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**Evaluation of FAO's Contribution to Strategic Objective 5 -
Annex on gender (Summary)**

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1. Introduction

1. Strategic Objective 5 (SO5 – Increase the resilience of livelihoods to threats and crises) and its associated programme (called Strategic Programme 5 or SP5) were evaluated in 2016.¹ While welcoming the SO5 evaluation, the Programme Committee requested that an annex be dedicated to gender in all Strategic Objective evaluations, including for SO5. The present executive summary attempts to fulfill this request.²
2. Promoting gender equality is recognized as central to FAO's mandate. In 2012, the FAO's Policy on Gender Equality³ was approved to guide the Organization's work in advancing equality of voice, agency and access to resource and services between women and men. As part of its gender equality strategy, FAO was expected by 2015 to implement a set of 15 *Minimum Standards* (Table 1) for ensuring gender mainstreaming, and to contribute to five *Gender Equality Objectives*, as follows:
 - I. women participate equally with men as decision-makers in rural institutions and in shaping laws, policies and programmes;
 - II. women and men have equal access to and control over decent employment and income, land and other productive resources.
 - III. women and men have equal access to goods and services for agricultural development, and to markets
 - IV. women's work burden is reduced by 20 percent through improved technologies, services and infrastructure; and
 - V. the share of total agricultural aid committed to projects related to women and gender equality is increased to 30 percent.

2. Methodology

a) Purpose and scope

3. The Evaluation of FAO's Contribution to SO5 addressed gender as a United Nations value that FAO is duty-bound to promote and mainstream. The present annex reviews in greater depth the progress achieved towards the FAO Gender Equality Policy, and notably towards the Minimum Standards (MS) in which SP5 plays a significant role (Table 1). This annex also examines FAO's efforts under SO5 towards the five Gender Equality Objectives. Finally, in accordance with the gender annex for the SO3 evaluation, this annex also analyses through which *core function* this work was undertaken, as well as to which of the four SP5 Outcomes the reported interventions are contributing the most.

¹ Evaluation of FAO Strategic Objective 5: Increase the resilience of livelihoods to threats and crises, October 2016. Available at <http://www.fao.org/3/a-bq613e.pdf>

² The full text of the gender annex for the SO5 evaluation is available on the FAO Office of Evaluation website.

³ FAO Policy on Gender Equality (2012). Available at <http://www.fao.org/docrep/017/i3205e/i3205e.pdf>

Table 1: Minimum Standards for gender mainstreaming and women-specific targeted interventions

Minimum Standards	SP5 role
1. All major FAO statistical databases incorporate sex-disaggregated data where relevant and available. In the short-term, this will involve mining existing data sources – particularly household surveys – for sex-disaggregated statistics; in the longer term, efforts will be made to collect and disseminate additional sex-disaggregated data.	High
2. FAO invests in strengthening member countries' capacity to develop, analyse and use sex-disaggregated data in policy analysis and programme and project planning and evaluation. In particular, technical support to in-country data collection activities, such as agricultural censuses and surveys, will promote the mainstreaming of gender issues, as indicated in the Global Strategy to Improve Agricultural and Rural Statistics endorsed by the United Nations Statistical Commission in 2010.	High
3. For all strategic objectives, a gender analysis is carried out and a gender action plan developed; progress on gender equality is measured for all corporate Outcomes.	High
4. A financial target for resource allocation to the FAO Policy on Gender Equality is set and met.	Low
5. A country gender assessment is undertaken as part of country programming.	High
6. A gender equality stock-taking exercise is conducted for all services, to provide a basis for better implementation of gender mainstreaming, including progress and performance measurement.	Low
7. Gender analysis is incorporated in the formulation of all field programmes and projects, and gender-related issues are taken into account in project approval and implementation processes.	High
8. All programme reviews and evaluations fully integrate gender analysis, and report on gender-related impacts in the areas they are reviewing.	Low
9. A mandatory gender equality capacity development programme is developed and implemented for all professional staff and managers. This programme will be tailored to the specific needs of different 11 units at FAO headquarters and at the regional and country level offices, and will be conducted by trainers with expertise in the subject matters relevant to those units.	Low
10. Minimum competencies in gender analysis are specified, and all managers and professional staff are required to meet them.	Low
11. Each technical department establishes a gender equality screening process for all normative work, programmes and knowledge products.	Low
12. An assessment of the contribution to achieving FAO's gender equality objectives is included in the Performance Evaluation and Management System of all professional staff.	Low
13. Human and financial resources and normative and operational results related to gender equality from the headquarters to the country level are systematically tracked and reported to FAO governing bodies and to the UN system.	Low
14. Thirty percent of FAO's operational work and budget at the country and regional levels is allocated to women-specific targeted interventions. Priority will be given to supporting organizations and activities that advance women's access to nutritious food and women's access to and control over land and other productive resources; strengthening rural women's organizations and networks; increasing women's participation and leadership in rural institutions; incorporating women's knowledge of agriculture into programmes and projects; and ensuring the development of technologies and services that reduce women's work burden.	High
15. The share of the Technical Cooperation Programme's (TCP) total portfolio allocated to programmes and projects related to gender equality is increased from 9 to 30 percent.	High

