

Annex 7 – Gender-sensitive analysis of FAO projects not identified as gender or women related

1. Introduction

1. Within the Evaluation of FAO's Role and Work related to Gender and Development 2002-2010, a desk study was conducted to analyze projects that were NOT defined as WID/GAD with a double purpose:

- I) to verify to what extent the frequently heard statement “*a gender perspective is not relevant to the work of my Division*” was correct; and
- II) to provide evidence on the actual integration of a gender perspective in a wider sample of FAO's projects,¹ considering the low accuracy noted in the use of the existing gender tags and qualifiers in FPMIS.

2. The desk study was carried out by the Gender and Water Alliance, who supported the whole evaluation process in the role of specialized advisory body on gender issues.

2. Methodology

3. Between January 2002 and September 2010, FAO implemented a total of 6125 projects of which only 555 had been identified as WID/GAD through the Evaluability Assessment. This meant that for 5570 FAO projects, or 91% of FAO's Field Programme work over eight years, women and/or gender had **NOT** been considered a relevant issue.

4. The total list of 5570 projects organized by department and in chronological order was the basis for extracting 200 projects: this was a statistically representative sample, at 95% confidence level and with a +/-6.8 confidence interval, stratified by technical department according to the number of projects each had led during the period, as shown in Box 1. Within the 200 projects, 79 initiatives, or 39.5%,² were funded within the Emergency umbrella.

Box 1. FAO projects by number in the period 2002-2010 and sample size by technical department and group of decentralized offices

Department	Total number of projects	Number of projects assessed
<i>Agriculture and Consumer Protection</i>	3138	102
<i>Technical Cooperation</i>	745	24
<i>Sub Regional Offices</i>	141	5
<i>Regional Offices</i>	374	12
<i>Economic and Social Development Department</i>	458	15
<i>Sustainable Development</i>	216	7
<i>Forestry</i>	335	11

¹ The term 'project' includes all voluntary funded and TCP initiatives at global, regional and country level.

² The FAO portfolio 2002-2010 included 43% of emergency projects.

<i>Fisheries and Aquaculture</i>	397	13
<i>Natural Resources Management and Environment Department</i>	321	11
<i>Total</i>	6125	200

Source: Evaluation team

5. Projects in the sample had been led by all technical units and DOs in FAO, including ESW projects in the area of Rural Employment. The analysis was done through any relevant documentation available in FAO Field Programme Management information System (FPMIS): Project Documents (ProDoc), Country Appraisals, Project Appraisals, Project Proposal Review Committee (PPRC) documents, project outlines and agreements, technical reports, Back to Office Reports, terminal statements, and evaluation reports.

6. The desk-study accepted the information on gender mainstreaming as contained in the documents available, as no field visits or discussion with project managers were foreseen. In case no significant information was available³, the relevant department was approached with a request for more information. In cases where there was no reply or no additional information to enable assessment of the project or programme, the following project or programme from the list of the same department was selected. In total 16 projects had to be replaced by another project due to lack of information. No personal interviews were conducted, to avoid that personal interpretations of project managers affected the analyst's work.

7. The available documentation for assessment varied largely among projects, as illustrated in Box 2.

Box 2. Number of assessed documents

Number of documents	Number of projects	Percentage of projects
<i>1</i>	41	20.5
<i>2</i>	65	32.5
<i>3</i>	37	18.5
<i>4</i>	13	6.5
<i>5</i>	12	6
<i>6-10</i>	22	11
<i>11-15</i>	3	1.5
<i>16-20</i>	5	2.5
<i>More than 20</i>	2	1
<i>Total</i>	200	100

Source: Evaluation team

8. One of the constraints faced by the study was that no information was available on funds utilized for GAD/WID activities.

9. Once the list of projects to be assessed was completed, three overarching questions were identified to 'classify' the projects:

- i. Should the project have addressed gender?
- ii. If yes, was gender addressed?
- iii. In case gender was addressed, at which level was it addressed?

