



Food and Agriculture
Organization of the
United Nations



OFFICE OF EVALUATION
Thematic evaluation series

Evaluation of FAO's Work on Gender

ANNEX 1. Terms of Reference

June 2018

THEMATIC EVALUATION SERIES

Evaluation of FAO's Work on Gender

ANNEX 1. Terms of Reference

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

June 2018

FAO. 2018. *Evaluation of FAO's Work on Gender Annex 1. Terms of Reference*. Rome. pp.32 (www.fao.org/evaluation). Licence: CC BY-NC-SA 3.0 IGO

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

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

© FAO, 2018



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

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

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

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

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

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

Contents

| | |
|--|-----------|
| <i>Acronyms and abbreviations</i> | v |
| 1 Introduction | 1 |
| 2 Background | 2 |
| 2.1 Worldwide milestones for gender equality | 2 |
| 2.2 Evolution of FAO's work on gender | 3 |
| 2.3 FAO Policy on Gender Equality | 4 |
| 2.4 Implementation structure..... | 5 |
| 2.5 Theory of Change | 8 |
| 3 Purpose, scope and objectives of the evaluation | 11 |
| 4 Evaluation questions | 12 |
| 5 Methodology | 13 |
| 6 Management arrangement | 16 |
| 7 Evaluation timeline | 17 |
| 8 Appendices | 18 |
| Appendix 1. List of minimum standards and status of achievement as of 2016 | 18 |

List of Boxes, Figures and Tables

Boxes

| | |
|---|----|
| Box 1: International milestones for gender equality..... | 2 |
| Box 2: Evolution of gender mainstreaming in FAO..... | 4 |
| Box 3: Overview of gender activities in the Strategic Objectives..... | 6 |
| Box 4: Description of methods, benchmarks and data sources..... | 14 |

Figures

| | |
|---|---|
| Figure 1: Theory of Change: FAO's contributions to Gender Equality and Women Empowerment..... | 9 |
|---|---|

Tables

| | |
|-----------------------------------|----|
| Table 1: Evaluation timeline..... | 17 |
|-----------------------------------|----|

Acronyms and abbreviations

| | |
|---------|--|
| CEDAW | Convention on the Elimination of all forms of Discrimination against Women |
| CGA | Country Gender Assessment |
| CPF | Country Programming Framework |
| FAO | Food and Agriculture Organization of the United Nations |
| GAD PoA | Gender and Development Plan of Action |
| SDG | Sustainable Development Goals |
| SOs | Strategic Objectives |
| TOR | Terms of Reference |

1 Introduction

1. At its 119th session, the Food and Agriculture Organization of the United Nations' (FAO's) Programme Committee requested an evaluation of FAO's work on gender equality, which was endorsed by the Council at its 154th session.¹ The evaluation is conducted by the FAO Office of Evaluation (OED) with the assistance of a team of external experts. It will take place throughout 2018 and will be presented to FAO Member States in the spring of 2019.
2. In preparation for the evaluation, the Office of Evaluation (OED) carried out an evaluability assessment to better define the evaluation's scope and focus areas. Based on this assessment, it was found feasible and relevant to assess FAO's work on gender since the approval of the FAO Policy on Gender Equality (March 2012-December 2017). Key focus areas identified for the evaluation include: the relevance of the policy, the effectiveness in its implementation, its integration into the revised Strategic Framework and related delivery mechanisms, and the progress made in achieving gender equality in sustainable agriculture production and rural development.
3. These Terms of Reference (TOR) present the main aspects of FAO's work on gender and outline the process, objectives and methodology of the evaluation, as well as the roles and responsibilities and the timeline of the exercise.

¹ FAO's Programme Committee has requested a comprehensive report, including implementation of the gender strategy: <http://www.fao.org/3/a-mq068e.pdf>

2 Background

2.1 Worldwide milestones for gender equality

4. The international development community considers gender equality and women's empowerment as development objectives in their own right (Sustainable Development Goal (SDG) 5), as well as critical elements for the achievement of the other SDGs.
5. Gender equality has been a major focus of the international community and United Nations over the last few decades, which translated in a number of worldwide milestone and landmark agreements. These are listed in Box 1.

Box 1: International milestones for gender² equality

- **1946:** The United Nations Commission on the Status of Women is formed to monitor the situation of women and promote women's rights around the world.
- **1952:** The Commission initiates the Convention on the Political Rights of Women, the first global mandate to grant women equal political rights under the law; the right to vote; hold office and exercise public functions.
- **1957 and 1962:** Conventions initiated on the equality of married women, guaranteeing them equal rights in marriage and in dissolving marriage.
- **1967:** Declaration on the Elimination of Discrimination against women.
- **1975** International Women's Year: The World Conference on Women in Mexico City.
- **1976-1985** for the United Nations Decade for Women: Equality, Development, Peace, **United Nations agencies are asked to collect thorough statistical information on women for the first time.** This coincided with the rise of the *Women in Development (WID)* approach which focuses on the integration of women into the workforce and on increasing their level of productivity in order to improve their lives.
- **1979:** The United Nations General Assembly adopts the **Convention on the Elimination of all Forms of Discrimination against Women (CEDAW).**
- **1980:** The World Conference on Women in Copenhagen adopts the Programme of Action for the Second Half of the United Nations Decade for Women Equality, Development and Peace.
- **1985:** The Nairobi World Conference reviews progress during the decade for women and adopts the forward-looking Strategies for the Advancement of Women. During this era, ***The Gender and Development (GAD) approach***, focused on finding development alternatives with women, was originated.
- **1995:** The **Beijing Platform for Action (BPfA)**, an outcome of the Fourth World Conference (1995) on Women in Beijing, laid out an agenda to promote women's empowerment, aimed at removing all the obstacles to women's active participation in all spheres of public and private life through ensuring women a full and equal share in economic, social, cultural and political decision-making. This gave rise to the ***Mainstreaming Gender Equality (MGE) approach***, also commonly referred to as gender mainstreaming.
- **2000** the **Millennium Development Goals, MDG3: Promote Gender Equality and Empower Women**, aims at promoting gender equality and empowering women. Its target 3.A focuses on the need to eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015.
- **2015:** **UN Women released the review of 20 years of the BPfA's implementation**, concluding that while there were bright highlights of progress, no country has achieved gender equality, and that the picture is one of uneven implementation and even reversals in several areas.
- **2017:** The **2030 Agenda for Sustainable Development** tackles a broad range of global challenges, aiming to eradicate poverty, reduce multiple and intersecting inequalities, address