b) Methods and data sources

4. Progress towards the minimum standards identified in Table 1 (1, 2, 3, 5, 7, 14 and 15) was analysed against the Implementation Plan of the FAO Policy on Gender Equality. The evidence was mainly based on an extensive desk review and on field observations in the countries visited by the evaluation team⁴. The information collected was triangulated through interviews with FAO staff and other internal sources. Recent guidance documents, knowledge products and activity reports from SP5 and the Social Policies and Rural Institutions Division (ESP) on gender and resilience were reviewed to collect evidence on how gender has been mainstreamed in SO5-related work, as well as indications of potential contributions to the gender equality objectives under SO5. The contributions at country level were analysed based on data self-reported by 111 country offices between 2015 and 2016⁵. The evaluation team also reviewed 73 SO5-tagged⁶ project documents approved from 15 March 2015 to December 2016⁷ to assess whether they were designed in a gender-sensitive manner. This period was chosen because specific guidance for gender mainstreaming in all FAO projects introduced by the new project cycle was issued in March 2015⁸.
5. Extensive use was made of previous and on-going FAO evaluations, through a systematic analysis of thematic, project, country and global evaluations conducted during the evaluation period (2010-2016). The information provided validation for some of the self-reported data and project documents reviewed.

c) Limitations

6. The analysis of contributions often relied on self-reported results, as it was not always possible to verify all results independently. The sources of information are made clear throughout the text.
7. In accordance with the Implementation Plan of the FAO Policy on Gender Equality, the evaluation team tried to use data from the FAO gender markers⁹ introduced in July 2015 to assess the extent to which projects linked to SO5 were planned to include gender-responsive and women-specific targeted interventions (Minimum Standards 14 and 15). Unfortunately, the gender marker data proved of limited utility to document achievements against these standards.
8. This exercise did not aim to review in detail the uptake of global knowledge products or country gender assessments. Many of the SO5-related products and services identified in

⁴ Cambodia, Lebanon, Mali, Pakistan and Uganda.

⁵ Database provided by the Office of Strategy, Planning and Resources Management for 2015 and 2016.

⁶ When the reporting mechanism of the FAO Strategic Programmes was designed, special tags linking projects' outcomes to the "Organizational Outcomes" of each strategic programme were introduced in the Field Programme Management Information System (FPMIS).

⁷ Projects from the countries and regions visited by evaluation team (i.e. Cambodia, Lebanon, Mali, Pakistan and Uganda), as well as regional, interregional and global SO5-tagged projects.

⁸ Environmental and Social management guidelines (2015). Available at FAO <http://www.fao.org/3/a-i4413e.pdf> (EES8)

⁹ Since July 2015, project formulators are required to assign in the Field Programme Management Information System (FPMIS) a gender marker to their project when submitting the Concept Note. The marker indicates whether the project aims to promote gender equality and women's empowerment and the extent to which it is designed to ensure that women and men benefit equally from the intervention.

this review are new and require some time to permeate FAO operations before producing significant impact.

3. The case for gender mainstreaming in resilience support

9. There is ample evidence that men and women can be affected differently by both natural disasters and conflicts. Typically, a disproportionate death toll is exerted on women by natural disasters, often explained by the fact that natural disasters exacerbate previously existing patterns of discrimination.¹⁰ The State of Food Insecurity in the World (SOFI) 2010 stresses that differences in disaster impacts result in part from unequal access of men and women to information, assets, economic opportunities, services, crises aid and decision-making. Conversely, in armed conflicts boys and men are at greater risk to be drafted into military groups, maimed or killed, while women and girls are at greater risk of sexual violence.¹¹ Finally, a resilience focus calls for looking at the differential strengths of men and women and their potential contributions to community resilience. From this perspective, gender mainstreaming can help mobilize for resilience building a significant proportion of the population whose capacities are often underestimated, and engage women and girls as agents of resilience, conflict resolution and sustainable peace building.

4. FAO's commitment to gender equality

10. FAO started focusing on rural women as food producers during the 1970s, following numerous United Nations declarations and international agreements.¹² In 1979, the Convention on the Elimination of All Forms of Discrimination against Women entrusted FAO with assisting member countries to report on the progress made towards eliminating discrimination against rural women. Between 1989 and 2001, FAO issued two six-year plans of action for "Women in development" focused on improving rural women's access to resources, training and other services.
11. FAO linked gender to food security issues at the World Food Summit in 1996, which declared that the full participation of women and men is fundamental to achieving food for all.¹³
12. In 2002, the first FAO plan for "Gender and Development" defined the different roles and unequal power relations between women and men as a central category of analysis, applying it not just to "women's projects" but to the Organization's wider programme of work, and linking it to the achievement of the Millennium Development Goals. In its second Gender and Development Plan of Action (2008-2013), FAO vowed to mainstream gender equity in its programmes for emergency relief and rehabilitation, i.e. the precursor programmes for SO5. The State of Food and Agriculture 2010-11: Women in Agriculture¹⁴

¹⁰ The Gendered Nature of Natural Disasters: The Impact of Catastrophic Events on the Gender Gap in Life Expectancy, 1981-2002, by Eric Neumayer and Thomas Plümper, *Annals of the Association of American Geographers*, 97:3, 551-566.

