

Thematic Evaluation Series

Evaluation of FAO's support to climate action (SDG 13) and the implementation of the FAO Strategy on Climate Change (2017)

Sector level study in gender and social inclusion

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
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1. Introduction

1.1 Purpose and scope

1. This sector evaluation is part of the evaluation of FAO's support to climate action (SDG 13) and the implementation of the FAO Strategy on Climate Change (2017). The sector evaluation assesses the degree to which FAO's work has been generating effective climate action as a contribution to the SDG 13 targets and the commitments of the Paris Agreement (2016) with specific focus on gender and inclusion of other social groups.

1.2 Methodology

2. This sector evaluation report was compiled using four key data collection methods: (i) a review of documents, programme and project documents, evaluations, country case studies, publications, policy and strategy documents, newsletters and videos; (ii) interviews with FAO staff at head office and in regional and country offices and other key partners; (iii) survey of indigenous peoples; and (iv) FAO climate change portfolio analysis (please see Appendix 1 for the list of stakeholders interviewed).
3. The evaluation was affected by the COVID-19 pandemic. The evaluation team could not do field visits because travel was not possible. Online interviews had limitations, which included connectivity and delayed response, among others. The evaluation was affected by limited evidence available that tracks the mainstreaming of gender and social inclusion beyond the gender markers that are used during planning.

1.3 Structure of this report

4. This report is presented in five sections. Section 1 is the introduction which outlines the purpose and methodology of the evaluation. Section 2 presents the background on climate action in relation to gender and social inclusion and reviews the gender and social inclusion provisions in SDG 13, the 2030 Agenda and the Paris Agreement. It also reviews FAO's policies on gender and social inclusion, including the FAO Gender Policy (2020), FAO Policy on Indigenous and Tribal Peoples (2010), FAO Migration Framework (2019), FAO Framework on Child Labour in Agriculture (2020) and FAO Framework on Rural Extreme Poverty (2019). Section 3 presents FAO's work on climate change and the integration of gender and inclusion of other social groups. Section 4 presents the evaluation findings, while Section 5 covers the conclusions and recommendations. Section 6 presents the lessons learned.

2. SDG 13 – Climate Action: gender and social inclusion

5. Gender and indigenous peoples, youth and human rights are considered as cross-cutting issues in FAO. These issues also interact with climate action throughout FAO's thematic areas. Climate change is also cross-cutting and it is important to consider the intersection between climate change and the other key cross-cutting issues.
6. The effects of climate change on agriculture and food production are ultimately generating social impacts. Limited food availability, food insecurity, climate-related natural disasters and the emergence of pests and disease lead to less income, loss of jobs, more hunger, declining health and increased violation of human rights, conflict and migration. Due to low adaptive capacity among the most vulnerable, climate change disproportionately affects these groups of society, including the disabled, poor, elderly, youth, and women. Indigenous peoples are also heavily affected by climate change. The ultimate social impact of climate change is through poor access to adequate and healthy food, increasing health problems and inequality among different groups in society, which are linked to climate change and human rights. Social impacts of climate change have been addressed extensively in reports of international agencies, highlighting the human rights obligations of both governments and private actors in responding to climate change through adaptation and mitigation measures.¹
7. The FAO Strategy on Climate Change was formulated in 2017 in order to guide FAO's work on climate change in light of the global commitments towards a better future and other milestones, which included the prominence given to food and agriculture at the 22nd Conference of the Parties (COP22) of the United Nations Framework Convention on Climate Change (UNFCCC). The FAO Strategy on Climate Change "considers gender-specific vulnerabilities and needs, along with opportunities and capabilities with regard to climate change" and is implemented in the context of the FAO Policy on Gender (2013).²
8. The report will cover the following social and cross-cutting themes: gender, indigenous peoples, people living with disability, migration, youth, ending child labour and the extreme poor. The relevance to climate change for each of the areas is discussed in brief below.

Gender

9. Women, men, boys and girls are impacted in different ways by the effects of climate change. Gender is an important factor in people's resilience to climate change and disasters. In particular, women's workload, their limited decision-making power and unequal access to and control over resources, services and local institutions can prevent them from adopting effective strategies to prepare, adapt and respond to climate change.

¹ UNEP. 2015. *Climate Change and Human Rights*. (also available at: https://web.law.columbia.edu/sites/default/files/microsites/climate-change/climate_change_and_human_rights.pdf).

Cochrane, L. and Rao, N. 2018. *Is the Push for Gender Sensitive Research Advancing the SDG Agenda of Leaving No One Behind?*. Forum for Development Studies. <https://doi.org/10.1080/08039410.2018.1427623>;

Masson-Delmotte, V. et al. 2018. *Global warming of 1.5°C. An IPCC Special Report on the impacts of global warming of 1.5°C above pre-industrial levels and related global greenhouse gas emission pathways, in the context of strengthening the global response to the threat of climate change, sustainable development, and efforts to eradicate poverty*. IPCC, Geneva.

