

## **Annex 9 – FAO's work in Animal Production and Health and gender issues**

### **1. Introduction**

1. The Evaluation team's livestock expert assessed FAO's activities in animal production and health through extensive interviews in FAO HQ and direct assessment of related projects in three countries – Republic of Congo, Niger and Uganda. More interviews were held by other Evaluation team members with FAO and non-FAO animal production and health specialists in all other regions visited.

2. In total, the Evaluation assessed 23 projects led by the AGA division, of which ten had been assessed as GAD and 13 were selected from on-going projects in the same sector for comparison purposes. Further, it also assessed 30 livestock sector GPGs, 14 of which were identified as GAD/WID and 14 of which were not identified as GAD/WID and were selected randomly from AGA/AGAH Web sites.

### **2. Resources**

3. During the evaluation period 2002-2010, AGA, through its units for animal production, policy and health, implemented a total of 46 projects that were assessed GAD/WID during the Evaluability Assessment by the Division itself. Of these, 18 were led by AGAH and 28 by all other units, henceforth collectively defined as AGA.<sup>1</sup>

4. The total budget for these projects, that included three projects by AGA, 18 by AGAH and 25 by the Animal Production and Health Division (AGAP), was slightly above USD 123 million, of which USD 58 million was allocated to AGA units and USD 64 million to AGAH. These amounts represented 6% and 7% respectively of FAO's GAD/WID projects in the same period. Still budget-wise, the AGA GAD/WID projects were 28% of all AGA technical cooperation projects and 7% of its emergency projects. The AGAH GAD/WID projects represented 3% of AGAH's technical cooperation projects and 12% of its emergency projects.

5. The Division also identified 47 Global Public Goods as GAD/WID, produced over the period under evaluation.

### **3. Gender and livestock in FAO Strategic Objectives and GAD-PoA**

6. Projects implemented by AGA were to some extent in line with Strategic Objective A in the Strategic Framework 2000-2015, which dealt with improving livelihoods of the rural poor. SO-A also dealt with reducing gender disparities using gender-sensitive, participatory and sustainable strategies and approaches which was not very evident in the projects that were evaluated.

7. AGA projects were however very much related to SO-C, 'Creating sustainable increases in the supply and availability of agricultural, fishery and forest products', which concentrated on increasing productivity, commercialization of agricultural output including efficient post-harvest, processing and marketing systems. Issues of tackling gender-based and other inequalities in agriculture generally were mentioned but not specifically on livestock.

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<sup>1</sup> The acronym AGA thus includes work led by AGAD, AGAP and AGAL.

8. The SO-B in Strategic Framework 2010 – 2019, 'Increased sustainable livestock production' does not make any direct reference to gender but aims at achieving pro-poor economic development; it also mentions socio-economic issues and smallholder and large scale operators.

9. AGA had had gender-sensitive outputs in its programme of work since PWB 2002. In the GAD-PoA 2008 – 2013, the Division had six outputs that brought together gender - both men and women - and livestock. These were in the context of emergency work, communication campaigns, capacity development on gender issues for livestock staff and selection of beneficiaries. One major output planned – the Livestock Emergency Guidelines (LEGS) -was completed by 2009.

10. In PWB 2010/11, AGA maintained continuity with the GAD-PoA: it marked 14 out of 91 (15%) outputs as Gender Sensitive, 12 of these were under SO-B and two under SO-K. The GSPS within SO-B related mostly to animal health issues, whereas those within SO-K focused on staff capacity development and on a product assessing gender, livestock and food security, respectively.

#### 4. Effectiveness, Impact, Sustainability of projects

11. As mentioned above, the Evaluation team assessed 23 projects related to Animal Production and Health. Within the total 14 were related to Animal Health whereas all others focused on animal production, either at technical or policy level. Three projects in Uganda, one project in the Republic of Congo led by TCSF/TCOS and one project in the Niger were assessed in more detail, through extensive discussions with project staff and collaborators. The revised qualifiers are shown in Box 1.

