

Annex 10 – FAO's work in Disaster Risk Management and gender issues

1. Introduction

1. FAO's work on emergencies and rehabilitation and in Disaster Risk Management (DRM) has seen a steady increase since the 1990s. The lead unit/division was the Special Relief Operations Service (TCOR) until 2002-03 and from 2004 onward the Emergency and Rehabilitation Division (TCE), both within the Technical Cooperation Department. Many other units and programmes in FAO have also dealt with emergencies and rehabilitation interventions, always through TCE.

2. TCE has mainly an operational role related to the preparation, coordination and implementation of FAO's response to emergencies. As such, the emphasis of its work has been more on operational interventions, and less on Global Public Goods (GPGs).

3. The analysis in this chapter was based on: TCE planning documents, project assessments during country visits, interactions with TCE staff in all regions and at FAO HQ, training workshops and analyses of past evaluations. In total, the Evaluation assessed 34 projects classified as Emergency in the FAO Field Programme Management Information System (FPMIS), 15 of which had been identified as GAD during the Evaluability Assessment and 19 had been selected from on-going projects for comparison purposes. Visits to Somaliland, Uganda and Zambia allowed a more in depth-analysis of some of these projects. The Evaluation also assessed 5 GPGs related to emergency and gender issues.

2. Resources

4. During the period under evaluation, the budget of emergency projects identified as GAD amounted to USD 250 million, 96% of which was funded through Voluntary resources.

5. This amount represented 8% of all FAO emergency projects in the period and 27% of all GAD identified projects; the latter figure is well below the share of all emergency projects within FAO's total project budget, which was 43% between 2002 and 2010.

6. In terms of number of projects, GAD emergency projects were 5% of the total number of FAO emergency projects and 21% of total GAD projects, compared to the 38% share of emergency projects within all FAO projects. The data available show that gender equality in FAO emergency interventions emerged as a formal concern mostly after 2005, with the number of DRM projects identified as GAD increasing significantly after that year.

3. Gender and Emergency and Rehabilitation in FAO Strategic Objectives and GAD-PoA

7. Neither of the two FAO Strategic Frameworks valid during the period under evaluation included any reference to women or gender in respective strategic objectives on emergency and rehabilitation work. However, the PWB 2012-13 will include gender among the indicators and Gender Markers among the Primary Tools for Organizational Result I-2 'Countries and partners respond more effectively to crises and emergencies with food and agriculture-related interventions'.

8. For the period 2002-2007, the corporate commitments of FAO's work on gender in DRM to the GAD-PoA focused mainly on the development of practical guidelines to facilitate the integration of a gender perspective in all phases of the emergency project sequence. This was achieved by preparing two documents:

- Passport to Mainstreaming a Gender Perspective in Emergency Programmes, a SEAGA-based approach to DRM, in collaboration with WFP and ESW; and
- Socio-economic and Gender Analysis for Emergency and Rehabilitation, 2005.

9. In addition, TCE also collaborated in two relevant publications of the Inter-Agency Standing Committee (IASC): i) Guidelines on Gender-Based Violence Interventions in Humanitarian Settings (2006); and ii) Women, Girls, Boys and Men: Different Needs, Equal Opportunities (2006).

10. The second GAD-PoA set articulate and specific targets to mainstream gender equity in its programmes for emergency relief and rehabilitation, as illustrated in Box 1.

Box 1. TCE products in GAD PoA 2008-13

Raise awareness of emergency and rehabilitation coordinators and the emergency coordination unit staff on gender issues through regular training and by encouraging systematic implementation of relevant tools such as the Gender in Emergencies Passport in close collaboration with all FAO Representations staff.
Include the requirement for a gender-sensitive approach in the terms of reference for NGOs and other implementing partners that are sub-contracted to carry-out any agriculture emergency operations or any other activities at community level.
Address specific needs of women and girls in FAO projects mitigating the vulnerability of the displaced population in emergency context.
Perform gender analysis when identifying farm families that are food insecure and vulnerable as participants of FAO emergency projects.
Assess how men and women in a household benefit from FAO emergency projects when performing impact assessments
Address gender issues in needs assessment and livelihood assessment guidelines

Source: FAO GAD-PoA 2008-2013

11. In parallel with the GAD-PoA, TCE also had gender-sensitive products in PWB 2008-09; PWB 2010-11 includes one DRM-related gender sensitive Unit Result within Strategic Objective I, led by ESW and titled 'Enhanced capacity to formulate, implement and monitor gender-sensitive emergency and rehabilitation interventions'. Also, the Plan includes a Unit Result led by TCE and linked to SO K, titled 'Implementation of emergency response in support of gender and social equity in access to resources, goods, services and decision-making in the rural areas'; this does not appear as gender marked though it clearly should be.