² Please note the Gender and Development approach arose in 1985.

climate change, end conflict and sustain peace. Based on a principle of 'leaving no one behind', it clearly recognizes that development will only be sustainable if its benefits accrue equally to both women and men; and women's rights will only become a reality if they are part of broader efforts to protect the planet and ensure that all people can live with dignity and respect.³

2.2 Evolution of FAO's work on gender

6. FAO has been working on promoting the role of women in agriculture and rural development since 1949. In 1981, FAO was entrusted with the responsibility of assisting Member States to report on Article 14 of the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW).
7. FAO's specific programming on gender can be traced back to 1989 when the Plan of Action for Integrating Women in Development (1989-1995) was launched. Thereafter, following the endorsement of the Beijing Declaration and the Platform for Action, FAO has implemented three six-year Gender and Development Plans of Action (GAD PoA) as follows: 1996–2001, 2002-2007 and 2008-2013.⁴
8. In 2007, an independent external evaluation of FAO was conducted, and its recommendations⁵ informed the Strategic Framework 2010-2019⁶ in which Gender Equity was elevated to the level of a Strategic Objective (SO K) and focused on achieving gender equality in access to resources, goods, services and decision-making in rural areas. Lead responsibility for SO K was assigned to the Gender Team in the Gender, Equity and Rural Employment Division.
9. Between 2010 and 2011, two major reviews of the Organization's commitment to gender equality were undertaken: the Gender Audit⁷ and the evaluation of FAO's work related to Gender and Development;⁸ the former focused on institutional arrangements while the latter assessed FAO's performance in implementing two GAD PoA (2002-11) and SO K. In 2012, and as a result of both exercises, the FAO Policy on Gender Equality was formulated and endorsed by Member Countries as the framework to guide FAO efforts in mainstreaming gender in all its technical work, and to specifying roles and responsibilities and delineating corporate objectives for gender equality.
10. In 2013-2014, FAO approved a reviewed Strategic Framework that established gender as a cross-cutting theme. Coordination, guidance and oversight of FAO's work on gender was assigned to the Social Policies and Rural Institutions Division (ESP), with the Strategic

³ Turning Promises into Action: Gender Equality in the 2030 Agenda, UN Women, 2017 report.

⁴ Gender and Development Plan of Action (GAD PoA) was approved for the period 2002-2007 by FAO Conference. Through the GAD PoAs, FAO had set-up two main operational mechanisms to facilitate gender mainstreaming in the work of the Organization. These were the 'gender criterion' in the checklists elaborated by the Project and Programme Review Committee (PPRC) and the Gender Focal Point network. At the same time, Gender Mainstreaming had also become one of the 16 Priority Areas for Interdisciplinary Action in the Medium-Term Plan (MTP) 2002-2007, (the PAIA- were discontinued around 2005).

⁵ C2007/A.I. (Recommendation 7.1 and 7.2).

⁶ The recommendations, which are included in the report of the Conference Committee on follow-up to FAO's first Independent External Evaluation (IEE), set the framework for a multi-year process of change, and provide a specific timetable for the first steps through an Immediate Plan of Action (IPA) with a duration of three years.

⁷ Managed by the Gender, Equity and Rural Employment Division with the support of UNIFEM (now UN Women).

⁸ Requested by the Programme Committee in October 2008.

Programme (SP) teams, technical departments and decentralized offices accountable for incorporating gender-related aspects into their work. In 2014, with the review of the Medium Term Plan (MTP) 2014-2017, Objective 6 was implemented to reflect expected improvements in delivery of knowledge, quality and services, measured by key performance indicators for technical leadership, statistics, gender, governance, nutrition and climate change. A non-exhaustive list of hallmarks in the evolution of FAO's work on gender appear in Box 2.

Box 2: Evolution of gender mainstreaming in FAO

| |
|--|
| <p>1949: FAO promotes the role of women in agriculture and rural development</p> <p>1981: FAO entrusted with the responsibility to assist Member States report on Article 14 of the Committee on the Elimination of Discrimination against Women</p> <p>1989: FAO Women in Development Plan of Action 1989-1995</p> <p>1996: FAO Women in Development Plan of Action 1996-2001</p> <p>2002: Gender and Development Plan of Action (2002-2007)</p> <p>2007: Independent External Evaluation of FAO</p> <p>2009 New Strategic Framework 2010-2019: Strategic Objective on 'Gender Equity in access to resources, goods, services and decision-making in rural areas' (SO K)</p> <p>2010: FAO Gender Audit (focus on organizational mechanisms and processes)</p> <p>2011: Evaluation of FAO's work on gender and development (focus on performance)</p> <p>2012: FAO Policy on Gender Equality formulated and endorsed by Programme Committee</p> <p>2013: Reviewed FAO Strategic Framework, MTP 2014-2017: Gender Equality mainstreamed across FAO's Strategic Objectives and programmes</p> <p>2016 Reviewed FAO Strategic Framework, MTP 2018-21: gender still a cross-cutting theme, and included in Objective 6</p> <p>2017: Medium Term Plan 2018-2021 which includes a revised monitoring system (additional or revised qualifiers and indicators on gender under the SPs; revised Key Performance Indicators for Outcome 6.3)</p> |
|--|

2.3 FAO Policy on Gender Equality

11. The Policy specifies FAO's goal and objectives related to gender equality and establishes an accountability structure to ensure policy oversight and the achievement of results. FAO will work in two main ways to achieve its gender equality objectives: i) FAO will mainstream gender in all its work, i.e. systematically examining and addressing women's as well as men's needs, priorities and experiences as part of the development of policies, normative standards, programmes, projects and knowledge building activities, so that women and men benefit equally and inequality is not perpetuated; and ii) in cases where gender gap is so large that women have no access to available opportunities, FAO will carry out programmes and projects that specifically target women.
12. The Policy introduced five objectives to guide FAO's work in advancing equality of voice, agency and access to resources and services between women and men by 2025:
 - women participate equally with men as decision makers in rural institutions and in shaping laws, policies and programmes;

- women and men have equal access to and control over decent employment and income, land and other productive resources;
 - women and men have equal access to goods and services for agricultural development, and to markets;
 - women's work burden is reduced by 20 percent through improved technologies, services and infrastructure;
 - the share of total agricultural aid committed to projects related to women and gender equality is increased to 30 percent.
13. Achieving these objectives requires a collaborative effort between governments, United Nations agencies, civil society organizations, and bilateral and private sector. To contribute with its part, FAO put in place a specific structure to implement the Policy.