¹¹ See: War and mortality in Kosovo, 1998-99: an epidemiological testimony, by Spiegel *et al.*, *Lancet*, June 2000; World Health Statistics, WHO, 2016 (Annex A: Conflicts); and Monitoring Trends in Global Combat: A New Dataset of Battle Deaths, by Bethany Lacina and Nils Petter Gleditsch, *European Journal of Population* (2005) 21: 145-166.

¹² Prior to that, "women were seen [in FAO] as beneficiaries of support in the areas of nutrition and home economics exclusively." Evaluation of FAO's role and work related to Gender and Development, final report, OED, June 2011, paragraph 86.

¹³ Bridging the Gap, FAO 2009.

¹⁴ State of Food and Agriculture 2010-11 Women in Agriculture: Closing the Gender Gap. FAO.

further argued that poverty could only be reduced and food security achieved if gender was fully and adequately considered.

13. In 2011, the Office of Evaluation analysed FAO's role and work related to Gender and Development. Noting a major gap between public rhetoric and organizational practice, the evaluation questioned the extent to which gender had been mainstreamed in the corporate culture of FAO. In terms of financial resources, work on gender related issues received 1 percent of the Organization's net appropriation over the period 2002-2010, and only 13 percent of FAO's total field programme resources were found to pay attention to women's needs or incorporated a gender perspective. A Gender Audit undertaken in parallel¹⁵ found that FAO was missing most of the core ingredients for successful gender mainstreaming.
14. The endorsement of the FAO Policy on Gender Equality in 2012 represented an important step in institutionalizing accountability for gender equality across the Organization.
15. Introduced in 2013, the FAO's Reviewed Strategic Framework 2010-19 outlined five new Strategic Objectives representing the areas of work on which FAO will focus its efforts in support of Member Nations, including SO5 on resilience. Contrary to the previous Strategic Framework where Strategic Objective K was specifically dedicated to gender equity, the Reviewed Strategic Framework integrates gender as a cross-cutting theme. Published the same year, "Resilient Livelihoods – Disaster Risk Reduction for Food and Nutrition Security Framework Programme" further delineated the four Outcomes (here called "Pillars") of SO5, and stated that "gender is a cross-cutting priority of the framework which ensures that gender concerns, needs and capacities in disaster risk reduction (DRR) for food and nutrition security (FNS) are integrated. This includes the mainstreaming of gender in each of the four Pillars".¹⁶
16. In October 2015, the Committee on World Food Security (CFS) endorsed the Framework for Action for Food Security and Nutrition in Protracted Crises (CFS-FFA). Principle 5 of the FFA is to "empower women and girls, promote gender equality and encourage gender sensitivity", and gender issues were integrated into seven other guiding principles.
17. A Technical Network on Gender was consolidated over the years, comprising: 1) the gender team in the Social Policies and Rural Institutions Division (ESP), which coordinates the overall work carried out under the cross-cutting theme on gender planned under each Strategic Objective; 2) a regional gender officer in every regional office, who coordinates the gender activities in the region and supports the country gender focal points; and 3) more than 120 gender focal points, located in technical units at headquarters and in decentralized offices. Gender focal points are theoretically required to commit 20 percent of their time to gender work, but their ability to do so in practice varies from one country or unit to the next.
18. Another step towards strengthening accountability was the introduction of the FAO "gender marker", in line with the UN System Wide Action Plan on Gender Equality and

¹⁵ Gender Audit of the Food and Agriculture Organization of the United Nations, Final Report, February 2011.

¹⁶ FAO 2013. Resilient Livelihoods – Disaster Risk Reduction for Food and Nutrition Security Framework Programme.

Women's Empowerment (UN SWAP).¹⁷ The FAO gender marker was developed based on the IASC gender marker system¹⁸ and made mandatory for all FAO projects since July 2015.

19. Recently, FAO's dedication to gender equality in its resilience programmes was re-affirmed during the World Humanitarian Summit (Istanbul, 23-24 May 2016), where the Organization entered into 51 commitments, of which eleven are focused on achieving gender equality and mitigating gender-based violence (Table 2). Like other participants to the World Humanitarian Summit (WHS), FAO is required to report regularly on progress towards achieving its commitments.

