

Annex 13 – FAO's work by selected units and gender issues

1 Introduction

1. This annex illustrates the extent of gender mainstreaming in some FAO units that were assessed by the Evaluation team, although the analysis and information gathered did not warrant the preparation of a detailed annex as was the case for other units. In the case of FAO's work in the Region Near East and North Africa and in the water sector, evidence was sought in respective evaluation reports that were very recently completed by OED.

2 FAO's work in statistics and Agricultural census

2. FAO statistical databases in agriculture, fisheries, forestry and water are widely known, used and considered one of the main Global Public Goods of the Organization. FAOSTAT, the corporate statistical database, provides time-series and cross sectional data relating to food and agriculture. According to the Independent Evaluation of FAO's Role and Work in Statistics (2008) 40 % of the users of FAO statistical data perceived that FAO was the best, or only, source for data they needed for work and decision making, with the exception of Trade and Flow Data. The responsibility for statistics production rested mainly with the FAO Statistics Division (ESS), one division within the Economic and Social Development Department, whereas other technical units were in charge of the sectoral databases.

3. FAOSTAT included datasets for different sectors but did not include sex-disaggregated data. The only exception was POPstat, which reported separately on male and female economically active population, both in general and in the agricultural sector, although no information was provided on the informal economic sector and its labour force.

4. Other statistical databases such as food balance sheets, dietary energy requirements, food insecurity and under-nourishment, did not contain sex-disaggregated data. ESS staff recognized this "gender blindness", even though the Division had had a certain number of GSPS since 2002 in its plans of work, including in the GAD-PoA 2008-13. In PWB 2010/11 there were three GSPS, out of 36 in total, namely on dissemination of international standards, training and inventory of statistics and indicators on food security and agriculture related to gender issues. Collaboration had been on-going with ESW in most recent years, to improve FAO statistical products with sex-disaggregated information.

5. However, a key feature of FAO's work on statistics, with the exception of the water database AQUASTAT, was that the Organization receives data and statistical information collected at national level by FAO Member States. This entails a certain time lag between the moment FAO issued a strategy or guideline for data collection and its results in the type and quality of information collected and transferred to FAO itself.

6. ESS is responsible for FAOSTAT and other major corporate statistical databases, excluding the databases for fisheries, forestry and water. During the Evaluability Assessment, 18 projects were identified as GAD, among those led by ESS at HQ. Their total budget, slightly above USD 19 million, represented 33% of the divisional field programme during the period under evaluation. All of them were funded within the technical cooperation portfolio. No statistics project led by DOs was included.

7. The Division had also identified four GPGs as GAD-related, which were assessed together with two non-GAD GPGS. Average scoring indicated adequate to good relevance of

gender to their purpose, though all other criteria scored between 2.8 and 3.6, thus below adequate.

8. During the evaluation, five projects related to statistics were assessed more in detail, three of them among those identified as GAD and two assessed for comparison purposes. With the exception of the CountrySTAT for Sub-Saharan Africa project GCP/GLO/208/BMG that was considered non-GAD, the other four were confirmed as GAD.

9. Another important area of work under the competence of ESS was the support to the design and implementation of agricultural censuses. The guidelines envisaged four levels of sex-disaggregated data: sex of the land holder/land manager, household demographic data, household labour/employment data and analysis of the sub-holder, the latter being a 2010 addition. Due to the decennial frequency of agricultural census, improved information at global level would emerge over the next decade. At the same time, the updated guidelines recommended revising the national household surveys, in order to enable countries to contribute through those to the agricultural census. The intensive interaction between FAO and Member States on this topic would facilitate the uptake of the new guidelines and the long-term improvement of quantity and quality of sex-disaggregated data through the agricultural censuses.

10. Another relevant work by ESS was the Global Strategy to Improve Agricultural and Rural Statistics, produced under the guidance of the United Nations Statistics Division with several partners, which specifically claims that indicators must be sex-disaggregated. This collaboration is a good example of how FAO could contribute to gender sensitive products also in the area of agricultural statistics, by developing partnerships and close cooperation with other international bodies such as the World Bank and EUROSTAT.

11. In comparison to other FAO services, ESS had quite a unique type of collaboration with ESW, based on a regular interaction aimed at fostering sex-disaggregated data and statistics. The results of such collaboration on FAOSTAT were still at an early stage, also for the reasons mentioned above. Further work was required: ESW should provide specific inputs to ESS, in terms of type of information and indicators required for gender-sensitive policy analysis.

