2012, imply little intensive engagement by the Executive Board in the Policy development/approval process and its implementation.”

*Evaluation of WFP's 2009 Gender Policy: This Time Around?* page 37  
(OEV/2013/008; summary evaluation report available as WFP/EB.1/2014/5-A)

<b>WFP gender policy checklist</b>	
<i>Does the policy draft include/reflect the following?</i>	
<b>Recommendations from the 2009 gender policy evaluation</b>	
Clear identification of the gender-related results to which WFP will contribute	
Statement of “what gender means for WFP”	
Inputs and content on gender-in emergencies, as 80 percent of WFP’s work is in emergency response	
Evidence-based narrative showing the links between gender and WFP’s mandate	
Statement of WFP’s comparative advantage in gender	
A theory of change through to expected results for beneficiaries, by Strategic Objective:	
	Strategic Objective 1
	Strategic Objective 2
	Strategic Objective 3
	Strategic Objective 4
A credible framework for action	
Guidance from a WFP-wide, high-level steering group, which draws on the resources of a technical advisory group comprising internal and external expertise	
Intensive scrutiny of the policy, including Board oversight and approval	
Resourcing: “seed funding” for the first two years of policy implementation, provided by donors and from WFP. Resource availability should be clarified in advance to facilitate planning and prioritization	
Broad and deep consultations, particularly at the field level	
Review of partnerships	
Sound dissemination strategies	
Adequate time for a rigorous process	
<b>UN-Women guidance on developing policies for gender equality and women’s empowerment (GEWE)</b>	
Introduction and background	
Note of relevant inter-governmental mandates	
Reference to the Chief Executives Board policy on GEWE and the United Nations System-wide Action Plan on Gender Equality and Empowerment of Women (UN SWAP). Mention of:	
	any previous GEWE policies and/or action plans
	the vision for WFP at the end of the policy period
	the policy development process
	inclusion of both gender mainstreaming and the equal representation of women
	outline of the policy

Context	
	Context for the policy: the inequalities on which WFP plans to work
	Why GEWE are important to WFP, and how they will help WFP achieve its overall goals and objective
	What GEWE means internally to WFP: GEWE as everyone's business
	Lessons learned from WFPs work on GEWE to date
Policy directives and implementation	
	Clarification of how work on GEWE is integral to WFPs strategic planning process
	Alignment with UN SWAP performance indicators
	Equal representation of women and organizational culture
	Resources and capacity at 2 levels:
	1) resources provided internally to ensure that WFP has the capability to meet its GEWE mandate
	2) programme resources provided during the lifetime of the policy
	Accountability for achieving the policy's planned results resting with the Executive Director and senior managers
	Tracking of the strategy with an M&E system that establishes and includes:
	a baseline at the start of the policy period against the UN SWAP performance indicators
	continuous monitoring, reporting to the Board at least once a year
	evaluation at least every 5 years to inform updating of the policy
Quadrennial Comprehensive Policy Review (QCPR)	
	Increases the investment in and focus on outcomes and outputs relating to gender equality and the empowerment of women
	<i>Considers</i> the role of men and boys in gender mainstreaming policies
	<i>Expands</i> and strengthens the use of the United Nations country team performance indicators for gender equality and the empowerment of women (the "scorecard") as a planning and reporting tool for assessing the effectiveness of gender mainstreaming
	<i>Institutes</i> greater accountability for gender equality in evaluations conducted by country teams by including gender perspectives in such evaluations
	<i>Strengthens</i> the coordination of gender-responsive operational activities through existing coordination mechanisms at the country level and in partnership, where appropriate, with other relevant entities and national stakeholders
	<i>Acquires</i> sufficient technical expertise for gender mainstreaming in programme planning and implementation to ensure that gender dimensions are systematically addressed
	<i>Works</i> collaboratively to enhance gender mainstreaming within the United Nations system
	<i>Collects</i> , analyzes and disseminates comparable data, disaggregated by sex and age, in a regular and systematic manner
	<i>Further</i> improves WFPs institutional accountability mechanisms and to include intergovernmentally agreed gender equality results and gender-sensitive indicators in their strategic frameworks
	<i>Continues</i> efforts to achieve gender balance in appointments within WFP at the central, regional and country levels for positions that affect operational activities for development, including appointments of Resident Coordinators and other high-level posts, with due regard to the representation of women from programme countries, in particular developing countries, and keeping in mind the principle of equitable geographical representation

<b>UN SWAP</b>	
Up-to-date GEWE policies and plans implemented, including gender mainstreaming and the equal representation of women	
Specific senior-level mechanism in place for ensuring accountability for promoting GEWE	
GEWE assessment integrated into core values and/or competencies for all staff, particularly those at and above level P4 or equivalent, including decision-making positions in all committees, missions and advisory bodies	
System in place for recognizing excellent work promoting GEWE	
<b>Zero Hunger Challenge</b>	
Incorporates the values/goals of the Zero Hunger Challenge. Particularly those for WFP's niche:	
	zero stunted children under 2 years of age
	100% access to adequate food all year round
<b>Fit for Purpose</b>	
Gender as a cross-cutting theme requiring high-level attention across WFP	
<b>Post-2015 agenda</b>	
Complies with the evolving goals of the post-2015 agenda	
<b>Comparator agencies</b>	
Takes into account the work, challenges, successes, best practices and momentum of comparator agencies	
Is in line with Rome-based agency work on gender and food and nutrition security issues	
<b>Strategic Results Framework and Strategic Plan</b>	
Creates an enabling environment for GEWE by mainstreaming gender across the Strategic Objectives	
Establishes gender as a cross-cutting result and indicator in the Strategic Results Framework	

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## ACRONYMS USED IN THE DOCUMENT

EMG	Executive Management Group
ERG	external reference group
GEWE	gender equality and women's empowerment
IRG	internal reference group
OMG	Gender Office
QCPR	Quadrennial Comprehensive Policy Review
TOR	terms of reference
UN SWAP	United Nations System-wide Action Plan on Gender Equality and Empowerment of Women