2.4 Implementation structure

14. The current structure⁹ to support the implementation of the policy to contribute to the achievement of the set objectives consists of a combination of the following interlinked mechanisms and processes: i) minimum standards and accountability framework; ii) gender equality considerations in FAO's Strategic Framework; iii) delivery mechanisms; and iv) core functions.
15. **Minimum standards:** Through the endorsement of the Policy on Gender Equality, FAO agreed to put in place a set of minimum standards (13 for gender mainstreaming and 2 for women-specific targeted interventions) as well as appropriate institutional processes and mechanisms to ensure their implementation by 2015. An accountability framework¹⁰ was adopted to ensure the implementation of the policy, which delineated responsibilities at various levels of the Organization. Appendix 1 presents the list of the minimum standards and the status of achievement as of 2016.
16. **Gender equality in FAO's Strategic Framework:** As stated by the FAO Conference in November 2009, the Strategic Framework 2010–2019 "constitute the major conceptual building blocks of the Organization's total package of activities".¹¹ The Strategic Framework and its high-level Objectives serve as a guidance for FAO's way of working. As already noted, the gender policy was adopted in 2012, when a specific Strategic Objective (SO K) addressing gender equality was in place.
17. In 2013, FAO's Strategic Framework was reviewed, which led to the reduction of Strategic Objectives from 13 to 5,¹² and gender equality became a cross-cutting theme alongside governance and statistics. It also introduced a sixth Objective related to expected improvements in delivery of knowledge, quality and services to be measured by key

⁹ It worth mentioning that the FAO's gender equality strategy defined in the policy (page.9) states that by 2015 implementation would be through the 15 minimum standards and the series of institutional mechanisms and processes.

¹⁰ Annex A of the FAO Policy on Gender Equality.

¹¹ FAO. 2009. Conference: Strategic Framework 2010–2019. Rome, 18–23 November 2009. Available at: <http://www.fao.org/docrep/meeting/029/k5864e01.pdf>

¹² SO1 – Contribute to the eradication of hunger, food insecurity and malnutrition; SO2 – Increase and improve provision of goods and services from agriculture, forestry and fisheries in a sustainable manner; SO3 – Reduce rural poverty; SO4 – Enable more inclusive and efficient agricultural and food systems at local, national and international levels; and SO5 – Increase the resilience of livelihoods to threats and crises.

performance indicators; gender is one of them. In 2016, climate change and nutrition were added to the set of cross-cutting themes.

18. Under the current Strategic Framework, the coordination of FAO's work on gender equality remained under the responsibility of the Gender Unit in the Social Policies and Rural Institutions Division (ESP), also responsible for providing technical oversight, guidance and support to FAO staff and Member States. The Strategic Programme teams, as main implementers of the Strategic Framework, share part of this accountability by being responsible for mainstreaming gender into their work (please refer to Box 3 for key activities under each SO).

Box 3: Overview of gender activities in the Strategic Objectives

SO1: Help eliminate hunger, food insecurity and malnutrition

Integrate gender dimensions in national and international policy processes:

- raise gender awareness in high-level policy dialogues, such as in the context of the Committee on World Food Security (CFS);
- support the implementation of the CEDAW recommendations and voluntary guidelines at country level;
- provide technical assistance to the formulation of gender-sensitive agricultural policies and strategies;
- contribute to Scaling Up Nutrition (SUN) and REACH partnerships;
- collect and analyse sex-disaggregated data of relevance to food security and nutrition (develop and disseminate methods).

SO2: Make agriculture more productive and sustainable

Enhance the capacity of governments and institutions so they raise productivity by:

- integrating gender equality in FAO's Climate Change strategy implementation;
- disseminating gender-responsive climate-smart technologies and practices;
- strengthening farmers' capacities for efficient and sustainable production;
- mainstreaming gender into FAO's climate finance portfolios (GEF/GCF);
- using labour-saving technologies that reduce women's work burdens (identify and disseminate good practices);
- increasing women's access to knowledge and services (needs assessment, training, coaching);
- collecting and analysing sex-disaggregated data (develop and disseminate methods);
- fostering responsible and inclusive governance and management of natural resources and biodiversity;
- improving analysis and implementation of inclusive governance mechanisms and management of land and water (guidance materials, etc.);
- mainstreaming gender equality into climate-related planning.

SO3: Reduce rural poverty

Build knowledge and capacities of governments and stakeholders to:

- strengthen women's leadership and participation in rural organization and institutions (such as Dimitra clubs);
- gender-sensitive rural advisory services and financial inclusion;
- women's economic empowerment through decent employment;
- increasing availability of sex-disaggregated data;
- implementing gender-sensitive social protection programmes (policy forums, guidance tools);
- promoting equal access to and control over land (voluntary guidelines, e-learning, workshops, gender and land rights database);
- gender-sensitive agriculture investment and supply chains;

- gender-sensitive rural poverty reduction policies and strategies (advocacy materials, methodological guidelines, policy assistance).

SO4: Inclusive and efficient agricultural and food systems

Build expertise, share knowledge and forge partnerships to:

- enable women and men to benefit equally from agri-food value chains (targeted interventions at country level, knowledge products, national and regional capacity development programmes, case studies);
- increase knowledge of the gender and food loss nexus in the context of agricultural value chains (methodology for gender-sensitive food loss assessment; knowledge products; capacity building activities);
- increase knowledge on women in cross-border trade (studies, advocacy materials);
- increase gender-sensitive investments in agri-food systems.