3 The Quarterly Project Implementation reports did not provide information useful for the desk study

10. The definition of gender and the concepts underpinning gender mainstreaming that were referred to answer the questions above were the same adopted by the whole Evaluation⁴. Within that framework and in order to decide whether a project should have addressed gender, project objectives, activities and outputs were analyzed against the following questions:

- a. Who does what in terms of tasks and responsibilities: if a project focuses on recognizing animal diseases, it is important to know who is in charge of caring for the animal, because this person will be the first to recognize symptoms;
- b. Who owns what, in terms of access to and control of means of production: if land ownership is mandatory for participating in an irrigation project, women could be excluded, as they often work the land but do not own it;
- c. Who has knowledge about what: this is often related to the different tasks and responsibilities women and men have. In fisheries men go out to sea and catch fish, so they would know about the sites where certain species can be found, how to catch them and the stock available. Women are more involved in fish processing and therefore know more about the suitability of different fish for different methods of processing;
- d. Who decides about what, in terms of decision making power: projects that focus on families or households assume that everybody has the same interests and therefore often target only one member of the household, "the head of household". That person (often male) is then involved in decision making processes (e.g. on project activities), whereas he or she might not be the one most affected by the consequences of the decision. The household head may have a different interest than other members in the household. For example, the decision to grow a cash crop with a higher yield involving more weeding might be positive for men who can sell the produce, but not for the women in the household who have to do the weeding.