Table 2: FAO commitments on gender at the World Humanitarian Summit

#	Commitment
17	FAO commits to a systemic corporate approach for inclusion of gender sensitive and youth inclusive measures in the design and delivery of programmes addressing forced displacement.
20	FAO commits to identifying and supporting transformative approaches in humanitarian situations that encourage meaningful participation by women and girls in local action and decision-making , e.g. through farmer field schools and other community-based participatory approaches.
21	FAO commits to build on and strengthen women's knowledge and capacities to meaningfully involve them in the design, monitoring and delivery of targeted projects , programmes and policy support to better meet the needs of women and girls in humanitarian action.
22	FAO commits to provide increased numbers of women's groups with capacity development support to facilitate rural women's access to services, knowledge and economic opportunities by 2018.
23	FAO commits to developing and implementing approaches and strategies for the engagement of men and boys as part of the solution to prevent and respond to gender-based violence in crises settings by 2018.
24	FAO commits to increasing staff training on inclusion of gender sensitive and protection measures in the design and delivery of programmes to contribute to preventing and mitigating gender-based violence .
25	FAO commits to identifying and analyzing, through the use of sex and age disaggregated data, the different vulnerabilities and challenges women and men of all ages face, and scale up evidence-based gender-responsive programming in order to generate a long-term impact on livelihoods and resilience.
26	FAO commits to increase deployment of women facilitators and field staff to improve outreach to women, e.g. through training women as community vaccinators, animal health workers, extension officers, facilitators, and through strategic local partnerships with women's organizations.
27	FAO commits to prioritize supporting organizations and activities that advance women's access to nutritious food and their access to and control over land and other productive resources; strengthening rural women's organizations and networks ; increasing women's participation and leadership in rural institutions; incorporating knowledge of agriculture into programmes and projects; and ensuring the development of technologies and services that reduce women's work burden .

¹⁷ The United Nations adopted the UN System-wide Action Plan on Gender Equality and the Empowerment of Women, or UN-SWAP, in 2012 to implement the 2006 gender equality policy of its highest executive body, the UN Chief Executives Board. Facilitated by UN Women, the UN-SWAP assesses the progress made by each UN agency towards ensuring greater coherence and accountability through the use of common performance standards.

¹⁸ The Inter-Agency Standing Committee (IASC) is the main global mechanism for inter-agency coordination of humanitarian assistance. Its Gender Marker is a tool that codes, on a 0-3 scale, whether or not a humanitarian project is designed to ensure that women/girls and men/boys will benefit equally from it or that it will advance gender equality in another way.

#	Commitment
28	FAO commits to empowering women and their organizations, promoting equal rights and participation for women and men, girls and boys, and addressing gender inequalities, by following the guidance laid out in the CFS-FFA .
29	FAO commits to implementing the findings and recommendations of the IASC Gender Policy Review .

Source: FAO Position Paper - The World Humanitarian Summit, FAO 2016. Numbers in the table above are those used in the Position Paper.

5. Gender Equality in the SP5 Framework

20. As stated in the Medium Term Plan 2014-2017¹⁹, FAO's work should focus on "developing, protecting and restoring sustainable livelihoods so that the integrity of societies that depend on farming, livestock, fish, forests and other natural resources is not threatened by crises." SP5 was specifically designed to "increase the resilience of livelihoods to threats and crises". The strategic programme was structured around four "Organizational Outcomes", each with a set of Outputs whose delivery is an FAO responsibility:
- i) legal, policy and institutional systems and regulatory frameworks for risk reduction and crises management (Outcome 5.1);
 - ii) provision of information and early warning against potential, known and emerging threats (Outcome 5.2);
 - iii) risk and vulnerability reduction at household and community level (Outcome 5.3); and
 - iv) response to disasters and crises (Outcome 5.4).
21. The SP5 result framework does not explicitly mention gender equality in its Outcomes and Outputs. Only one indicator (code 5040301) attributed to Output 5.4.3 directly mentions gender: "*percentage of countries affected by a crises impacting agriculture in which FAO provided timely and gender responsive crises response*". However, a large number of "qualifiers"²⁰ for output indicators mention gender. Output indicators are to be reported against annually by country offices, who are free to select which qualifiers to use.
22. Finally, among outcome-level indicators, indicator 5.2.A (*Number of countries that have improved their capacity to deliver regular information and trigger timely actions against potential, known and emerging threats to agriculture, food and nutrition*) has one "qualifier" mentioning gender: "*evidence of use of hazard, vulnerability and/or resilience-related data to inform decisions on gender-sensitive programming and implementation for agriculture, food and nutrition*". Outcome indicators are to be measured every two years through regular Corporate Outcome Assessments.

¹⁹ The Director-General's Medium Term Plan 2014-17 (Reviewed) and Programme of Work and Budget 2016-17. Available at <http://www.fao.org/3/a-mm710e.pdf>

²⁰ In FAO's planning and reporting terminology, a "qualifier" is a sort of sub-indicator, designed to help populate qualitative indicators.

6. Progress achieved against the Minimum Standards

23. In this section, various data sources are combined to assess progress achieved under SO5 at all levels of the Organization against relevant Minimum Standard from 2014 to 2016.