12. Overall, TCE's efforts have been in line with guidance provided by the second World Conference on Disaster Reduction (WCDR), in Kobe, Japan, in January 2005, which produced the Hyogo Framework for Action, 2005-2015, endorsed by 168 national governments. The Framework stated that "a gender perspective should be integrated into all disaster risk management policies, plans and decision-making processes, including those related to risk assessment, early warning, information management, and education and training."

4. Effectiveness, Impact, Sustainability of projects

13. As mentioned above, the Evaluation assessed 34 projects classified as Emergency, 15 of which had been identified as GAD and 19 had not. The assessment concluded that gender qualifiers had not been assigned in an accurate manner and that gender mainstreaming had not been very effective. Within the 15 projects tagged as GAD, only eight were confirmed as having integrated a gender perspective, while the others were WID or even non-GAD. On the

other hand, seven out of 19 non-GAD projects were found to have integrated gender and five a WID approach. Overall, 21% of the projects in the sample were assessed as non-GAD. Box 2 illustrates these data.

Box 2. Gender - sensitive assessment of Emergency and Rehabilitation projects: revised gender qualifiers

Evaluation qualifiers	GAD	WID	Missed Opportunity	Non GAD	Total
FAO qualifiers					
<i>Identified as GAD/WID</i>	8	3	1	3	15
<i>Not identified as GAD/WID</i>	7	5	3	4	19
Total	15	8	4	7	34
<i>Percentage within total</i>	44%	24%	12%	21%	

Source: Evaluation team

14. An internal TCE review for the period 2004-2010 produced a list of 17 projects assessed as Good Practice examples, against the following criteria: use of gender-sensitive tools; rely on one or more gender experts/consultants; promote gender analysis; and provide training on gender and DRM. A number of these Good Practice examples came from the Emergency Coordination Units of Niger and Somalia: three of these projects¹ were assessed by the Evaluation which confirmed that they had mainstreamed gender adequately in design and implementation. The Somalia Emergency Coordination Unit (ECU) established a Gender Desk in its Programme Development and Support Unit in September 2007, which had resulted in improved staff efforts in designing projects with stronger gender components, and which had also strengthened the collection and analysis of gender statistics.

15. In several of the countries visited where DRM interventions had been implemented, the Evaluation noted that in general, efforts had been made by Emergency Coordinators to include women as beneficiaries. For example, the Niger ECU systematically targeted the empowerment of women through the provision of agricultural inputs and small ruminants to women, and by encouraging the participation of mothers in social mobilization and agricultural production activities. The ECU in Uganda included one gender specialist who managed a large project tackling Gender-Based Violence and made efforts to integrate a gender perspective in most emergency initiatives.

16. The Somalia ECU in particular played a crucial role in the introduction of Gender Markers in the UN Somalia Assistance Strategy, 2011-15. In 2007-2008 the ECU led the Gender Theme Group of the UN Country Team (UNCT) as a stop-gap measure in the absence of UNDP and UNIFEM expertise. During that period, the UNDG Gender Scorecard system was adopted by the UNCT. In 2010 FAO Somalia facilitated the Agriculture and Livelihoods Cluster to develop its gender strategy; FAO also provided gender mainstreaming support to the Nutrition Cluster.

17. The capacity and competence of field staff played a major role in the achievements of project in Latin America and in the Caribbean: the TCE generic template for inputs distribution interventions called attention to including the most vulnerable groups. The actual implementation strategy, however, was fully delegated to project managers and their personal understanding of gender roles made a visible difference in project achievements. For example, within the same inputs distribution project implemented in two neighbouring administrative

¹ In Niger, OSRO/NER/802/BEL; OSRO/NER/803/EC; in Somalia, OSRO/SOM/601/DEN.

regions of the Dominican Republic, two different local coordinators achieved completely different results in terms of women's participation and empowerment processes.

18. Equally, where emergency interventions were integrated in the framework of long-term development projects as happened in Nicaragua, where the FAO Representation was fully integrating a gender perspective throughout all initiatives, women's participation and visibility appeared to be much more sustainable and effective.

19. The non-GAD projects were all related to surveillance systems for zoonosis, whereas the four Missed Opportunity projects were inputs distribution interventions in different types of major emergency operations. At the same time, there was some evidence that gender-sensitive approaches in the context of Highly Pathogenic Avian Influenza and Soaring Food Prices in Indonesia and Egypt had shaped the actions that were taken towards a better inclusions of gender-issues.