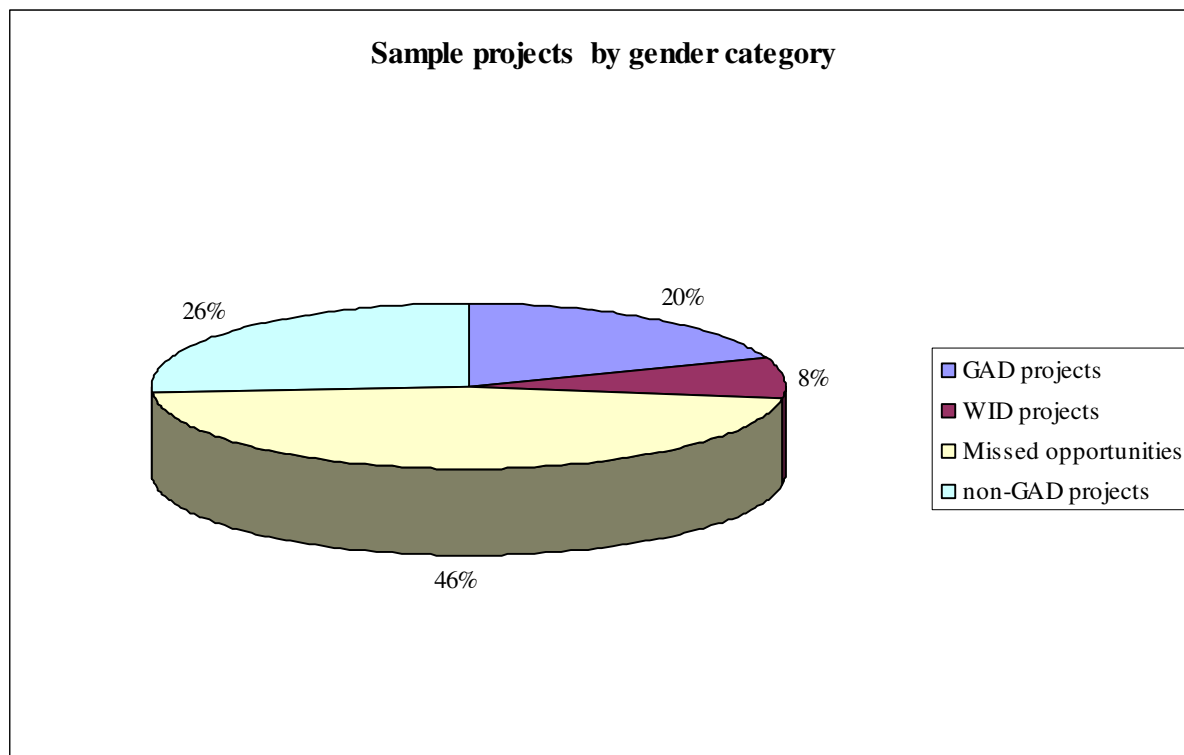
3. Findings

3.1. *Project classification*

11. The 200 projects that were assessed were classified initially in two major groups: 'A-Gender perspective was not required' and 'B-Gender perspective was required'. Group A-comprised 52 (26%) projects and group B the remaining 148 (74%). Box 3 illustrate the number and percent of sample projects in each of the 'gender categories' that follow the definitions adopted by the Evaluation, i.e. GAD, WID, Missed Opportunity and non-GAD, as discussed in the main report.

4 See Section 2.2 of the main report

Box 3. Sample projects by gender category



Source: Evaluation team

12. Box 5 illustrates the number of projects in each major and sub-group and related percentage of the grand total and within Group A and Group B. The table brings together the four major definitions and sub-definitions used by the desk-study, to fine-tune the broader and less refined categories. The detail description of each sub-group follows below.

Box 4. Major and sub-group classification of projects considered as non-related to GAD/WID

Major groups	GAD	WID	MO	Non GAD	Total	Percent of grand total	Percent of Sub-group total
Sub-group A – Gender perspective was not required							
i - Content does not require gender approach	0	0	0	26	26	13%	50%
ii -Only in follow-up of the project	0	0	0	15	15	8%	29%
iii - Only in methodology used in the project	0	0	0	5	5	3%	10%
iv - Other project partner is responsible for gender mainstreaming + only a very small part of the programme	0	0	0	6	6	3%	12%
Sub-total Group A					52	26%	100%
Sub-group B – Gender perspective was required							

v - Gender was not addressed at all	0	0	51	0	51	26%	34%
vi - Gender was addressed in part of the activities	12	0	0	0	12	6%	8%
vii - Gender was addressed in the project proposal	4	0	0	0	4	2%	3%
viii - Gender was addressed throughout the project	23	0	0	0	23	12%	16%
ix - Mention of differences in tasks between men and women in analysis, but not in the activities formulated for the project	0	0	18	0	18	9%	12%
x - Mention of number of women as beneficiaries of the project, but not because of a gender approach (collateral benefit)	0	5	0	0	5	3%	3%
xi - PPRC required corrective action with respect to gender, but it was ignored	0	0	11	0	11	6%	7%
xii - Women are mentioned as a specific target group	0	11	0	0	11	6%	7%
xiii - Gender was addressed in the project proposal but no evidence in later documents	0	0	13	0	13	7%	9%
Sub-total Group B	39	16	93	0	148	74%	100%
Percent within Group B	26%	11%	63%	35%	100%		
Grand Total	39	16	93	52	200		
% within Grand Total	20%	8%	47%	26%	100%		

Source: Evaluation team

Sub-group A – Gender perspective was not required

13. **Group i. No, content does not require gender approach** included 26 projects where the content did not require a gender approach. These were projects of a coordinating or facilitating nature like funding of a meeting so that FAO representatives of poorer countries could attend the meeting, or the set-up of a secretariat. Another category was projects that focussed on digitalization and internationally agreed standards, such as database construction or complying with international food standards. All 26 initiatives were classified as non-GAD.

14. **Group ii. Gender was required only in the follow-up phase** included 15 projects where the initiative itself did not need to address gender as such, but in its follow-up, certainly gender issues should have been taken into account, e.g. feasibility studies or assistance in drafting project proposals. All 15 initiatives were classified as non-GAD.