Minimum Standard 1. All major FAO statistical databases incorporate sex-disaggregated data where relevant and available. In the short term, this will involve mining existing data sources – particularly household surveys – for sex-disaggregated statistics; in the longer term, efforts will be made to collect and disseminate additional sex-disaggregated data.

24. This standard is particularly relevant to SP5 Outcomes 2 and 4. Limited progress has been reported under Outcome 2 (“watch to safeguard”, i.e. early warning systems). Only a small number of country offices mentioned sex-disaggregated data and the collection of gender-specific information on resilience or development status. However, under Outcome 4 (preparedness and response), SP5 has been promoting the systematic incorporation of gender analysis in needs assessments in order to provide the basis for gender-responsive programmes, for instance in Nepal after the April 2015 earthquake, in the Agriculture and Livelihood Flood Impact Assessment in Myanmar (October 2015). Or in the large-scale damage and loss assessment carried out in 2016 in the Syrian Arab Republic in close collaboration with the World Food Programme (WFP). All these assessments found that the livelihoods of female-headed households were the most heavily affected, and provide important evidence for targeted interventions. For instance, thanks to the gender-sensitive assessments carried out after typhoon Haiyan in the Philippines, it was reported that 23,126 women received farm inputs, access to skills training and start-up materials for sustainable post-harvest and value-adding activities.

Minimum Standard 2. FAO invests in strengthening member countries’ capacity to develop, analyze and use sex-disaggregated data in policy analysis and programme and project planning and evaluation.

25. Significant progress was reported under the FAO-WFP Global Food Security Cluster, as part of Outcome 4 on crisis response. With the support of a GenCap Adviser²¹, the Food Security Cluster organized a series of capacity development sessions at country level to strengthen the capacity for more systematic sex- and age-disaggregated data analysis of food security needs. By the end of the Adviser’s assignment, 85 percent of food security clusters had discussed and planned how to strengthen accountability to affected populations in operational response, and a large majority of food security clusters integrated gender, age and diversity characteristics of affected population in assessments, analysis, cluster plans and monitoring.

26. Beyond response to crises, the limited progress achieved under MS1 in supporting gender-sensitive national information systems applies to MS2 as well. However, more attention appears to be paid to strengthening national capacity. Out of the 73 projects reviewed as part of this analysis, 18 included an objective or activity related to supporting countries to

²¹ FAO is part of the Gender Standby Capacity project (GenCap), which is a pool of gender capacity advisers aimed at providing technical leadership and support to humanitarian actors in mainstreaming gender in the different sectors of emergency response.

collect and analyze sex-disaggregated data to orientate policies and programmes related to resilience.

Minimum Standard 3. For all strategic objectives, a gender analysis is carried out and a gender action plan developed; progress on gender equality is measured for all corporate Outcomes.

27. In 2013, the Emergency and Rehabilitation Division (TCE) and the Social Policies and Rural Institutions Division (ESP) conducted a rapid gender analysis to explore how SO5 could contribute towards the achievement of the gender equality objectives²². In 2014, a draft document entitled "FAO and Resilience to Food Insecurity – Why Gender Matters"²³ presented a fairly comprehensive analysis of the type of gender-related products and activities that could be promoted under each of the SP5 Outcomes (called "Pillars" in the document). The identified priority areas of work were translated in 2016 into specific milestones and service level agreements between ESP and the SP5 Management Team.

Minimum Standard 5. A country gender assessment is undertaken as part of country programming.

28. A key activity listed in the Implementation Plan of the FAO Policy on Gender Equality under this Minimum Standard is the conduct of country gender assessments (CGA) to ensure gender integration into FAO's country programming frameworks (CPF). Much progress has recently been achieved: a series of country gender assessments has been launched (with 45 completed so far) to inform their respective CPFs and to support the national work related to gender equality and women's empowerment. These country gender assessments are not specific to SP5. Some of the assessments reviewed by the evaluation team were of very high quality.²⁴

29. ESP and OSP also developed and widely disseminated a document to develop Milestones to integrate gender equality in the CPF, which provides specific guidance on how to better address the gender dimensions, also taking into account the findings of the country gender assessments. Specific training sessions were organized by ESP and OSP in each regional office to strengthen the capacities in addressing gender issues in the CPF.

Minimum Standard 7. Gender analysis is incorporated in the formulation of all field programmes and projects, and gender-related issues are taken into account in project approval and implementation processes.

30. Progress under MS7 is in line with that of MS5: some recent improvement has been linked to the development of new tools and processes, notably the new project cycle introduced in March 2015. On average, SO5-related field projects tend to be more gender-sensitive than other FAO projects.²⁵ A review of 73 SP5-tagged projects formulated using the revised guidance found that gender was mainstreamed to varied degrees in 50 project documents, and that 29 of those included some form of gender analysis, including references to a

²² Results of brainstorming held with TCE and ESP staff and international consultant, Ebba Augustin, on 22 May 2013.