3 Gender mainstreaming in FAO's work on land tenure

12. During the evaluation period, a series of initiatives were carried out in the land tenure area that integrated adequately a gender perspective in projects implementation and outputs. Some of these, though not all, were conducted in close collaboration among ESW, the Development Law Service (LEGN), the Climate Energy and Tenure Division (NRC) and the Land and Water Division (NRL). The Evaluability Assessment identified 12 projects as GAD, whose total budget amounted to slightly above USD 19 million, in different regions and countries and two of which within the emergency portfolio. One was assessed directly by the Evaluation team, and was confirmed as being a GAD initiative; for three others evidence was sought from previous evaluations.

13. FAO Land Tenure Unit led most of these projects across several countries, wherein support provided to land-reform processes usually included specific attention to gender issues. In Brazil, support was provided through a TCP to a Unilateral Trust Fund project for supporting women's participation in the government-funded Family Farming Programme; FAO's work was instrumental to the later development of the Women Family Farming Programme. In the agrarian reform project GCP/PHI/047/AUL in The Philippines, FAO was responsible for capacity development including gender training, and a large number of staff in

the Department of Agrarian Reform, both men and women, had been trained effectively. It was not difficult to get women trainees, as the government department itself had many women employees. On the normative side, a very good product resulting from close collaboration between ESW and the Land Tenure Unit was the 'Gender and Land Compendium country case studies', issued in 2005.

14. In Mozambique, through the LEGN-led projects 'Decentralized Legal Support and Capacity Building to Promote Sustainable Development and Good Governance at Local Level-GCP/MOZ/081/NET' and its phase II, 'Promoting the use of land and natural resources laws for equitable development-GCP/MOZ/096/NET', over 90 people were trained as paralegals on land law and women's access to land. Most of the people trained (70 out of 91) were from NGOs, and about 25% of the total were women. The Mid-term Tripartite Evaluation (MTE) in 2007 found that the training had enabled paralegals to support communities successfully in a number of conflicts, and that community members felt strengthened thanks to the presence of a paralegal among them.

15. Collaboration with ESW in this area took place in a range of countries. With NRL, the inter-regional initiative 'Capacity development on the integration of gender analysis in water and land tenure management-GCP/INT/052/SPA' was under implementation in Lusophone countries - Angola, Cape Verde, Mozambique and Timor Leste - aimed at improving security of land tenure, especially for women. This project produced also two videos one directed to technical staff and the second for policy- and decision-makers.

16. In collaboration with LEGN, the project 'Community level legal education and support to help rural women secure and exercise land and resource rights, and address HIV-AIDS related tenure insecurity-GCP/MOZ/086/NOR' in Mozambique focused on women's access to land in the context of HIV/AIDS.

17. Another example of good collaboration on land reform by ESW¹ with both TCE and UNIFEM (UN Women) took place in Tajikistan on three projects. The project 'Emergency Agricultural Assistance to Food Insecure Rural Households in Drought-prone Border Areas of Western Tajikistan, with Particular Focus on Female-headed Households - OSRO/TAJ/301/SWE' provided agricultural inputs to female-headed households in rural areas of Western Tajikistan. The project 'Monitoring Progress of Land Reform in Tajikistan through Establishment of a Participatory Monitoring System-OSRO/TAJ/402/CAN' addressed the need for land reform policy and legislation through building partnerships between the government, civil society and donors, and increasing the knowledge of rural citizens on land use rights. The third emergency project, 'Improved Food Security and Enhanced Livelihoods through Institutional and Gender Sensitive Land Reform in Tajikistan-OSRO/TAJ/602/CAN' continued work on land reform, with a special focus on gender mainstreaming and consultative processes. In partnership with UNIFEM and the State Committee on Women and Families, FAO supported 16 Legal Assistance Centres (LAC) to monitor and follow up the distribution of agricultural land to secure land tenure for rural women. The Tajikistan evaluation found that work in the 16 districts expanded the access of rural citizens to legal advice and consultations on farm reorganization and land rights issues.

18. The collaboration of ESW with other divisions in FAO, and the help of consultants, had led to the compilation of a database on various land laws and customary (family) laws. These were sent to the LEGN for analysis of the land and customary laws in each country. In-depth research on land-use rights was undertaken in Mozambique, Sierra Leone and Uganda

¹ In Tajikistan, ESW was also LTU of Emergency agricultural assistance to food-insecure female-headed households in Tajikistan-OSRO/TAJ/404/CAN.

by ESW with local partners. These joint efforts fed into the Gender and Land Rights database of ESW, which had provided valuable inputs into SOFA 2011 and was cited by some interviewees as a very important and innovative output. The Gender and Land Rights database also fed into the LandPortal on land and agriculture laws – launched 17 years ago - that is facilitated by the International Land Coalition and included more than 90 organizations in 2011.