15. **Group iii. Gender was required only in the methodology** included 5 projects such as capacity building project for senior national epidemiologists in fields of diagnostics, vaccines, epidemiology and emergency preparedness with respect to control of transboundary diseases of livestock, where the methodology should have included a gender approach, but not the capacity building itself. All five initiatives were classified as non-GAD.

16. **Group iv. Gender was responsibility of a partner or only a small component required a gender approach** included only six projects, two of which had one of the partners (other than FAO) responsible for gender mainstreaming, for example UNIFEM, and four where the project was very big, had many components, and only one relatively small part of it

should have taken gender issues into account. One example concerned the establishment of a modern seed inspection centre, where the focus was on improving laboratory facilities and training the lab personnel in certain techniques, the minor component of linking of the variety field testing with farmers should have a gender component. All six initiatives were classified as non-GAD.

17. In all the 52 cases above, therefore, comprising Group A, the Evaluation considered that it was acceptable that gender did not need to be addressed and that it would not be mentioned in the available documentation.

Sub-group B – Gender perspective was required

18. **Group v. – Gender was not addressed at all**, included 51 projects, corresponding to 26% of the grand total, and which by their goal and topic should have mainstreamed a gender approach consistently from start to end but did not make any mention of it, nor of women at all. More than half of these projects were Emergency initiatives; among the technical cooperation initiatives, there was also a Special Programme for Food Security in Mozambique. All 51 initiatives were classified as Missed Opportunity.

19. **Group vi. Gender was addressed in part of the activities** included 12 projects. One fourth of those were emergency initiatives; technical cooperation initiatives cut across various areas of FAO's work. All 12 initiatives were classified as GAD.

20. **Group vii - Gender was addressed in the project proposal** included four projects, which had clear references in their ProDocs to gender but no documents were available; thus the assumption was that gender had been properly taken into account. All four initiatives were classified as GAD.

21. **Group viii - Gender was addressed throughout the project** included 23 projects, representing 12% of the grand total; 11 of those were emergency initiatives, and several were donors' funded projects. All 23 initiatives were classified as GAD.

22. **Group ix - Mention of differences in tasks between men and women in analysis, but not in the activities formulated for the project**, included 18 projects, or 9% of the grand total, 16 of which were technical cooperation initiatives with a certain prevalence of TCPs; their ProDoC made a distinction between women and men in the situational analysis, but there was no evidence of such considerations in the project activities. All 18 initiatives were classified as Missed Opportunity.

23. **Group x. Mention of number of women as beneficiaries of the project, but not because of a gender approach (collateral benefit)**, included five projects, three of which were emergency initiatives, documents made reference to the number of women that benefited from the project, although this clearly was not the result of a gender approach. All five initiatives were classified as WID.

24. **Group xi. PPRC required corrective action with respect to gender, but it was ignored** included 11 projects, all of which were technical cooperation as only these get revised by the PPRC. The PPRC had issued substantive comments for corrective action on gender issues in their project documents but according to the documents available in FPMIS, these were totally ignored during implementation. They were all TCP but for one UTF. Although limited in number and percent, this appears to have been a breach of rules and

procedures within the Organization. All eleven initiatives were classified as Missed Opportunities.⁵

25. **Group xii. Women are mentioned as a specific target group** included 11 projects, 9 of which were emergency activities. All 11 initiatives were classified as WID.

26. **Group xiii. Gender was addressed in the project proposal but no evidence in later documents** included 13 projects with gender mentioned in the ProDoc but no mention of gender in any document related to implementation. All reports used gender blind language and did not mention gender disaggregated data of beneficiaries or participants in trainings. All 13 initiatives were classified as Missed Opportunity.

27. In the 148 cases above, the goals and approach of the projects required that gender be addressed fully in project design and implementation. However, only 26% of these projects integrated a gender perspective to some extent, 11% of them were classified as WID and 93 projects, or 63%, were considered Missed Opportunity.