20. A specific case was in the context of FAO's work on the Highly Pathogenic Avian Influenza. The HPAI programme initially focused on purely technical issues, and was less concerned about social consequences of control activities. Indeed, since 2006 ESW was actively involved in collaboration with the concerned Emergency Coordination Unit for Transboundary Diseases (ECTAD) in activities related to assessing - and eventually minimizing - the effect of HPAI control activities on women's poultry production.

21. The Evaluation also analyzed quite a substantial body of evidence about the effectiveness and sustainability of major emergency operations stemming from earlier evaluations.² These repeatedly noted that even if there were a heightened awareness of gender aspects, this was not always translated into action. In the case of HPAI, the first evaluation (2007) commented that FAO should consider the MDGs in its strategy and programme, particularly "*due to the role poultry production can play in nutrition, poverty and income generation, economic empowerment of women, etc.*" The second HPAI evaluation in 2010 did acknowledge that "*FAO has attempted to incorporate gender equity issues in the overall HPAI response, particularly in south East Asian countries.*"

22. Another example mentioned by TCE was the collaboration with UNIFEM in Tajikistan in the context of the project 'Improved Food Security and Enhanced Livelihoods through Institutional and Gender-Sensitive Land Reform in Tajikistan-OSRO/TAJ/602/CAN'. The project aimed to improve the overall land reform management and monitoring system with special focus on gender mainstreaming and consultative processes which promoted a multilevel, streamlined approach both for institutional strengthening of the Government and for safeguarding rights of the rural poor and specifically women. The Tajikistan Country Evaluation concluded that information and legal consultative centres established with FAO support in 16 districts often extended their services to neighbouring districts, expanding the access of rural citizens to legal advice and consultations on farm reorganization and land rights issues. However, it also found that due to delays in start-up and subsequent delays in implementing some project activities, FAO was unable to attract funding for a follow-on project due to the difficult institutional environment, even though additional work in land reform was clearly necessary and warranted.

23. Overall, although women and widows were often or systematically among the beneficiaries, despite low reporting at times due to cultural factors, most evaluation reports concluded that the corporate commitments to vulnerable groups such as women and the poorest of the poor were not well met and that more effort was required to translate these into

² Real Time Evaluation of the FAO Emergency and Rehabilitation Operations in Response to the Indian Ocean Earthquake and Tsunami (2007); Evaluation of FAO-Sudan Cooperation 2004-09 (2010); Evaluation of FAO's Emergency & Rehabilitation Assistance in the Greater Horn of Africa 2004-2007 (2007).

action. Among others, the Evaluation of FAO's work in Tajikistan concluded that although *“FAO projects have made efforts to include women ... some projects, particularly those which distributed inputs, did not effectively consider the gender dimension.”*

5. Portfolio and assessment of GPGs

24. In total, the Evaluability Assessment identified five FAO Global Public Goods that tackled gender issues in emergency and rehabilitation contexts. Scoring is illustrated in Box 3 below.

Box 3. Assessment of FAO Global Public Goods related to DRM: 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>	6.0	5.0	4.0	4.2	4.2	4.0	5

Source: Evaluation team

25. For all, gender was considered highly relevant they were assessed as good in terms of technical quality. All other criteria were rated as satisfactory, with one case of less than adequate scoring in terms of innovativeness, and potential impact as advocacy tool.

26. The documents produced by TCE within the framework of the first GAD-PoA, the Passport and SEAGA for emergency mentioned above, provided useful hints for including gender in emergency work. The latter document was a more practical version of the Passport paper, and probably proved useful for humanitarian planners and workers.

27. Other non-GAD documents clearly included a gender perspective: one such good example was the 'Livelihood Assessment Toolkit - Analysing and responding to the impact of disasters on the livelihoods of people' by FAO and ILO. Others information products by TCE, however, made no mention whatsoever of a gender dimension, for example the brochure 'Emergencies - Protect, restore, enhance: FAO's role in emergencies' produced in 2008.

6. GAD awareness and competence among staff

28. In 2009, the FAO DRM Working Group launched an initiative aimed at identifying good practice examples that resulted in the publication 'FAO and Disaster Risk Management: Focus on Gender, TCE November 2009', prepared by a TCE staff member. The effort included the development of guiding principles for project and programme formulation, and provided inputs to various publications and training events, such as contributions to SOFA 2010, to the DIMITRA Newsletter on Rural Women, Gender and Development (June 2010), and to delivering Gender and DRM training to the UNCT in Vietnam and to other countries for project-related workshops. As for most training initiatives in FAO, no information was available on the results and uptake of these events³.