19. Collaboration on methodologies and approaches between ESW and other units was also evident in the on-going 'Preliminary Guidelines for Improving Gender Equity in Territorial Issues' (IGETI), which integrated SEAGA and the Participatory and Negotiated Territorial Development (PNTD) work, under the project for the Lusophone countries. These guidelines were aimed at promoting gender-sensitive participatory methodologies that enabled people to use dialogue and negotiation to reach consensus on controversial issues regarding land access and exploitation.

20. Legal Guidelines had also been developed by LEGN under the project for the Lusophone countries, and training materials for capacity development activities used a SEAGA approach for land and water management in those countries. That work had contributed to the development of the 'Voluntary Guidelines on Responsible Governance of Land and other Natural Resources' which was based on an extensive consultation process held during 2009-10 in partnership with UN agencies, countries, civil society and the private sector. A draft was being circulated widely in early 2011, and implementation of the voluntary guidelines was scheduled for 2012 and beyond.

21. Always as joint efforts by ESW with other units, other technical documents and communication materials had been published under the Land Tenure Series and the DIMITRA project. Two booklets on gender and land were also produced that were said to be useful in many training workshops.

22. Overall, the work in the area of land tenure had been very collaborative and ESW's partners seemed to value its work. The Gender and Land Rights database and the SEAGA training related to access to land and water had supported women's empowerment in many developing countries.

4 Trade and Markets Division (EST)

23. EST works in three main areas: 1) the Global Information and Early Warning System (GIEWS); 2) technical support to Member states through projects; and 3) monitoring and supervising projects funded by the Common Fund for Commodities (CFC) that generally dealt with supply chains, production and demand.

24. During the Evaluability Assessment, 23 projects were identified as GAD, 10 of which were funded through the Common Fund for Commodities. The total budget amounted to USD 5.5 million and represented 16% of the divisional field programme resources for the period under evaluation, all of them within the technical cooperation portfolio. Three of them were assessed directly by the Evaluation; two were confirmed as GAD, in the Dominican Republic and in Uganda, and one inter-regional project was assessed as a Missed Opportunity through its performance in Bangladesh.

25. GIEWS crop assessments were carried out at the macro-level and did not include any gender dimension or perspective for cost reasons; it appeared that no initiative had ever been taken to develop a gender-sensitive and cost-effective methodology.

26. Equally, most EST publications, including flagship publications, such as the State of Agriculture and Commodity Markets and the OECD FAO Agricultural Outlook, carried out in

partnership with other organizations, failed to address gender issues, on the basis that most analyses were carried out at macro-economic level.

27. At country level, however, EST was making efforts for integrating gender equity concerns into a number of initiatives. These tended to tackle value-chains in which women were major players or integrate gender-sensitive approaches by which women were involved and benefited from project activities. In the Dominican Republic, for example, through a UNJP project with UN Women and other partners, EST was supporting a project that aimed at improving organic banana exports, by selecting those producers' associations which had the highest number of women on their boards; awareness and capacity development activities on gender issues and HIV/AIDS were also part of the project activities.

5 FAO's role and work related to water: findings on gender from the 2009 evaluation

28. The Evaluation of FAO's Role and Work related to Water noted that there was no clarity within FAO's work on "*what is and who should be responsible for gender mainstreaming*" and that the term Gender was still used synonymously with Women, and Gender Mainstreaming with Women's Participation.

29. The Evaluation found that the effectiveness of the GFP in NRLW had been limited by lack of commitment within the unit towards gender mainstreaming. Also, it emerged clearly that staff having no background in social sciences or professional training in gender could not be expected to learn how to mainstream gender in their work through a few sensitization and training sessions. The point was also raised as to why water experts and irrigation engineers should be asked to become social development experts.

30. The Water evaluation also had evidence of the lack of clarity in FAO's projects in selection of sites and participants, and that quantitative indicators of women's participation were not a measure of real benefits accruing to them.

31. A notable exception was the 'Andhra Pradesh Farmer Managed Groundwater Systems Project/APFAMGS-GCP/IND/175/NET' in India which mainstreamed gender concerns in the project design and followed it up in implementation, meeting both practical and strategic needs of women. The project however did not do as well in terms of social inclusion.

32. Several recommendations focused on gender mainstreaming and all were partly accepted. Their thrust was as follows:

- Formulate FAO's mission statement on water and land which integrates a gender and social inclusion perspective (recommendation 1);
- Integrate a gender and social inclusion in all FAO's products and projects wherein water is a major component (recommendation 21);
- Ensure that FAO project and programme appraisal mechanisms, such as the PPRC, are strengthened towards mainstreaming gender and social inclusion (recommendation 22);
- Re-establish gender and social development experts in all Regional Offices, and in NRLW itself (recommendation 30);

33. The GAD Evaluation assessed 11 GPGs that had been identified through the Water evaluation. Their average score is illustrated in Box 1 below. Products that addressed gender concerns substantively were: those developed by NRLW with other FAO departments such as

ES and AG; the Livelihood Support Programme; and those with external partners such as IWMI and IFAD.