SO5: Protect livelihoods from disasters

Strengthen capacities of Member Countries to increase resilience of women and men to:

- address different needs and priorities of women and men in disaster risk reduction and management and resilience planning (risk standards, guidelines, training packages);
- improve analysis of resilience and vulnerability (surveys, recommendations);
- improve women's land access for resilience and develop gender-sensitive prevention and mitigation technologies (trainings using Improving Gender Equality in Territorial Issues (IGETI) and Socio-Economic and Gender Analysis (SEAGA) approaches);
- address gender equality in food security interventions aimed at building a sustainable peace process;
- analyse and address gender equality and accountability to affected population in humanitarian interventions;
- identify mechanisms to protect groups at risk of gender-based violence.

Source: Compiled by the Office of Evaluation (OED) from Strategic Evaluations and Gender stocktaking documents

19. FAO's performance in terms of gender equality against the GEP and SOs is reported annually to governing bodies as part of the results reported by each of the SPs, and through the specific gender-sensitive qualifiers integrated in the corporate monitoring framework. Gender-related achievements are also reported through two Key Performance Indicators as part of the Organization's Mid-Term Reviews and the Programme Implementation Reports.
20. **Delivery mechanisms:** FAO's Strategic Framework has three main delivery mechanisms:
 - Global Programmes and Flagships¹³
 - Regional Strategies and Initiatives
 - Country Programming Frameworks (CPFs)
21. Mainstreaming gender has been undertaken at all three levels and interventions can be found in global programmes, regional initiatives and country programmes.
22. At the headquarters level, every Strategic Programme team is supported by one or more experts from the Gender Team in the Social Policies and Rural Institutions Division (ESP) who engage in supporting the planning, implementation and reporting of gender-related work in specific technical areas under the SPs. Every technical division counts on a gender focal

¹³ Major projects, publications and databases.

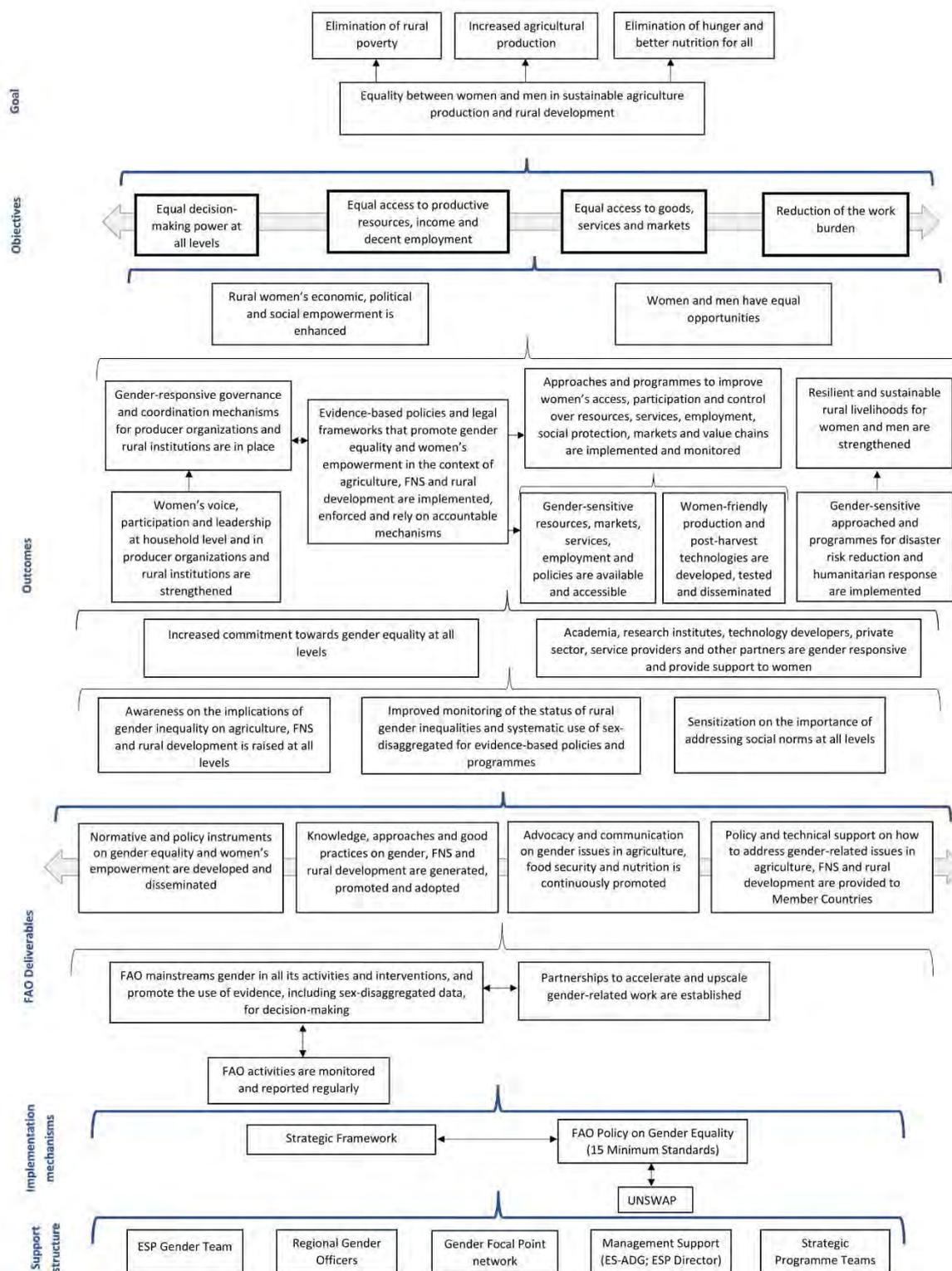
point who allocates 20 percent of her/his time to mainstream gender in the daily work of the divisions. Appurtenant changes to the gender architecture were made to suit the above implementation arrangements.