**Box 1. Revised qualifiers for Animal Production and Health projects assessed directly**

Evaluation qualifiers	GAD	WID	Missed Opportunity	Non GAD	Total
<b>FAO qualifiers</b>					
<i>Identified as GAD/WID</i>	3	2	0	5	10
<i>Not identified as GAD/WID</i>	5	0	3	5	13
<b>Total</b>	8	2	3	10	23
<i>Percentage within total</i>	<b>35%</b>	<b>9%</b>	<b>13%</b>	<b>43%</b>	

Source: Evaluation team

12. The assessment concluded that gender qualifiers had been attributed with a certain level of inaccuracy although overall, gender was mainstreamed in a larger number of projects than actually identified by FAO. Also, the number of projects that were assessed as non-GAD was relatively high, by including in this group all projects that aimed at setting up zoonosis surveillance systems.

13. The general objectives of the projects implemented were to contribute to the improvement of food security and living conditions of the population in the areas of intervention, usually by increase and diversification of agricultural production. Most interventions had not been designed within a gender mainstreaming approach; however, during implementation efforts were made to at least target women and youth or integrate a gender perspective.

14. Good examples of initiatives where gender had been integrated were found in Uganda and Niger. In Uganda, the project 'Development of an updated national strategy for the dairy sector and dairy value chain development-TCP/UGA/3202' had as an objective to update the national dairy strategy to support the future development of the dairy sector, after

endorsement by the relevant stakeholders. The capacity building activities of the project included managerial and technical subjects and were in compliance with the national gender strategy; 25% of participants were women. Also, consultative meetings for developing the strategy were held where women were involved. Along the dairy value chain, issues of development, environment, business and competitiveness were considered, and a gender perspective was incorporated at every stage of the chain. Some problems were mentioned about poor women's and youth's attendance at the capacity building activities, raising concerns of sustainability of interventions.

15. Another positive case was the project 'Regional initiative in support of vulnerable pastoralists and agro-pastoralists in the horn of Africa- OSRO/RAF/011/EC'. The overall objective of the programme was to lessen the adverse impacts of hazards, reduce vulnerability and strengthen community resilience so that countries in the region became more food secure and were able to focus on developing sustainable food and agriculture systems. The project employed the FFS and other participatory approaches and, although it had not been identified as a gender-related project, implementation suggested otherwise. The main inhabitants of the project area were the Karamoja, an area where women were very critical in ensuring success in project interventions, as they take care of the young stock and small ruminants. Accessing women in this community for project activities posed quite a challenge, however, and strong expertise in gender issues was very important. The participation of several collaborating institutions in project implementation, including UNDP, UNICEF and UNFPA, improved the chances of effectiveness and sustainability. Furthermore, gender tools were utilized during identification of beneficiaries. That greatly enhanced the performance of the income generating activities, such as the vegetable gardens, that were considered examples of good practices. In addition, a loan scheme to assist the women gave the project a better chance of being effective and sustainable economically. It should be noted, however, that the project implementing team lacked capacity in gender mainstreaming and relied on only one staff from Kampala, factors that may affect the sustainability of gender mainstreaming efforts.

16. Again in Uganda, the project 'Socio-economic support to livelihoods of smallholder farmers by strengthening avian influenza control strategies and capacities in East Africa- OSRO/GLO/605/OPF' aimed at assisting affected and at-risk countries in East Africa to develop and implement robust and effective plans for the prevention and control of Highly Pathogenic Avian Influenza (HPAI) that minimized the negative social and economic impacts of disease and control activities. Those plans are intended to smooth the transition between emergency responses and the longer-term rehabilitation measures. A gender task force was in place in the Ministry of Agriculture thanks to the project. Its activities focused on capacity development of government staff to tackle the epidemic if and when there was an outbreak, and included training in disease recognition, disease surveillance, communications, compensation policy and building of bio-security guidelines. Among various outputs, a manual on good husbandry was produced, along with a livelihoods analysis and a value chain analysis. The potential for long-term sustainability was good.

17. In Niger, the project 'Promotion of decentralised corporation between Niger and Italy in the area of livestock and livestock industries-GCP/NER/044/ITA' aimed at promoting alternative economic activities in the villages and increasing incomes from livestock and livestock industry micro-projects. The main implementing agency was the Ministry of Agriculture and Livestock Development and the focus was on women and youth. Although the project was tagged non-GAD, all the information available suggested otherwise, especially at the implementation level where the implementers exhibited a solid knowledge on gender mainstreaming. By targeting the youth, the project created employment opportunities for youth and other members of the community and contributed to reducing idleness and

unemployment among the youth. Men were not targeted directly but were involved, especially at the industry operations level in the abattoirs. Activities started in 2006-07 and included distribution of chickens and guinea fowls to youth, and sheep to women. The women were involved in making handicrafts from livestock products, such as hides and skins, and also were involved in selling heads and intestines of livestock slaughtered at the abattoirs.