Box 1. Assessment of FAO Global Public Goods in the Water sector: average scoring

Criteria Type of products	Relevance of GAD to the topic (1-6)	Technical quality of GAD contents (1-6)	Innovativeness on GAD (1-6)	Potential impact as advocacy tool (1-6)	Potential impact as capacity development tool (1-6)	Links between GAD and social inclusion (1-6)	Number products
<i>Average scoring non-GAD GPG</i>	5.1	3.1	2.4	3.1	3	2.4	11

Source: Evaluation team

34. The Evaluation also identified as GAD 13 projects led by NRLW/AGLW during the period 2002-2010, for a total amount slightly above USD 23 million. This represented 5% of the field programme resources of the unit. The one project led by NRLW that was assessed directly at country level by this Evaluation had not been identified as GAD and was qualified as WID.

6 FAO's work in the Region Near East and North Africa: findings on gender from the Evaluation of FAO's Regional and Sub-regional Offices in the Near East, 2010

35. The Evaluability Assessment had identified 47 projects in the Near East and North Africa region as GAD/WID, for a total budget of almost USD 43 million. Only four of them had been led by the DO in the region.

36. This Evaluation of FAO's Regional and Sub-regional Offices in the Near East, 2010 was highly critical of FAO's approach to gender in the Near East. It pointed out that of the 33 FAO technical experts in the region, only 1 was a woman and that there was no gender expertise in any of the regional or sub-regional offices; that staff in these offices had received no training and no resources had been made available to operationalize FAO policies on gender.

37. The result was that as far as gender issues were concerned, FAO played a passive role and was unable to take the lead in gender issues. Offices in this region interpreted gender mainstreaming as a matter of including women in projects, little more.

38. The evaluation argued that in this region, advocacy of gender mainstreaming might be having a negative impact on women. It pointed out that simplistic adoption of mainstreaming strategies had led to the reduction in services directed towards women, the 'lumping together' of women and men in agricultural extension activities, and the consequent reduction of female participation in extension activities. Furthermore, it pointed out that in the absence of an Arabic equivalent term for gender, the concept gender was poorly understood, and that gender mainstreaming had led to a degree of confusion, inefficient implementation and ineffective outcomes.

39. The evaluation recommended that a WID rather than a GAD approach might best suit this regional context. It recommended an approach which more clearly focused on the desired outcomes for women through a 'women's equity in development' strategy, and the appointment of specialists to implement this strategy.

7 FAO Investment Centre and gender issues

40. The FAO Investment Centre (TCI) supports the identification, preparation, appraisal, supervision and post-evaluation of projects funded by International Finance Institutions. It leads FAO's efforts to generate increased and more effective public and private investment in agriculture and rural development. The World Bank is TCI's main partner since the establishment of the "Co-operative Program" (CP) between the Bank and FAO in the 1960s. In addition, TCI works closely with IFAD, EBRD, regional development banks and other partners.²

41. TCI had been one of the contributing units to the GAD-PoA 2008-13, with six outputs that aimed clearly at mainstreaming gender throughout the Division's work. In 2009, in the context of TCI's renewed commitment to gender equality goals, 14 out of 42 products and services (33%) were marked as gender-sensitive and three of these were allocated to SO-K. TCI then decided to build up a baseline to monitor progress against FAO's Strategic Objectives. The analysis was very thorough and comprehensive and resulted in the document 'Baseline Report Gender Mainstreaming in the Investment Centre Division's (TCI's) work'. One of the key findings was that a major driver for integration of a gender perspective in TCI's work with IFIs was the partner's own gender policy requirements. For example, contributions to IFAD's project consistently scored better in a gender perspective than contributions to other IFIs, due to the strict requirements of the Fund on mainstreaming gender in its projects.

42. This initiative in TCI, clearly supported by the Director of the Division, was carried out by the two TCI Gender Focal Points (lead and alternate), both of whom are rural sociologists at the P-4 level. The Division also devoted resources from its RP budget to capacity development initiatives for its own staff on gender mainstreaming, focused on the specific work by TCI in investment in agriculture.