23. At the regional level, offices count on the support of a gender officer who is responsible for coordinating and overseeing the gender work in their region as well as for providing technical guidance and support to the country offices. Regional gender strategies have been formulated to respond to regional priorities and specific contexts in which gender inequalities manifest in various forms.
24. At the country level, country offices rely on gender focal points who assign 20 percent of their time to mainstream gender in the country programming. Country gender assessments (CGAs) have been conducted in several countries across regions. As of date, 51 detailed country gender assessments have been shared with the evaluation team. CGAs serve three purposes: i) to provide a baseline on the gender inequalities manifesting in agricultural and rural development sectors; ii) to inform the gender content of FAO's country programming; and iii) to orientate the work in the country towards reducing gender inequalities.
25. **Core functions:** To assist Strategic Programme teams, technical units, regional and country offices to mainstream gender into their work, FAO created a number of knowledge products and guidance materials, developed sex-disaggregated data, promoted capacity development, advocacy and policy dialogue, and facilitated partnerships. With the technical backstopping of the gender team in the Social Policies and Rural Institutions Division (ESP) as well as of the gender officers and focal points at regional and country levels, FAO undertook a series of stocktaking exercises to build understanding, approaches and capacities for gender mainstreaming in strategic programmes, technical divisions, regional and country offices.

2.5 Theory of Change

26. Based on the Policy on Gender Equality as well as on the research and scoping interviews conducted as part of the evaluability assessment, a general Theory of Change (TOC) for FAO's work on gender has been developed.

Figure 1: Theory of Change: FAO's contributions to Gender Equality and Women Empowerment



Assumptions

1. The FAO Policy on Gender Equality is clear, complete and compatible with the current Strategic Framework, and it can be easily adapted to an eventual new framework.
2. Internal culture, capacities, resources, monitoring and accountability mechanisms are sufficient to promote gender equality.
3. FAO and Member Countries are committed to promoting gender equality, and FAO is committed to implementing the FAO Policy on Gender Equality.
4. There are many actors contributing to gender equality; Member States and partners, including private sector, are supportive and complementing.
5. FAO delivery mechanisms and deliverables are evidence-based and count on previous context and gender analysis, and hence they are relevant to the actual needs of women and men.
7. Context; socio-cultural norms and traditions support and recognize women's role in the society.
8. Decent employment opportunities are created for women, and social protection mechanisms in place are inclusive.
9. Women's rights are promoted at rural institutions and policy environment.
10. New agricultural technologies and farming systems are available to women.
11. Support mechanisms and services such as affordable childcare are available.

3 Purpose, scope and objectives of the evaluation

27. **The purpose** of the evaluation is to provide accountability to FAO Member States on the implementation of the FAO Policy on Gender Equality, generate lessons learned and provide a forward-looking perspective to improve FAO's work on gender.
28. **The evaluation has three main objectives**, as follows:
 - assess how FAO has mainstreamed Gender Equality and Women's Empowerment in the design and implementation of its activities as well as the progress made towards the achievement of FAO gender equality objectives at corporate, regional and country levels;
 - examine the comparative advantages of FAO's work on gender;
 - identify lessons learned and provide recommendations to improve the relevance and effectiveness of FAO's work towards gender equality.
29. **The evaluation scope** covers all FAO efforts towards gender equality at corporate, regional and country levels. It will examine the implementation of the Policy on Gender Equality through FAO's Strategic Framework, and it will particularly assess how it was mainstreamed, and how effective the accountability structure put in place was.
30. The evaluation will review FAO's work on gender in the period between March 2012 and December 2017, i.e. from the endorsement of the Policy on Gender Equality to the end of the last Medium Term Plan 2014-2017.
31. The main audience of the evaluation are FAO Member States and Management. Primary users of the evaluation are the units responsible for gender mainstreaming and the implementation of FAO's work on gender (gender team in the Social Policies and Rural Institutions Division (ESP), Strategic Programme teams, Technical Departments, Decentralized Offices). Other stakeholders such as United Nations agencies, academia, bilateral donors and civil society organizations could also benefit from the results.

4 Evaluation questions

32. Five overarching questions were developed to address the evaluation objectives. Sub-questions will be further developed as part of the evaluation matrix.¹⁴

EQ1: To what extent has FAO effectively incorporated the key elements of the Gender Policy (including implementation structure) into its programmes and projects?

EQ2: How has FAO's work on gender contributed to the achievement of equality in sustainable agriculture production and rural development for the elimination hunger?

EQ3: How has FAO leveraged partnerships to realize its gender equality objectives and for empowerment of rural women?

EQ4: What is FAO's comparative advantage in gender?

EQ5: What are the key lessons learned, enabling factors and challenges that need to be better addressed to better support Member States in achieving gender equality targets under internationally agreed development goals and international agreements (SDGs, CEDAW)?

¹⁴ It is a matrix that operationalizes the overarching evaluation questions into sub-questions and detailed tools to answer these questions. It will be developed by the evaluation team prior to the field missions.

5 Methodology

33. The evaluation will rely on multiple sources of primary and secondary data for data collection, and use mixed-methods approach for data analysis, triangulation and validation. Sources of data and methods of collection will include interviews; document review; meta-synthesis of evidence from independent evaluations conducted by the Office of Evaluation (OED); meta-analysis of Country Programming Frameworks, country gender assessments and projects; survey; benchmark study and in-depth case studies.
34. To address the evaluation question on **how the elements of the gender policy were incorporated into FAO's programmes and projects**, the evaluation team will review corporate and strategic documents at global, regional and country levels. Both the meta-analysis of CPFs, CGAs and projects and the meta-synthesis of past evaluations will also serve this purpose. Interviews and the survey help validate the information as well as identify and understand the challenges and opportunities to mainstream gender in the design and implementation of programmes and projects. Through the in-depth case studies, the evaluation will be able to further validate the evidences and to illustrate the findings.
35. To assess **how FAO is contributing to gender equality (results)**, the evaluation team will analyse the FAO monitoring and reporting systems, and conduct a survey to collect additional information, validate the analysis and further explore challenges and missed opportunities. The meta-synthesis of past evaluations together with the interviews and in-depth case studies will help triangulate part of the evidence gathered. Both synthesis and case studies will also serve to illustrate good practices and lessons learned.
36. To answer the question on **partnerships**, the evaluation will gather preliminary information from review of corporate documents, including action plans, gender strategies, programmes and flagship projects. The survey will assess partnerships complementing the data collected from the desk study. Interviews with FAO staff and partners, meta-synthesis of past evaluations and in-depth case studies will validate part of the evidence gathered and serve to exemplify some successful cases.
37. The evaluation will look at **FAO's added value on gender** and partnerships forged. The evaluation will conduct a benchmarking study and interviews with a variety of actors will help to triangulate and validate the evidence collected as part of this specific study.
38. Finally, to address the last **question on challenges and lessons learned**, the evaluation team will build on the data collected as well as on the conclusions raised by the four previous evaluation questions.
39. Further details on the methods, benchmarks and data sources as well as the selection criteria for in-depth case studies are described in Box 4 below.