3.2. *Extent of gender mainstreaming*

28. Although the assessment could not – and did not have to - verify how successfully gender issues were mainstreamed in each project, the study provided insight on the quality of the approach and methodology followed when there was an effort to integrate a gender perspective in the projects.

29. The 39 projects that did mainstream gender completely or partly, or 20% of the grand Total, focused on physical and economic empowerment of women. In their approach, Women were perceived as Farmers and the focus was mainly on their traditional roles and responsibilities in agriculture. For example, in the project 'Assistance Agricole d'Urgence aux Populations Vulnérables à l'Ouest de la Côte d'Ivoire-OSRO/IVC/602/EC' women were targeted for the distribution of seed kits, as women were traditionally involved in horticulture and were included as beneficiaries of the project. However, only eight of those projects - 4% of the grand total - focussed on capacity building and only three aimed at involving women in decision making processes. Thus, despite efforts to mainstream gender and equality, political and socio-cultural empowerment issues were hardly ever addressed.

30. The analysis also noted strong differences in the attention paid to gender issues among different reports issued within the same project. Examples came from both regional and national projects: some reports were totally gender-blind whereas others provided plenty of sex-disaggregated data and used gender-sensitive language. If divergence in implementation could be understood in the case of the regional project, this appeared unjustified within the same national project. This seemed to be caused by lack of quality assurance and accountability mechanisms on gender mainstreaming, so that it was left to individuals the initiative to report on gender or not. Other projects in this group did have a specific gender component in the project, but it was not clear how the gathered information was used in the other parts of the project. In the project 'Desarrollo Forestal Comunal en el Altiplano Boliviano, Phase II-GCP/BOL/030/NET' a consultancy on "*experiences with gender*" was conducted as part of the project, but no other project report mentioned gender made at all. It appeared that the knowledge and experience gained in this consultancy was not used in any of the project activities.

5 The projects in this group were the following: TCP/VIE/9065; TCP/SIL/3203; TCP/BUL/0065; TCP/IRA/3003; TCP/CKI/0066; TCP/RAF/3215; TCP/RAF/3110; TCP/JAM/2901; TCP/CEH/2901; UTF /PER/043/PER; TCP/MEX/2904

31. The projects that mentioned women as a specific target group for their activities seemed to originate from the WID approach, defined women as “*victims*” and part of the “*most vulnerable groups*” and not as farmers or actors who can change a situation and have solutions for problems. Apart from mentioning women as a specific target group, the language used was gender blind, indicating lack of understanding of the gender concept.