18. Another important element of the project was the provision of credit, supported by capacity development activities on the management of the fund by the beneficiaries. Training was provided to youth in prophylaxis and vaccination of the guinea fowl to ensure sustainability and to disengage the extension agents and project staff. The choice of the enterprises for the target groups i.e., guinea fowls for youth and sheep and livestock-related handicrafts for women, had had the remarkable effects of keeping the youth at home and enabling the women to purchase land and improve their economic status. Although this reinforced women's traditional roles in society to some extent, the improvement in livelihoods had had a positive impact. The commercial nature of the activities had created a sense of self-sufficiency as the proceeds from sales of livestock and livestock products continued to finance other activities. Although women cannot inherit land due to the culture of this area, they can purchase land in their own names if/when they have money of their own. It was alleged that the economic empowerment brought by the activities of project had thus enabled women to own land – although this could not be verified. Targeting of women and youth seemed to have succeeded and the project approach - identifying activities for specific groups - seemed to be an effective entry point, considering the national social and cultural context, as it avoided clashes with religious and traditional leaders.

19. In Republic of the Congo, the 'Special Programme for Food Security-GCP/PRC/003/EC' aimed at contributing to the improvement of the food security and living conditions of the population in the area of intervention, through increased yields and diversification of agricultural production. The interventions consisted of the provision of clean cassava cuttings that were free from the cassava mosaic virus and planting materials for horticultural activities; distribution of livestock mainly to women; and support to fisheries activities. The project objectives were in line with the national policy on gender. Women and men were included in the design stage of the project, although there was no mention of youth in the project document. From the interviews, however, it emerged that women were targeted as beneficiaries of the project and they participated in their traditional roles as producers, while the men took up the processing and marketing roles along the value chain. Thus, the project was classified as WID. Involvement of women in the commercialization (processing and marketing) activities would have given them a more equitable role in society where they would have been empowered economically, but there was no evidence of this from the respondents. A more in-depth analysis of the value chains involved would have identified the various actors and their roles which could have improved the proper targeting of beneficiaries, taking into account the gender concerns involved. The project also introduced the "passing on the gift" for the beneficiaries of the livestock component, which ensured long-term benefits to the community and especially for participating women. This would also have had the effect of empowering the women if they were well prepared to manage the system.

20. A few projects were assessed as Missed Opportunities, because they should have integrated a gender perspective at least in implementation, if not in design. In the Sub-Regional Office for Central America, a livestock policy project missed the opportunity offered by the commitment to gender equality endorsed by the Central America Council for Agriculture development, to integrate a gender perspective in its policy formulation goals.

21. Considering that most projects had not been formulated through a gender approach, due to poor gender awareness or capacity among FAO officers in HQ or decentralized offices,

the responsibility for integrating a gender perspective had been left to project staff at field level.

22. Last, all the five non-GAD projects, excluding Avian Influenza, aimed at setting up surveillance systems for animal diseases and/or zoonosis. As discussed in Annex 7, these projects should have integrated gender issues as part of the know-how they transferred, but they did not need to be strictly gender-related projects during their implementation.

23. The Evaluation could not assess what were the actual contents of capacity development activities. The only evidence it had in this respect were leaflets produced by FAO for the AH1N1 influenza virus (swine flu). The leaflets in Spanish actually conveyed a sexist message: male doctors and farmers were wearing proper attire, including apron and boots, while the woman in the drawing was bare-foot and cleaning swine's dirt. This despite AGA's commitment through the GAD-PoA to *"incorporate gender issues in all relevant publications"*.

## 5. Portfolio and assessment of GPGs

24. The Evaluation assessed in detail 13 GAD/WID and 15 non-GAD GPGs related to Animal Production and Health and average scoring is in Box 2.

**Box 2. Assessment of FAO Global Public Goods related to Animal Production and Health: 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 GPG</i>	5.1	3.8	3.3	3.3	3.4	3.6	13
<i>Average scoring non-GAD GPG</i>	3.8	2.4	2.4	2.6	2.7	2.5	14

Source: Evaluation team

25. The Evaluation noted that generally the tagging of the AGA GPGs as GAD or non-GAD was not based on clear criteria, in particular in terms of relevance, as most of the AGA GPGs had a strong focus on people and therefore, should have integrated a gender perspective.