Box 4: Description of methods, benchmarks and data sources

In-person and phone interviews and focus group discussions: to be conducted with FAO staff, partners and other relevant actors from different sectors at global, country and regional levels. The interviewees will be identified by the evaluation team based on the document review, and together with the evaluation counterparts during the evaluation process.

Document review: the evaluation will review corporate and financial documents, databases, monitoring and reporting systems, programmes and flagship projects as well as relevant knowledge products and guidelines produced by FAO at corporate, regional and country levels to assess how gender has been mainstreamed in the design and implementation of FAO's work. Documents will include the Strategic Framework and its reviewed versions, Medium Term Plans, Programme Implementation Reports, the Policy and its action plans, the gender analysis and strategies conducted across the Organization, etc.

Meta-analysis of CPFs and CGAs: a representative sample of CPFs will be reviewed to assess the extent to which priority areas reflect gender-responsive improvements and women-specific targeting of programmes, and to assess to what extent it has evolved throughout the evaluation period. The evaluation is also an opportunity to assess to what extent the evidence generated by the CGAs are used to inform CPFs and whether they are used to inform FAO staff, governments and other partners.

Meta-analysis of projects: the team will carry out an extensive review of projects to verify how gender has been mainstreamed in the design of FAO's interventions at global, regional and country level. Four different frames were sampled through probability sampling methods: i) March 2012 to December 2013, i.e. adoption of Policy under the previous Strategic Framework; ii) January 2014 to June 2015, i.e. adoption of the reviewed Strategic Framework; and iii) July 2015 to December 2017, i.e. gender marker tagging in the Field Programme Management Information System (FPMIS) became mandatory. When combined, the analysis will provide a narrative of the evolution of gender mainstreaming in the design of FAO's interventions.

Meta-synthesis of past evaluations: the evaluation will review the evidence gathered by thematic and strategic and country evaluations conducted by the Office of Evaluation (OED) in the past years. It will include the evaluation of the five Strategic Objectives as well as the CPF Synthesis presented to the Programme Committee between 2016 and 2018. This analysis will also consider the Country Programme Evaluations (CPEs) of CPFs implemented during the evaluation period.¹⁵ The team will also review project evaluations where results related to gender mainstreaming were identified by the United Nations System-wide Action Plan (UNSWAP).

Survey: the evaluation team will undertake a survey with country offices' staff to explore results, planning and delivering tools as well as capacities and partnerships in place to promote gender equality. It will also collect information about challenges faced by the offices to mainstream gender in the design and implementation of their activities and interventions. Exploratory interviews to support the survey design as well as regular follow-ups will be put in place to maximize the response rate.

Benchmarking study: the evaluation team plans to conduct a specific study to assess FAO's positioning in promoting gender equality in food security and nutrition as well as to identify commonalities and differences when compared to other specialized United Nations agencies as a way of extracting learnings and good practices. To do so, FAO will be compared with a sample of relevant United Nations organizations. This study will mainly consist of document review, including syntheses of gender policies and recent gender policy evaluations (e.g. World Health Organization (WHO), United Nations Educational, Scientific and Cultural Organization (UNESCO), UN Women, World Food Programme (WFP), etc.), and interviews.

In-depth country studies: to complement the methods mentioned above, the evaluation team will try to visit 13 countries across five regions, i.e. Africa, Asia, Europe, Latin America and the Caribbean, Near East and

¹⁵ It includes the following: Bangladesh, Bhutan, Burundi, Cambodia, Cameroon, Côte d'Ivoire, Egypt, Guinea, Honduras, Kyrgyzstan, Myanmar, Nicaragua, Niger, Pakistan, Saudi Arabia, SLM, Tanzania, Timor-Leste and West bank and Gaza.

North Africa to carry out in-depth studies as a way of illustrating good practices and opportunities. Visits to the regional offices will also take place in parallel in order to collect data reflecting the regional perspective.

The following countries were selected:

Africa: Ghana, Kenya and the Gambia

Asia: Nepal and Philippines

Europe and Central Asia: Georgia, Kyrgyzstan and Turkey

Latin America: Guatemala and Paraguay

Near East and North Africa: Mauritania, Tunisia and Syria

These countries were selected based on purposeful sampling strategies. Although not representative of the whole universe of countries, this sample offers information-rich cases to illustrate the type and quality of the gender-related work implemented in countries as well as some results. It will also provide in-depth understanding of the reasons for success and/or failure, and evidence on FAO's comparative advantage in this subject.

Gender being a cross-cutting theme, the Strategic Objectives underpinned the country selection as a way to ensure thematic and strategic representativeness. Factors such as Regional Initiative or Strategic Programme focus country as well as the budget size of projects tagged as G2a or G2b were used as a proxy of institutional commitment in the country. To identify the intensity (quantity) and distribution (diversity according to Strategic Objective-related area) of the work on gender, the following factors were analysed for each country: i) existence and type of relevant or flagship programme/project as identified by document review and the evaluations of the five Strategic Objectives; ii) existence and type of gender-related activity reported by the country office between 2014 and 2017 (IMIS); iii) availability of CGA; and iv) country was recommended by the Social Policies and Rural Institutions Division (ESP), Strategic Programme teams or regional offices. Four profiles were identified: i) countries with high institutional commitment and substantial gender-related work reported; ii) countries with low institutional commitment and substantial gender-related work reported; iii) countries with high institutional commitment and no/few gender-related work reported; and iv) countries with low institutional commitment and no/few gender-related work reported.