43. Overall, the two TCI GFPs appeared to be very effective in this role; although this was attributed to their academic background, evidence from other parts of the Organization would tend to disclaim this statement and to attribute their effectiveness in the role as GFP to their personal commitment and to the support by TCI Senior Management. TCI GFP have developed good collaboration with ESW, among others through the joint IFAD/FAO Grant Programme for Regional Gender Capacity and Knowledge.³

44. During the Evaluability Assessment, 25 Global Public Goods by TCI were identified; twelve of those were assessed along with two not selected as GAD for comparison purposes. The scoring is shown in Box 2 below.

2 For more information on TCI, please refer to <http://www.fao.org/tc/tci/en>.

3 The Joint IFAD/FAO Grant Programme is discussed in more detail in Section 4.4 of the main report.

Box 2. Assessment of FAO Global Public Goods by FAO Investment Centre: average scoring

Criteria Type of products	Relevance of GAD to the topic (1-6)	Technical quality of GAD contents (1-6)	Innovativeness on GAD (1-6)	Potential impact as advocacy tool (1-6)	Potential impact as capacity development tool (1-6)	Links between GAD and social inclusion (1-6)	Number products
<i>Average scoring GAD</i>	5.4	2.8	2.5	2.4	2.0	1.8	12
<i>Average scoring non-GAD</i>	6.0	4.0	3.5	3.0	3.5	3.0	2

Source: Evaluation team

45. Products in both groups scored rather high in terms of gender relevance to them. However, technical quality was good in the non-GAD GPGs, and inadequate or poor in the GAD products. Equally, all other criteria scored better for the non-GAD products. The possible reason was that the non-GAD products had been prepared with a substantive involvement of the unit's sociologists, who are also the divisional GFP, whereas most if not all of the other products had been prepared by other TCI staff and had not been revised or peer-reviewed by the Division's GFP.

46. Last, the Evaluation also made an effort to capture the work carried out by TCI for FAO as LTU. During the Evaluability Assessment, 19 TCI-led projects were identified as GAD, for a total budget just below USD 10 million that represented 7% of the divisional field programme portfolio. Three of these were assessed directly, as well as one additional on-going project for comparison purposes: the non-GAD initiative was qualified as WID, one GAD was confirmed GAD, one was qualified as non-GAD and one as a Missed Opportunity. Thus, use of qualifiers was somewhat inaccurate and will require training and a quality assurance mechanism as for the rest of the Organization.

8 Gender in FAO's work on Food and Nutrition Security

47. The importance of a gender perspective in FAO's mandate and work on Food and Nutrition Security (FNS) could hardly be over-stated. Evidence that has been available from all over the world for decades now, and has been further corroborated with great wealth of detail and analysis by SOFA 2011, shows that women provide a substantial contribution to agriculture, forestry and fisheries production and that traditional gender roles as well as gender-based power relations, among others of course, have a strong impact on FNS at all levels.

48. Most of FAO's work contributes to, in a way or another, or focuses on FSN, and this aggregate perspective is taken in the main report when discussing the contribution of FAO's work on gender to MDG 1. For the purpose of this Evaluation, the work assessed as FSN and gender issues included the Special Programme for Food Security (SPFS) led by TCSF/TCOS. Further, the work on Human Nutrition by the Nutrition and Consumer Protection Division was assessed through direct analysis of field projects in the countries visited and by taking into account the findings and conclusions on gender and social inclusion by the team responsible for the Evaluation of FAO's Role and Work in Nutrition.

49. The Evaluability Assessment identified 48 GAD/WID projects under the SPFS umbrella, for a total approximate budget of USD 144 million. This represented 37% of the

total TCSF/TCOS field programme resources during the period under evaluation and 15% of the whole GAD/WID projects budget. In relation to AGN-led initiatives, 27 projects were identified as GAD/WID for a total budget of USD 14.6 million, all including projects aimed at tackling FSN and HIV/AIDS at the same time.

50. The field assessment of some of these projects at country level led to revised qualifiers, as shown in Box 3 and Box 4 below.

Box 3. Revised qualifiers for SPFS projects assessed directly

Evaluation qualifiers	GAD	WID	MO	Non GAD	Total
FAO qualifiers					
<i>Identified as GAD/WID</i>	4	2	2	0	0
<i>Not identified as GAD/WID</i>	1	1	0	0	0
Total	5	3	2	0	0
Percentage of total		60%	40%	0%	0%

Source: Evaluation team

Box 4. Revised qualifiers for AGN-led projects assessed directly

Evaluation qualifiers	GAD	WID	MO	Non GAD	Total
FAO qualifiers					
<i>Identified as GAD/WID</i>	1	1	0	2	4
<i>Not identified as GAD/WID</i>	0	1	1	0	2
Total	1	2	1	2	6
Percentage of total	17%	33%	17%	33%	4

Source: Evaluation team

51. The direct assessment of the SPFS confirmed broadly the initial identification of GAD projects. One of the GAD projects that was confirmed as GAD was the decade-long SPFS in Nicaragua; thanks to specific circumstances including a strong national policy in favour of rural women, efforts at the level of the sub-regional coordination and national directors, the project had had full-time gender specialists in the team over the years. Further, a strong pro-active attitude by the FAO Representative had pushed the affirmative action approach in the last two to three years. This set of circumstances appeared rather unique and not easily replicable elsewhere, although at country level, competent and gender-conscious project managers made the difference. Another GAD SPFS was in the Republic of Congo.