²³ Working Document: FAO and Resilience to Food Insecurity – Why Gender Matters, Draft, 24th June 2014.

²⁴ The evaluation team could not assess the quality of all CGAs because it could not access them. There apparently is no central registry for CBAs in FAO, contrary to CPFs.

²⁵ This trend predates SO5: the Evaluation of FAO's role and work related to Gender and Development (2011) already noted that some FAO Emergency Coordination Units had historically played an important role to promote gender mainstreaming in FAO.

previous CGA. The recent Evaluation of the Myanmar Country Programme observed that the largest number of projects that integrated gender concerns were those that fell under outcome 4 of the Myanmar CPF, i.e. the emergency and DRR projects linked to SO5. Some of the Regional Initiatives reviewed also had significant focus on women and gender relations, such as the Regional Initiative on Small Scale Agriculture in in the Near East and North Africa, or the Regional Initiative on African drylands.

Minimum Standard 14. 30 percent of FAO's operational work and budget at the country and regional levels is allocated to women-specific targeted interventions.

31. The Implementation Plan of the FAO Policy on Gender Equality includes as key activity under this Minimum Standard that all projects available in FAO Field Programme Management Information System (FPMIS) should have a gender marker. Since July 2015, gender markers are inserted in the project formulation process, to track, monitor and report on the number of initiatives on gender equality.²⁶ Unfortunately, as an indicator for MS14, the gender marker suffers from two main ills: 1) being applied at planning stage, it does not indicate the actual *use* of resources for gender mainstreaming during implementation; and 2) the indicator cannot be used to estimate precisely the total share of "FAO's operational work and budget at the country and regional levels allocated to women-specific targeted interventions".
32. In 2015, ESP studied the frequency and distribution of the gender markers in newly approved projects²⁷ during the 2014-2015 biennium. They found that SP5 was dominated by G1 ratings (77 percent). Only 7 percent of the reviewed SP5 portfolio was rated G2a ("the project addresses gender equality in a systematic way, but this is not one of its main objectives") and no SP5 projects classified as G2b ("the project addresses gender equality and/or women's empowerment as its main focus"). Of these ratings, only the G2b projects would likely qualify, in most cases, under the standard of "women-specific targeted interventions", and many projects classified as G2a may also include a significant share of their resources allocated to women-specific interventions. G1 projects may refer to projects delivering assistance to both male and female beneficiaries, not "women-specific targeted interventions" as phrased in MS14. Therefore, at the end of 2015, the standard was not being met.
33. A review of a sample of 73 SP5-tagged projects approved between March 2015 and December 2016 undertaken by the Office of Evaluation found that out of 45 project documents approved after July 2015, when gender markers came into force, 4.5 percent were marked as G0, 27 percent as G1, 65 percent as G2a and 4.5 percent as G2b. This data shows a dramatic improvement as compared to the ESP analysis of 2015.
34. However, the data could simply reflect a positive bias among project designers. In the OED review, a word search showed that terms such as "gender", "women" and "sex-disaggregated data" were not mentioned in six out of the twelve projects marked as G1 (i.e. project that are supposed to "address gender equality only in some dimensions") and in seven out of the 29 projects marked as G2a (supposed to address gender equality "in a

²⁶ The scores of the gender marker are: G0: project does not address gender equality; G1: project addresses gender equality only in some dimensions; G2a: project addresses gender equality in a systematic way, but this is not one of its main objectives; and G2b: project addresses gender equality and/or women's empowerment as its main focus.

²⁷ Minimum standards for gender equality - FAO Report 2014-2015.

systematic way"). In 2016, another ESP review of 85 active projects marked as G2b and the G2a found that only 1 out of 4 projects within the sample had been assigned the correct gender marker, while the remaining projects should be all downgraded.

Minimum Standard 15. The share of the Technical Cooperation Programme's (TCP's) total portfolio allocated to programmes and projects related to gender equality is increased from 9 to 30 percent.

35. Out of 73 projects reviewed, only seven were funded by the TCP, corresponding to 9.6 percent of the SP5-tagged projects, which indicates limited use of TCPs in SO5-related interventions. Among these TCPs, only three were approved after July 2015, and they received a gender marker as follows: two as G1 and one as G2a. The same considerations made in paragraph 34 applies to this MS.

7. Contributions to gender equality

36. The evaluation could not assess the impact of SO5/SP5 on gender equality. This section limits itself to an examination of FAO's efforts, their use of various FAO core functions²⁸ and their potential contribution to SP5 Outcomes and to Gender Equality Objectives.

Use of FAO Core Functions

37. *Capacity development.* Five Regional Gender Officers have been hired in 2014 to help regional and country offices promote gender equality. Even though most of their work focus on SO3-related areas, the Regional Gender Officers also contribute to SO5-related interventions.