For each region, the evaluation team tried and used a combination of profiles i, ii and iii, where the latter represents a case of opportunity rather than success. The selection also took into consideration the subregional representativeness and the balance among Strategic Objectives' influence in terms of technical work. Countries where a CPE has been conducted recently, and the gender work was well-reflected, were not considered by the sample as they will be captured by the desk review.

Subregions not considered in this sample will also be captured by the meta-synthesis of CPE and project evaluations. Countries under profile iv will be sampled for phone interviews to explore in-depth the challenges to mainstream gender in their programmes; this is expected to complement the results of the survey.

6 Management arrangement

40. In line with the Evaluation Office policy, the Office of Evaluation (OED) will conduct the evaluation and has the overall responsibility for conceptualizing and designing the evaluation, managing the evaluation process and producing the final evaluation report for presentation of the report to the Programme Committee. The Office of Evaluation (OED) will select, hire and lead an evaluation team composed of FAO evaluators and external consultants with regional and thematic expertise. The evaluation team will interview and survey FAO staff and partners (including governments, resource partners, non-governmental organizations (NGOs) and other agencies) involved in the work on gender, at headquarters and in Member Countries.
41. Internal Contact Group/Reference group: composed of the gender team in the Social Policies and Rural Institutions Division (ESP) and Strategic Programme teams. Their main task is to review key documents (EA, TORs, draft reports). The contact group will be responsible for preparing the draft management response under the coordination of the gender team in the Social Policies and Rural Institutions Division (ESP).
42. Office of Evaluation (OED) team: Arwa Khalid – Evaluation Manager; Veridiana Mansour Mendes and Ahmedou OuldAbdallahi - Evaluation Officers; Lavinia Monforte - Evaluation Analyst; and Sarah Jaff – Administrative Assistant.
43. Team of External Consultants: the composition of the team combines regional and thematic expertise to address all the Strategic Objectives; among them, three are also gender experts, and the others have previous gender experience. Policy, Resilience and Gender Expert - Europe; Rural Poverty and Social Protection Expert - Africa and Near East; Value Chain Expert - Asia; Sustainable Production and Gender Expert - Asia; Food and Nutrition Security Expert - Latin America and the Caribbean.

7 Evaluation timeline

Table 1: Evaluation timeline

| Activity | Proposed period |
|---|------------------------|
| Portfolio analysis | April 2018 |
| Scoping interviews | Jan–March 2018 |
| TORs finalization | End-June 2018 |
| Case study selection | June 2018 |
| Team of experts hired | July 2018 |
| Conduction of document review, meta-analysis, meta-synthesis and survey | April–October 2018 |
| Case studies and visits to Regional Offices (including report writing) | July–November 2018 |
| Headquarters interviews | July-August 2018 |
| Synthesis workshop | November 2018 |
| Writing of the main report | October-November 2018 |
| Internal review of draft | December 2018 |
| Submission to Programme Committee | February 2019 |

8 Appendices

Appendix 1. List of minimum standards and status of achievement as of 2016

| Minimum Standards for gender mainstreaming | | Key activities | Accountable unit | Status 2016 MTR |
|--|---|--|--|-----------------|
| 1 | All major FAO statistical databases incorporate sex-disaggregated data where relevant and as available | Screen which databases are relevant for sex-disaggregation | Statistics Division (ESS)/ Agricultural Development Economics Division (ESA) | Achieved |
| | | Assess extent of sex-disaggregation within relevant databases | ESS/ESA | |
| | | Add sex-disaggregated data to relevant databases and/or develop new databases with sex-disaggregated data | ESS/ESA | |
| | | Disseminate sex-disaggregated data on food security through FAOSTAT and/or undertake new gender-focused analysis | ESS/ESA | |
| 2 | FAO invests in strengthening capacity of Member Countries to develop, analyse and use sex-disaggregated data in policy analysis and programme/project planning and evaluation | Identify learning events/areas of work where it is relevant to include a session on sex-disaggregated data | ESS/ESA | Achieved |
| | | Assess the inclusion of sessions on sex-disaggregated data in the relevant learning events/areas of work | ESS/ESA | |
| | | Develop and deliver sessions on sex-disaggregated data in the relevant learning events | ESS/ESA | |
| | | Identify areas of work where the production of knowledge products (e.g. methodological guidelines, etc.) on sex-disaggregated data is relevant | ESS | |
| | | Assess the inclusion of gender issues in the knowledge products in the relevant areas of work | ESS/ESA | |
| | | Develop knowledge products on sex-disaggregated data | ESS/ESA | |
| | | Lesson prepared on gender- and sex-disaggregated data for e-learning on gender and food security | Social Policies and Rural Institutions Division (ESP) | |
| 3 | For all Strategic Objectives (SOs), a gender analysis is carried out and a gender action plan | Conduct gender analysis in each SO as basis for identifying gender-related work in SO action plans | ESP/ Office of Strategy, Planning and Resources Management (OSP) | Achieved |

| | | | | |
|---|---|--|--|----------|
| | is developed; progress on gender equality is measured for all corporate outcomes | Identify gender-related products/services and/or activities in each SO | ESP/OSP | |
| | | Establish and apply gender markers to indicate the level of relevance to gender mainstreaming for each product/service and activity | ESP/OSP | |
| | | Develop gender-sensitive qualifiers for relevant outcome and output indicators in the SO monitoring framework and use sex-disaggregated data, where available | OSP | |
| | | Monitor progress based on the gender markers and the qualifiers within the SO monitoring framework every year end | OSP | |
| 4 | A financial target for resource allocation for the FAO Policy on Gender Equality is set and met | Ring-fence budget related to gender as a cross-cutting issue | OSP | Achieved |
| | | Year-end reporting on cross-cutting theme on gender (CCTG) budget is carried out | OSP | |
| 5 | A country gender assessment is undertaken as part of country programming | Quality support and assurance process: provide briefing and advice to decentralized offices (DOs - FAO Representatives and GFPs) on their role during key stages of the CPF formulation process (Concept Note, priority setting, programming for results) and implementation reviews | Office of Support to Decentralized Offices (OSD) | Achieved |
| | | Quality support and assurance process: gender relevance within the planning of the CPF highlighted in virtual briefing of the consultants/staff engaged in the CPF formulation process or facilitators of the consultation workshops to be organized on request basis | OSD | |
| | | CPF guidance and learning materials: review of the CPF guidelines, quality assurance procedure and reporting requirements; tools and technical guidance notes; and the related learning materials to further enhance integration of gender principles | OSD | |
| | | Review of gender equality inclusion in OSD's guidance materials and processes (CPF and project cycle guide) | ESP | |
| | | Yearly CPFs reviewed for quality assurance and feedback provided to OSD | ESP | |