52. A field visit to a former SPFS site in Ghana provided a useful glimpse at an apparently successful project intervention: according to the testimonials received, the horticulture activities promoted by the original project had proved sustainable and beneficial to the livelihoods of the beneficiaries. Women make up slightly below 50% of the existing group, and they benefited in particular from the additional income from the cultivation of vegetables and from bulk buying of fertilizer and manure.

53. Evidence through earlier evaluations had shown that gender mainstreaming in the SPFS was patchy and at best closer to a WID approach than GAD. This was also partly confirmed in this case, with two initially GAD-assessed projects qualified as WID and one Missed Opportunity, in the Dominican Republic.

54. Findings from the meetings with FAO staff involved in these projects mirrored, to a large extent, the project scoring above and the limited share of projects that had mainstreamed gender within the full portfolio of the SPFS. The Unit did not have a clear and shared vision on what was gender equality and gender mainstreaming in the context of Food Security and gender was often defined as 'women as a vulnerable group' or 'women plus youth and/or elderly'. Gender appeared to have the same priority in the work of TCSF as monitoring or decentralization. In previous years, TCOS and ESW had developed guidelines for integrating gender in the SPSF, but the document was not used and often not even known.

55. The picture for AGN-led projects differed: only one in six projects was assessed as GAD, a TCP in the Dominican Republic fostering nutrition education in primary schools

(TCP/DOM/3101), that was implemented through a national NGO with a strong capacity and commitment to gender equality. A gender perspective was integrated in the preparation of school materials on improved nutrition.⁴ The two projects identified as GAD and re-assessed as non-GAD focused on food-safety legislation; they had not integrated a gender perspective and it would not have been relevant to do, given their scope and thrust.

56. The two WID projects reflected a wider perception, shared also by AGN Nutrition staff themselves and confirmed through the parallel Nutrition Evaluation, that when dealing with nutrition, and nutritional education in particular, the majority of participants were women. Thus, a large part of what FAO does at community and household level relates to women as mothers, women as teachers, women as care-takers and women as cooks. AGN also deals with women as experts and managers: AGN was most likely the FAO technical unit with the highest presence of women professionals. Men were simply not there. Almost by default, FAO projects on nutrition education were WID projects: in order to progress to being a GAD intervention, they should bring men into discussions on healthy diets and a food-based approach to nutrition. This appears as a tough challenge, but nevertheless one that FAO should be able to face.

57. The Evaluation of FAO's role and work in Nutrition found that a nutrition policy support project in Afghanistan, that had been identified as GAD, had provided effective support to the Ministry of Agriculture, Irrigation and Livestock to develop its gender strategy, which had also resulted in the set-up and staffing of a gender unit within the Ministry. In Bangladesh, an innovative project that had not been identified as GAD, involved men and women from the same household in nutrition education groups, which proved to be an effective approach. Similar positive results were noted in Cambodia, by involving male community nutrition educators. However, the team also reported the absence of gender analysis in FAO's nutrition work, project staff's frequent misconceptions about what is gender, as well as that *"many nutrition training activities were actually reinforcing the reproductive roles of women and failing to pay sufficient attention to the gender distribution of tasks/time at the household level"*.⁵ Further informal communication by the team was that sex-disaggregated data had been reported upon only in a few projects, and that evidence of their use for adjusting project implementation was even more limited.

58. The assessment of GPGs in the area of nutrition was left to the on-going evaluation on nutrition. Thus, this Evaluation focused the analysis of GPGs in the area of FNS on products prepared by ESA and EST, as these appeared the units mostly contributing to this subject through normative products. ESA was the lead unit for the publication of FAO's flagship State of Food and Agriculture: all the SOFAs and SOFIs issued since 2002 were assessed by the Evaluation although they had not been identified as GAD/WID products.⁶ Also, publications by TCS were also analyzed and the scoring of their quality is reported here.

59. In total, 17 GAD GPGs had been identified by ESA and one by EST, but none by TCS. The Evaluation assessed five ESA GAD GPGs, along with 19 ESA and 19 TCS randomly selected GPGs. Box 5 below illustrates the average scoring of all of these, including SOFA and SOFI.