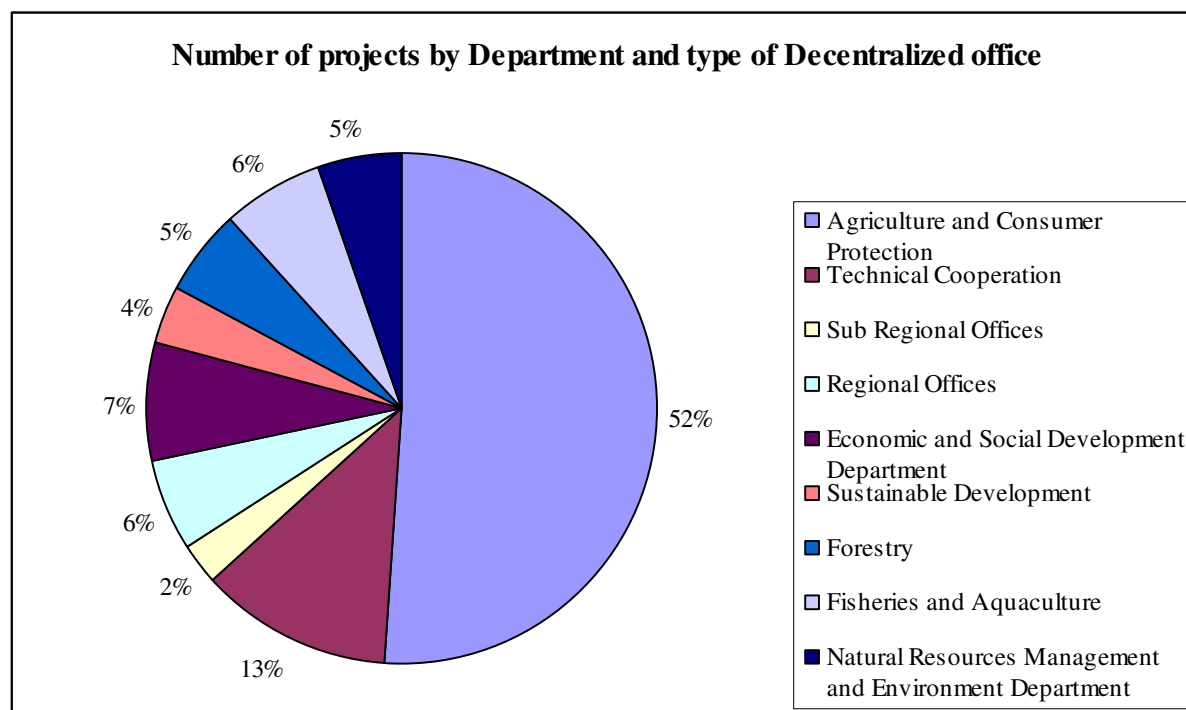
32. Of the projects that did not address gender some made an attempt to mention at least something related to gender. In one situational analysis, for example, the project document recognized that women were the ones growing vegetables, but when it came to formulating activities for a vegetable growing project, nothing could be found on the need to involve or even target women as beneficiaries. Other projects contained gender disaggregated data to show the number of women who have benefited from the project. However through the whole project documentation there was no evidence that this was the result of a gender approach. Women appeared more to be a “collateral benefit” than selected participants in their own right.

33. Many of the project documents and reports were written in gender-blind language: only one out of 200 assessed projects (TCP/TUK/3201) explicitly acknowledged that both men and women were farmers, as follows: “*farmers in the context of this project indicates both men and women farmers who will be expected to participate on an equal basis in all project activities and benefit on an equal basis from the benefits of the project*”. Most documents only referred to Farmers, Participants, Stakeholders or Beneficiaries without explicitly mentioning who were the people meeting these definitions and whether they included both men and women. Also, a recurrent phrase in ProDocs was “*farmers and women*”, thereby conveying the message that women were not perceived as farmers.