| | | | | |
|---|--|--|---|----------|
| | | Gender country assessment carried out to assure gender integration within planning process at country level (CPF) | DO | |
| | | Quality assurance on gender inclusion in CPFs in the region | Regional Offices (Regional Gender Officers) | |
| 6 | A gender equality stocktaking exercise is conducted for all services to provide a basis for better implementation of gender mainstreaming, including measuring progress and performance | Division/unit stocktaking exercise carried out and shared | Headquarters units and DOs | Achieved |
| | | Monitoring of stocktaking exercises carried out, at headquarters and at the country/subregional/regional levels | Regional Offices (Regional Gender Officers)/ESP | |
| 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 | Gender equality mainstreamed throughout the project cycle guide: from project conception identification and formulation (project Concept Note and Document) to project appraisal (Quality Assurance Checklist) and implementation and monitoring (mid-term assessment and terminal report) | OSD | Achieved |
| | | Project cycle supported with web-based tools to support corporate monitoring of the implementation of the Policy on Gender Equality | OSD | |
| | | A corporate e-learning course developed on the programming principles, including Gender Equality, throughout the project cycle | OSD | |
| | | A gender analysis is undertaken for the formulation of field projects and programmes following the Project Cycle Guidelines | DO and headquarters technical units | |
| | | Quality control of gender markers in approved projects | Regional Offices (Regional Gender Officers) | |
| 8 | All programme reviews and evaluations fully integrate gender analysis and report on the gender-related impact of | Launching of the internal gender peer review mechanism in the section on gender mainstreaming in FAO's Programme Evaluation Report 2013 | Office of Evaluation (OED) | Achieved |
| | | Organization and conduct of the validation process of the follow-up Report to the Management Response | OED | |

| | | | | |
|----|--|---|---|--------------------|
| | the area they are reviewing | to the Evaluation of FAO's role and work in Gender and Development | | |
| | | Quality assurance of gender equality mainstreaming into FAO evaluations, continuation | OED | |
| | | Section in the Programme Evaluation Report 2015, on gender mainstreaming in FAO | OED | |
| 9 | <p>A mandatory gender mainstreaming capacity development programme is developed and implemented for all professional staff and managers</p> <p>This programme will be tailored to the specific needs of different units at FAO headquarters, regional and country levels and conducted by trainers with the subject-matter expertise relevant to those units</p> | <p>Contribution to system-wide mandatory gender training course for UN staff ("I Know Gender Course: An Introduction to Gender Equality for UN Staff")</p> <p>UN-Wide Capacity Development Programme (when available) made mandatory to all staff</p> <p>Briefing of new FAO Representatives and heads of DOs including information on diversity in the workplace (online course) and gender parity (once guidelines are approved)</p> <p>Gender equality is included as part of the orientation e-learning (Welcome to FAO) to be launched for all employees</p> <p>Gender resources packaged for the FAO Representative Programme and Community</p> <p>Coordination/technical review of thirteen training modules for FAO's Gender and Food Security e-learning programme</p> <p>Dissemination of FAO's Gender and Food Security e-learning programme – different modules targeted at different staff functions</p> <p>Preparation of GFP training course contents with ITC/International Labour Organization and training workshop delivered to two cohorts of headquarters and DO GFP</p> <p>Preparation and dissemination of Guidelines on Gender Policy Implementation for FAO Representative orientation</p> <p>Preparation and dissemination of GFP Handbook for gender policy implementation</p> | <p>ESP</p> <p>Office of Human Resources (OHR)</p> <p>OHR</p> <p>OHR</p> <p>OHR</p> <p>ESP</p> <p>ESP</p> <p>ESP</p> <p>ESP</p> <p>ESP</p> | Partially achieved |
| 10 | Minimum competencies in gender analysis are | Gender competencies are not reflected in VAs and TORs, therefore no activities reported | OHR | Achieved |

| | | | | |
|--|--|---|---|--------------------|
| | specified, and all managers and professional staff are required to meet them | | | |
| 11 | Each technical department establishes a gender equality screening process for all normative work, programmes and knowledge products | TOR for GFP at headquarters and in DOs include a role in screening unit/office's outputs on gender equality (normative, programme and knowledge products) GFPs/Regional Gender Officers screen and provide technical inputs to their divisions/office's outputs on gender equality (normative, programme and knowledge products) | ESP DOs/headquarters technical units | Achieved |
| 12 | An assessment of the contribution to achieving FAO's gender equality objectives is included in the Performance Evaluation and Management System (PEMS) of all professional staff | Current PEMS system is unable to track this | OHR | Not achieved |
| 13 | Human and financial resources and normative and operational results related to gender equality from headquarters to country level are systematically tracked and reported to FAO Governing Bodies and to the UN system | Review /update of HR Strategic Action Plan on Gender Equality for 2014-2016 period Issuance of gender parity and equality guidelines Regular reporting on staffing to governing bodies and UN-SWAP CCTG gender budget is ring-fenced Ring-fenced budget is reported to FAO Governing Bodies SO-Monitoring Framework designed Outcome level SO monitoring results reported to FAO Governing Bodies | OHR OHR OHR OSP OSP OSP | Achieved |
| Minimum Standards for women-specific targeted interventions by 2017 | | Key activities | Accountable unit | Status |
| 14 | 30 percent of FAO's operational work and budget at country and regional levels allocated to | All projects are marked in FPMIS with gender markets Over 40 percent of gender-related regular programming resources allocated to country, sub-country and regional levels | DOs OSP | Partially achieved |

| | | | | |
|----|--|--|---|----------|
| | women-specific targeted interventions | | | |
| 15 | The share of TCP portfolio allocated to programmes and projects related to gender equality is increased from 9 percent to 30 percent | All projects are marked in FPMIS with gender markets | DOs and technical units at headquarters | Achieved |