4 The project is discussed in more detail in the Annex FAO's work in the Latin America and the Caribbean Region and gender issues

5 Evaluation of FAO's role and work in Nutrition, draft report, May 2011

6 The team assessed with particular attention SOFA 2011; its analysis is to be found in the main report in Section 4.

Box 5. Assessment of FAO Global Public Goods on Food Security: average scoring

Criteria Type of products	Relevance of GAD to the topic (1-6)	Technical quality of GAD contents (1-6)	Innovativeness on GAD (1-6)	Potential impact as advocacy tool (1-6)	Potential impact as capacity development tool (1-6)	Links between GAD and social inclusion (1-6)	Number products
<i>Average scoring GAD ESA</i>	5.8	5.0	4.6	4.8	4.6	4.0	5
<i>Average scoring non-GAD ESA/EST</i>	4.6	2.2	2.0	2.2	2.0	2.0	19
<i>Average scoring non-GAD TCS</i>	5.2	2.2	1.9	2.0	2.1	2.0	19
<i>Average scoring SOFA 2002-2009</i>	4.3	2.9	2.6	3.1	2.4	2.7	7
<i>Average scoring SOFI 2002-2009</i>	5.0	3.8	3.1	3.5	3.4	3.3	8

Source: Evaluation team

60. The scoring above shows that for all products gender as a perspective ranged from being relevant to very relevant. This was to be expected considering that gender equality is an important element in any discourse and analysis about food and agriculture.

61. All ESA GAD products scored very high on all criteria, with only one background paper for SOFA 2011 weaker. The other two SOFA background papers scored 6 for technical quality of the gender analysis and on potential impact as advocacy tools. These documents tended to be well written, well informed by theory and based on solid data. The second group in terms of technical quality in a gender perspective were the SOFI issues, although they still were not considered fully adequate. All other groups scored below adequate on all other criteria.

62. There were a few exceptions. For example, a TCS 'Policy Brief on Food Security and Risk Management by Local Communities in Niger and India' and ESA's 'Wage inequality in international perspective: Effects of location, sector, and gender' were considered not only highly relevant but also with high technical quality on gender, innovativeness and potential impact as advocacy tools. This showed that FAO can actually produce high quality gender-sensitive products, but these appear to be sporadic events that may depend on the commitment of one or few officers and that might not be used as good examples, even within respective units.

9 Gender in FAO's work on Agriculture

63. The Agriculture Department in FAO is the largest technical department in the Organization. It includes the Animal Production and Health Division, whose work was assessed in Annex 9, FAO's work in Animal Production and Health and gender issues; and

the Nutrition and Consumer Protection Division, whose work was briefly assessed above. This section deals with the work by the Plant Production and Protection Division (AGP) and the Rural Infrastructure and Agro-Industries Division (AGS). Until January 2007, the Department also included the Land and Water Division which was then transferred to the Natural Resources Department. Its work related to gender issues was discussed in Section 5 above.

64. The Evaluation based its analysis of the integration of a gender perspective by AGP and AGS in their respective work through field projects assessment in the countries visited, interviews with HQ staff and the analysis of GPGs.

65. The Evaluability Assessment identified 100 GAD projects led by AGP for a total amount of approximately USD 155 million, and 33 GAD projects led by AGS for a total amount of approximately USD 52 million. For both divisions, the emergency portfolio had the largest share, 50% and 61% respectively. Within each divisional budget, GAD projects represented 16% of total field programme portfolio of AGP and 31% for AGS.

66. During the Evaluation, 37 projects were assessed among those led by AGP, ten of which had been identified as GAD and 27 were analyzed for comparison purposes. Among the AGS GAD projects, five were assessed along with two assessed for comparison purposes. The analysis led to some change in the gender qualifiers, as shown in Box 6 and Box 7 below.

Box 6. Revised qualifiers for AGP-led projects assessed directly

Evaluation qualifiers	GAD	WID	MO	Non GAD	Total
FAO qualifiers					
<i>Identified as GAD/WID</i>	6	2	2	0	10
<i>Not identified as GAD/WID</i>	13	8	5	1	27
Total	19	10	7	1	37
Percentage of total	51%	27%	19%	3%	

Source: Evaluation team

Box 7. Revised qualifiers for AGS-led projects assessed directly

Evaluation qualifiers	GAD	WID	MO	Non GAD	Total
FAO qualifiers					
<i>Identified as GAD/WID</i>	4	1	0	0	5
<i>Not identified as GAD/WID</i>	0	1	1	0	2
Total	4	2	1	0	7
Percentage of total	57%	29%	14%	0%	

Source: Evaluation team

67. The majority of AGP projects assessed qualified as GAD, including half of those that had not been identified previously as such. All the GAD AGS projects were confirmed as GAD. When adding the projects qualified as WID, the two divisions received a high score on the level of attention paid to gender and women in their field programme. Virtually there were no non-GAD initiatives, and very few Missed Opportunities. There was no correlation between the emergency portfolio and lower performance on gender.