3.3. Differences across departments

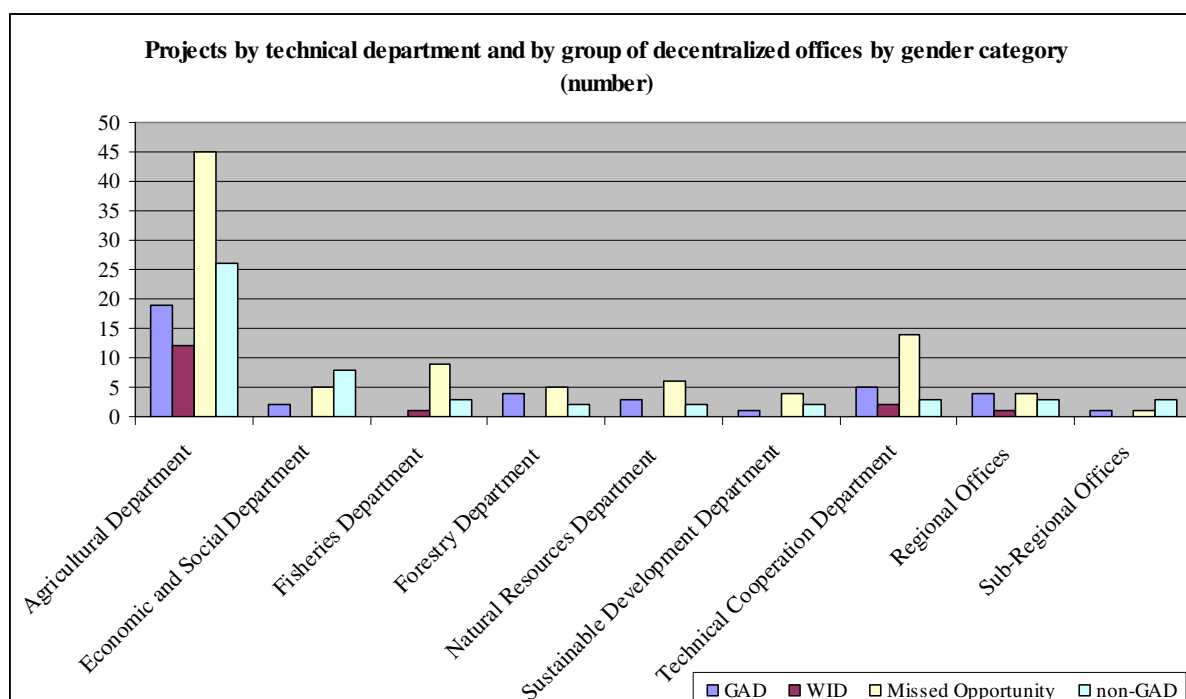
34. As the number of projects implemented by the different departments varied considerably, it was decided to examine whether there were differences between departments in addressing gender in their work. Box 5 and Box 6 below illustrate by technical department and type of decentralized office, the share of projects over the period under evaluation and the distribution of projects by gender category.

Box 5. ***All FAO projects by technical department and type of decentralized office 2002-2010***



Source: Evaluation team

Box 6. *Projects by technical department and by group of decentralized offices by gender category (number)*



Source: Evaluation team

35. Box 6 above shows that with the exception of ES and the sub-regional offices, all FAO departments had the highest percentage of projects classified as Missed Opportunities.

Also, there has clearly been no “gender champion” among FAO departments during the period under evaluation.

4. Conclusions

36. The assessment of the 200 projects showed that within FAO, the level of integrating a gender perspective has been rather poor. Within the sample, which represented FAO's total portfolio of projects, the analysis showed that in 26% of FAO projects, gender mainstreaming was not relevant to a large extent. In 74% of FAO's projects, gender should have been fully mainstreamed but this happened in only 20% of the projects, even by applying a flexible definition. The largest group, with 93 or 43% of the projects, was comprised of Missed Opportunities, which ignored gender when this should have been integrated from design into implementation. The WID projects represented 8% of the grand total.

37. In many of the WID project documents the language was gender blind or referred to women as a vulnerable group or victims and in general indicated poor understanding of the gender concepts. Among GAD projects, only few included capacity building and decision making by women.

38. Of particular concern was the fact that in 11 projects where a gender perspective was required, the PPRC indicated that gender should be addressed, but this was ignored. This raises strong questions on the understanding of some FAO staff about the corporate mandate and responsibility, as well as on the usefulness and effectiveness of the internal mechanisms of oversight and advice, and calls urgently for accountability measures on the compliance with FAO procedures and mandate.

39. Last, from an empowerment perspective the analysis also showed that FAO mainly focused on physical and economic empowerment of women when it made an effort to mainstream gender in its project work. Political empowerment or socio-cultural empowerment issues were hardly ever addressed in FAO's projects. FAO's work resulted in some cases in women and men benefiting equally from its projects, but did not contribute to the involvement of both women and men in decision making or in political and socio-cultural empowerment. This meant that gender mainstreaming took place only partly: implications of planned actions for men and women were assessed up to some extent. However the concerns and experiences of women and men were not made an integral dimension of the design and implementation of FAO's projects. Therefore the risk of perpetuating inequality was high, as power balances did not shift much and the ultimate goal of gender equality was not achieved.