38. Beyond FAO staff, a broad effort is required to capacitate national counterparts and implementing partners, who in FAO resilience programmes often form the last and most crucial link in the delivery chain. The reviewed Strategic Framework calls for more diversified resilience services than provided so far in the FAO emergency portfolio – including quality policy advice and more sustainable and gender-sensitive forms of livelihood support. This ambition makes a broad capacitation effort all the more necessary.

39. In 2015 and 2016, 33 country offices reported gender-related capacity development activities at community level intended to contribute to SO5-related areas. However, only six reported contributions to strengthening the capabilities of government staff and rural cooperatives on SO5 gender-related issues. This indicates a need to expand on institutional forms of capacity buildings with governmental partners. Most of the capacity building activities at institutional level relate to data collection and analysis, reviewed under MS1 and MS2.

40. At community level, a most promising method deployed recently by FAO is the "*Caisses de Résilience*" (CdR, French for "resilience fund"), essentially a combination of a Farmer Field School with a community saving and credit scheme. By the end of 2016, the CdR approach

²⁸ "Core functions" are types of interventions characteristic of FAO and mandated by its Governing Bodies, such as: capacity development, technical support, partnerships, normative and standard-setting instruments, data and information, policy dialogue, and advocacy (list summarized from the Director-General's Medium Term Plan 2018-21 and Programme of Work and Budget 2018-19 - document C 2017/3).

had been implemented in eight countries.²⁹ Field data indicate that women represent a majority of the membership and that CdRs contribute strongly to gender equality in the benefiting communities. However, rolling out the approach requires more training of implementing partners than is generally offered. Besides, the third component of CdRs devoted to social issues still lacks a formal methodology, in spite of its importance for communities trying to rebuild their lives after traumatic experiences such as displacements or conflicts.

41. Normative instruments, guidelines and toolkits. An excellent guidance note on gender equality and women's empowerment in food security and nutrition in protracted crises³⁰ was recently published as a way to support member countries and decentralized offices in the implementation of the Framework for Action for Food Security and Nutrition in Protracted Crises (CFS-FFA), endorsed by the Committee on World Food Security (CFS) in October 2015. Guidelines were also developed on how to design and implement project and programmes in ways that prevent and mitigate gender-based violence³¹ and on how to mainstream gender in disaster risk reduction strategies.³²
42. Partnership. FAO has worked with the Overseas Development Institute (ODI) to prepare technical papers on Gender Equality, Food Security and Peace-building, and with the Institute for Development Studies (IDS) to analyze how to integrate gender issues into policies and activities in protracted crises.³³ The work with GenCap and the Global Cluster on Food Security, (see analysis of Minimum Standard 2 above) offers another example of successful partnership. Finally, the inter-agency "Providing Safe Access to Fuel and Energy" (SAFE) initiative focuses on ensuring access to fuel and energy for cooking, heating, lighting, and powering for crises-affected populations. As of date, FAO has implemented eight SAFE projects in four countries in the Horn of Africa.³⁴ Typically, these project distribute fuel-efficient stoves that reduce the number of trips women and girls have to take to collect firewood, thus decreasing their exposure to gender-based violence and freeing up time for income generating activities and child care.
43. Policy & advocacy. This core function was used to a lesser extent than others. Only 13 of the 47 countries reporting SO5-related gender activities in 2015 and 2016 have provided gender-sensitive policy support and advocacy, mainly about promoting disaster risk reduction. The most noteworthy policy platform over the evaluation period was the CFS Framework for Action for food security and nutrition in protracted crises (CFS-FFA), endorsed by the Committee on World Food Security in October 2015. The FFA dedicates one of its guiding principles to women's empowerment and gender equality, and gender issues were integrated into seven other FFA principles. FAO has issued an excellent guidance note to support its implementation, as already reported above.

²⁹ Caisses de resilience: Consolidating community resilience by strengthening household's social, productive and financial capacities through an integrated approach. Available at: <http://www.fao.org/3/a-i5869e.pdf>

³⁰ Guidance Note - Gender, food security and nutrition in protracted crises - Women and girls as agents of resilience, by Unna Mustalampi, FAO 2016.

³¹ Protection from Gender-Based Violence in Food Security Interventions: A Guide for FAO and partner Staff (draft).

³² Gender-responsive Disaster risk reduction in the agriculture sector Guidance for policy makers and practitioners (2016) and A gender-responsive approach to disaster risk reduction (DRR) planning in the agriculture sector - Guidance for supporting rural women and men to build resilience in the face of disasters, FAO 2016.

³³ IDS (2015). Food Security, Gender Equality and Peace-Building: Theoretical Framework and Future Agendas. Project described at: <http://www.ids.ac.uk/project/food-security-gender-equality-and-peace-building-theoretical-framework-and-future-agendas>

³⁴ Ethiopia (2 projects); Kenya (1); South Sudan (2); Sudan (3).