68. The analysis of the GPGs included 12 ESW agriculture-related GAD GPGs, most but not all from the Sustainable Agriculture and Rural Development Initiative. AGP and AGS did not identify any GAD GPG, thus 12 products were selected randomly from their Web sites. They included international conventions, information and capacity development publications,

reports from conferences, etc. The average scoring for both groups is illustrated in Box 8 below.

Box 8. Assessment of FAO Global Public Goods on Agriculture: average scoring

Criteria Type of products	Relevance of GAD to the topic (1-6)	Technical quality of GAD contents (1-6)	Innovative ness on GAD (1-6)	Potential impact as advocacy tool (1-6)	Potential impact as capacity development tool (1-6)	Links between GAD and social inclusion (1-6)	Number products
<i>Average scoring GAD ESW</i>	5.4	3.4	2.9	3.3	2.9	3.1	12
<i>Average scoring non-GAD AGP + AGS</i>	4.0	1.7	1.6	1.7	1.6	1.6	12

Source: Evaluation team

69. Gender was highly relevant to the topics tackled through the ESW products, but their technical quality in terms of gender perspective and all other criteria scored below adequate. Three of the SARD products scored poor or very poor on quality, innovativeness and potential as advocacy and capacity development tools, as no mention was made of women or gender issues in the context of Best Practices, Migration and Organic Agriculture.

70. Other ESW products were of better quality, for example the document 'Agricultural Implements Used by Women Farmers in Africa' that was assessed as good to very good for almost all criteria. Equally, 'SARD and the Role of Agriculture in Poverty Reduction' got high scores, as it provided adequate information on the relevance of gender issues in the topic discussed.

71. For the non-GAD products under AGP and AGS, gender was somewhat relevant to their topic but all other criteria scored on average 1.6. One of the lowest scoring products was on contract farming, as it showed no concern whatsoever for social and gender dimensions of contract farming. For the sake of comparison, a publication by IIED on the same topic was also analyzed, which raised adequately gender issues at household and social level in the same context.

10 Conclusions

72. The range of FAO's work analyzed in this Annex was quite varied and touched on several features of the Organization's mandate and modality of operations. The way the Investment Centre works is very different from the Agriculture Department, in particular within the emergency portfolio, or from the Statistics Division.

73. This having been acknowledged, in the Evaluation's perspective of analyzing the extent of awareness about and understanding of gender concepts, and integration of this approach into respective projects and products, a few commonalities could be identified.

74. With the exception of AGP and AGS, the integration of a gender perspective in the field programme work of all other divisions and units has been on average rather limited. Although a few good examples of the SPSF were identified, evidence from other evaluations showed that the Programme tended to follow a WID rather than GAD approach. the same

would apply to projects related to nutrition. Resources assigned to GAD projects represented low shares of the overall portfolios and there were only a few cases of sustainable project outcomes in terms of women's empowerment and progress on gender equality, notably in the areas of land tenure, water resources management and SPFS. Some of these positive achievements, however, were mostly due to competent and committed projects managers or implementing agencies than to FAO's guidance and support on this topic.

75. Within the wide range of normative products issued, although relevance of a gender perspective to the topics and subjects covered was often high or very high, the technical quality of the gender contents, their innovativeness and efforts to link gender to broader social development issues was on average inadequate. Some very good exceptions were found among GPGs by ESA, but FAO flagship products such as SOFA and SOFI did not perform up to expectations, even if only to comply with the Organization's high-level public statements about the level of commitment to gender equality. On-going efforts to improve the quantity and quality of sex-disaggregated data were noted in ESS.

76. The understanding of the gender concept among FAO staff interviewed in the units discussed here was very patchy and in some cases, rather poor. On average, awareness of the importance of women and gender relations in the work of FAO was adequate, but the 'how to mainstream it' was less than adequate, as in fact acknowledged by staff themselves. Whether integration of gender was a priority at divisional or unit level depended almost exclusively on the personal commitment at Directors' level.

77. Collaboration with ESW was similar to the understanding of gender as a concept; the Gender Focal Points, with one notable exception in TCI, were either not strong enough in the subject to be able to make a difference, or did not achieve making any difference due to poor or lack of conducive divisional environment.

78. All recommendations stemming from the discussion above formed the basis for the Evaluation's recommendations.