3 After the preparation of the annex, follow-up information became available in the FAO Participation Website E-Newsletter n. 20 - May 2011, Training on the FAO approach to gender analysis and disaster risk management in food security and Agricultural Programmes: a FAO experience in Vietnam.

29. Recent TCE initiatives were a 'Gender in Emergencies Questionnaire' to Emergency Coordination Units and a joint ESW-TCE Gender in Emergencies Workshop in November 2010, which brought together TCE staff in the field working on gender and social exclusion. This work can be said to be a follow-up to the baseline assessment of the FAO approach to DRM that led to the identification of Best Practices. It concluded that gender issues should systematically be mainstreamed in further developing the FAO approach to DRM, given its central role.

30. The survey in 2010 assessed to a great level of detail the level of competence of FAO emergency staff on gender issues. The great majority of respondents stated to be familiar with gender mainstreaming concepts but reported a number of factors affecting the adequate integration of a gender equality perspective in DRM interventions, namely:

- lack of specific tools and technical supporting information about possible gender oriented activities and lessons learned material;
- insufficient background information and lack of sex-disaggregated data readily available in emergencies to incorporate into response formulation;
- limited or no knowledge and skills of project staff and managers in gender analysis or mainstreaming;
- lack of gender-sensitive monitoring tools or gender relevant indicators.

31. These findings corresponded to the direct observation of the Evaluation when it visited Emergency Coordination Units: usually there was good awareness of gender issues among ECU staff. Two offices (Niger and Somalia) were even seen as good practice champions, but the inclusion of gender in project programming and implementation was not complete as several staff still felt a lack of real competence and skills to integrate gender in emergency and rehabilitation interventions.

7. Relation with ESW and Gender Focal Points work

32. The Evaluation noted two areas of intensive collaboration between TCE and ESW: in the work on HPAI, once the initial, purely technical, focus was widened, and in the adaptation of SEAGA to an emergency context. Both collaborations were reported as successful by the parties and have produced tangible results.

8. Overall visibility and knowledge about FAO/TCE working in GaD among partners, including governments

33. In some countries, namely Niger, Pakistan, Somalia and Tajikistan, FAO appeared to have been a key promoter of gender concerns in project and programme work. There were also examples of successful collaboration with other partners (EU, ILO, UNIFEM) on the development of guidelines or programming approaches; however, in many instances, gender had not been highlighted adequately. Partly, this might also be traced to the prevailing mentality in the emergency community: the main clients were seen as beneficiary groups, without gender differentiation. A good example might be the recent evaluation of the Integrated Food Security Phase Classification (IPC) project: throughout the document, there was no mention of women or gender, although IPC clearly could be an important area for gender-differentiated analysis.

9. Conclusions

34. The Evaluation has seen clear signs that TCE is paying a high degree of attention to mainstreaming gender in DRM, in particular since 2005 onward. A very good but unusual example was the Somalia office, where a Gender Desk had been established in late 2007, and recently a gender specialist was hired by a project (FSNAU), making FAO the UN agency with the strongest gender expertise. Such a favourable context did not seem to be very common however. Another positive initiative was the 2010 TCE Gender Survey, and the organization of the TCE Gender Workshop in November 2010.

35. However, actual implementation and integration of gender concerns in field projects had been varied and depended largely on field staff competences and skills in this area. Gender mainstreaming had been achieved to a certain extent, but mainly in those offices with staff of a sufficient size to warrant the existence of a full-time gender expert.

36. In some circumstances, FAO ECUs had played the role of a gender champion; in other instances, TCE staff felt reluctant and/or uncertain about applying gender-sensitive approaches. There was generally not enough guidance, gender specialists or dedicated resources available for TCE field staff to take up gender issues with confidence.

37. There had been some early and useful publications produced by TCE that were gender-conscious; however, the treatment of gender by TCE appeared inconsistent as even some quite recent publications lacked a proper treatment of gender.

38. As with other FAO field projects, sex-disaggregated data collection had been sporadic and patchy.

10. Suggestions

39. All recommendations stemming from the discussion above formed the basis for the Evaluation's recommendations. Here one suggestion is formulated, of specific relevance to FAO's work on DRM.

Suggestion 1. To ESW and TCE on SEAGA guidelines

It is suggested that the Gender guidelines adapted from SEAGA for use in FAO for the design and implementation of projects and programmes in a DRM context be revised and updated.