44. In a few African countries (Burkina Faso, Chad, Kenya and Somalia), SP5 promoted women's access to land and water for agricultural production, for instance in Kanem, western Chad, where FAO facilitated 65 land loan agreements between land owners and 650 households among the economically weakest, a majority of which were female-headed.³⁵

Contribution to SP5 Outcomes

45. In a recent stock-taking exercise of successful FAO initiatives to increase the resilience of livelihoods in a gender-equitable way³⁶, most of the identified good practices pertained to Outcome 4 of SP5, which focuses on emergency preparedness and response, followed by Outcome 3 (local risk and vulnerability reduction activities). Few good practices were noted under Outcomes 1 (policy systems and regulatory frameworks for risk reduction and crises management) and 2 (information management). The same trend was verified and validated by the review of annual country office reports and selected projects.

Contribution to Gender Equality Objectives³⁷

46. Among FAO's country-level gender-sensitive interventions in resilience, the focus is predominantly placed on livelihoods projects, which fall under Gender Equality Objective 2 (ensure that men and women have equal access to and control over decent employment, land and other productive resources), followed by Objective 3 (ensure that women and men have equal access to goods, services and markets for agricultural development). These two Objectives represent 75 percent of all activities in gender and resilience building that were reported by FAO country offices in 2015 and 2016.
47. Few activities were reported under Objectives 1 (equal participation as decision-makers in rural institutions and in shaping laws, policies and programmes) and 4 (reduction of women's work burden through improved technologies, services and infrastructure), or dealing with Gender-Based Violence (not reflected in the Gender Equality Objectives but an important *modus operandi* in crises situations). FAO's commitments towards gender equality and preventing gender-based violence in the World Humanitarian Summit and the integration of gender equality principles in the CFS Framework for Action will guide future policy support to member countries. New approaches are also being developed to strengthen women's negotiation and leadership capacity so that they can be more engaged as decision-makers and in strategic planning (e.g. Junior farmer field and life schools, and Caisses de resilience).

8. Conclusions

48. This assessments indicates that SP5 and ESP are making a significant effort to implement the minimum standards of the FAO Policy on Gender Equality, and that notable progress has been made towards the application of MS3, MS5, MS7 and MS14. Challenges and opportunities to mainstream gender into SO5 were assessed comprehensively (MS3) in 2014. Country Gender Assessments are being rolled out in a large number of countries (MS5). Post-disaster needs assessments for major responses have systematically

³⁵ OSRO/CHD/905/EC - *Contribuer à la réduction de la malnutrition des populations les plus vulnérables au Tchad - Evaluation indépendante, rapport final*, by Lene Poulsen and Nanthilde Kamara, January 2012.

³⁶ Building Resilience through Addressing Gender Inequalities – A Stock-taking of Good Practices in FAO's Strategic Objective 5, Dec. 2015.

³⁷ Based on annual reports from country offices, it was not possible to assess contributions to Gender Equality Objective 5 (*the share of total agricultural aid committed to projects related to women and gender equality is increased to 30 percent*).

incorporated a gender analysis (MS7). Data from the gender marker introduced in 2015 point to a growing number of projects mainstreaming gender. However, the gender marker does not indicate the actual *use* of resources for gender mainstreaming, and some project gender markers were found overrated.

49. Progress against MS1 and MS2 has been slower. While most of the capacity development activities for national institutions already aims at improving capacities to collect and analyze sex-disaggregated data, more emphasis should be put on reinforcing national capacities to *use* the evidence in policy-making and evaluation. For instance, a wider use of sex-disaggregated information would allow designers of women-specific interventions to propose a wider palette of occupations to their beneficiaries, beyond stereotyped female roles such as vegetable production or chicken rearing.
50. At field level, the *Caisses de Résilience*, the SAFE initiative, and the support to gender, food security and nutrition in protracted crises represent promising examples of greater consideration paid to gender in resilience programmes. At corporate level, several guidelines and knowledge products were developed to orient FAO and partners at regional and country levels, including on Gender-Based Violence, a relatively new issue for FAO.
51. FAO undertakes most of its resilience work through partnerships with governments and local non-governmental organizations (NGOs), and the varied capacities of its implementing partners largely determine the quality of the ultimate outcome. All large SO5 field programmes should include a sustained capacity development effort targeted at implementing partners, including in the area of gender.
52. SO5 gender-related work follows the same pattern of the overall SO: the majority of the gender-related results and projects are contributing to Outcome 4 (emergency preparedness and response) and to a lesser extent to Outcome 3 (local risk and vulnerability reduction). There is room for improvement in terms of integrating gender considerations and women's voices in Outcomes 1 (policy systems and regulatory frameworks for risk reduction and crises management) and 2 (early warning).
53. Concerning the FAO Gender Equality Objectives, almost half of reviewed SP5-tagged interventions contributed to Objectives 2 (equal access to and control over decent employment, land and other productive resource) and 3 (equal access to goods, services and markets for agricultural development). More could be done towards Objectives 1 (role of women in decision-making) and 4 (technologies, services and infrastructure to reduce the work burden).