26. Out of the 27 GPGs assessed only nine were scored as being of acceptable technical quality in terms of gender contents, i.e., scored above 3.5. A GAD approach was used throughout these nine products, with case studies cited and gender analysis approaches capable of collecting sex-disaggregated data highlighted. The rest of the documents just mentioned gender issues in passing and in some just in the bibliography.

27. Further, only six GPGs showed some innovativeness related to GAD, giving examples of the tools to be utilized to achieve gender mainstreaming and proper identification of intended target or beneficiaries. Also, only 11 out of the 27 GPGs had potential as a capacity building, citing tools for beneficiary targeting, and giving mechanisms for gender mainstreaming. However, almost half of the GPGs assessed (12) had a fair degree of social

inclusion (scored above 3.5), most likely by default rather than design; the planned activities tended to reinforce traditional roles of men and women.

## **6. GAD awareness and competence among staff**

28. Most staff in the Animal Production and Health division were well aware of the importance of gender mainstreaming in their technical work. The staff interviewed during the Evaluation appeared to recognize the need to consider the gender dimensions in their work. None of the staff, however, had expertise in gender mainstreaming, nor had anyone received any formal training on gender mainstreaming.

29. At country level, the Evaluation also noted a shallow understanding of gender equality and its role in contributing to successful agricultural development. Usually, positive statements about gender mainstreaming in a project's activities meant that women were participating, but that no attention was paid to gender issues as a cross-cutting concern.

30. Although there was evidence that SEAGA had been widely used in the field during livestock project preparation by other organizations such as IFAD, they were rarely utilized by FAO staff in the livestock units of FAO Headquarters or FAO Decentralized Offices.

## **7. Relation with ESW and Gender Focal Points' work**

31. Relations between the livestock units and ESW had mostly been through personal contacts of the Gender Focal Points (GFPs) with specific persons in ESW. A good collaboration was noted at the senior level between the AGA and ESW on the HPAI crisis.

32. The GFPs in AGA did not have power to enforce inclusion of gender issues in the division's activities, as they had been appointed without specific terms of reference or authority. Their performance was based on personal interest and commitment, and in general, GFPs had made efforts and achieved results in assisting colleagues in the division by holding awareness raising sessions.

33. However, there were complaints of workload in general, and the difficulty in devoting time to gender mainstreaming by providing assistance to colleagues. Nor were there accountability mechanisms in place – and therefore no follow-up – for the GFP or the division itself on gender mainstreaming in the work of AGA.

## **8. Conclusions**

34. The evaluation of the Animal Production and Health sector work related to GAD/WID has shown that several project implementers tried to “include women” during implementation, even if the project did not target women in the design. The projects that were assessed generally took the WID approach, and some of the projects ended up involving every category of the community, including the vulnerable, more by default rather than by design. Some projects improved the skills of the target beneficiaries, on marketing and resource management, thus ensuring that the enterprises generated income and became self-sufficient.

35. The evidence available showed that responsibility for gender mainstreaming rested in many cases with staff at the country or field level, as the original project design had not integrated a gender perspective. In fact, no proper assessment was carried out of the needs of target beneficiaries before projects were designed and implemented. This was mostly due to the low level of gender mainstreaming capacity within the AGA Division in HQ and at decentralized offices.

36. Mechanisms for accountability on gender mainstreaming for staff were lacking; this risked jeopardizing the achievement of Strategic Objective K within AGA. The GFPs charged with the responsibility of gender mainstreaming in the department did not have the clout to enforce it.

37. Neither funds nor time were allocated to enable beneficiary targeting and needs assessment, which would have contributed to incorporating a gender perspective into projects at the design and implementation stages.

38. Many projects included a commercialization element which ensured that the men could also benefit from these projects, as they traditionally participated in the marketing and value addition stages.

39. AGA produces numerous normative products which are both valuable and relevant to knowledge and an important contribution to food security, but many have a limited distribution and need more attention to gender issues.

## **9. Suggestions**

40. All recommendations stemming from the discussion above formed the basis for the Evaluation's recommendations. Here one suggestion is formulated, of specific relevance to AGA.

### *Suggestion 1. To AGA on normative products*

<i>FAO needs to allocate additional resources, and partnering with other relevant organizations, to ensure wider access to AGA's normative products. This may also involve the more selective production of materials in order to ensure that resources are available for effective distribution.</i>
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