² FAO. 2020. Programme Implementation Report 2018-19. (also available at: <http://www.fao.org/3/nc390en/nc390en.pdf>).

A gender responsive or gender-transformative approach can be beneficial to food and nutrition security and broader development outcomes by simultaneously addressing the interconnected challenges of gender inequality, resilience to climate change and disasters, and improving agricultural productivity and livelihoods through climate-smart agricultural development.

Indigenous and tribal peoples

10. The 2007 UN Declaration on the Rights of Indigenous Peoples (UNDRIP) paved the way for countries to start recognizing indigenous peoples' rights to their lands, territories and resources and has led to the introduction of the concept and process of Free, Prior and Informed Consent (FPIC).³ FPIC protects indigenous peoples' right to participation, consultation and eventual agreement or not, prior to the beginning of any activity affecting their livelihoods. FPIC is a key mechanism that is embedded in indigenous peoples' right to self-determination, which includes the right to freely determine their political status and freely pursue their economic, social and cultural development, according to Article 3 of UNDRIP.
11. One of the longest existing human groups are the Aboriginals of Australia. They have managed to adapt for thousands of years to different climate patterns. Other indigenous peoples such as the Inuit and the Saami have adapted their livelihoods for thousands of years to harsh climatic conditions of the north. These examples show indigenous peoples are the strongest allies in the global adaptations required to face climate change, as they have proven to be the most capable people in the world to effectively adapt their ways of life through times of great change.⁴

Migration

12. Climate change is one of the causes of rural migration and intensifies other socio-economic drivers of migration, such as rural poverty and food insecurity. Short and long-term effects of climate change have significant impacts on agricultural productivity, rural livelihoods and, indirectly, migration flows. The impact of climate change on migration is through an increase in the frequency and intensity of weather and climate risks. These climate-related risks can be sudden-onset events (e.g. tropical storms, heavy rains, floods and droughts) or slow-onset ones (e.g. sea-level rise, salinization and desertification). Migration in the context of climate change has multiple causes. The combination of climate-related risks with socio- economic drivers increases the vulnerability of agriculture, leads to a loss of livelihoods, triggering migration. Internal migration is one of the coping strategies adopted in response to the threats of weather and climate extremes. Seasonal migrants, in particular, tend to return to their places of origin and rebuild their livelihoods.⁵
13. Migration can be an adaptation strategy to climate change. Safe, orderly and regular migration can contribute to agriculture development, economic growth, food security and rural livelihoods. Poorly managed migration can increase vulnerability to climate risks,

³ United Nations. 2007. United Nations Declaration on the Rights of Indigenous Peoples. 61/295. Resolution adopted by the General Assembly on 13 September 2007. (also available at: https://www.un.org/development/desa/indigenouspeoples/wp-content/uploads/sites/19/2018/11/UNDRIP_E_web.pdf).

⁴ FAO. 2020. FAO Indigenous Peoples Narrative PSPI Final. Rome.

⁵ FAO. 2017. Migration, Agriculture and Climate Change. Rome.

heighten pressure on scarce natural resources, and exacerbate tensions between migrants and host communities on land tenure and resource rights. Migration can increase the resilience of vulnerable populations, especially in climate-sensitive rural areas. Migrants can help create decent employment and inclusive social protection systems by transferring remittances, technology, knowledge and skills. Migration of young men can lead to the aging and feminization of the rural population and place greater burdens of work on the aged and women who remain.

People living with disability

14. People with disabilities are at increased risk of the adverse impacts of climate change – including threats to their health, food security, water, sanitation and livelihoods. People with disabilities make up an estimated 15 percent of the global population. Due to discrimination, marginalization, and certain social and economic factors, people with disabilities may experience the effects of climate change differently and more intensely than others. People with disabilities also experience poverty at more than twice the rate of people without disabilities. This puts people with disabilities at heightened risk, as the world's poorest people continue to experience the most severe impacts of climate change through lost income, displacement, hunger, and adverse impact on health.⁶ For example, persons with disabilities are often among those most adversely affected in an emergency, sustaining disproportionately higher rates of morbidity and mortality, and are among those least able to access emergency support. Sudden-onset natural disasters and slow-onset events can seriously affect the access of persons with disabilities to food and nutrition, safe drinking water and sanitation, healthcare services and medicines, education and training, adequate housing and access to decent work.⁷

Youth

15. The world population is young, with some 2.2 billion people under the age of 18. Children and young people often play a key role in the survival of their families in the event of natural disaster. By recognising the rights and capacities of girls and boys, young women and young men, the challenges posed by climate change can be turned into opportunities for sustainable development.⁸ Children and young people are concerned with the increasing threat posed by rising global carbon emissions and the changing climate.
16. Not only do young people have a right and a need to tackle climate change, they also have much to contribute. Young people are often creative and open-minded in their problem solving: they have energy, commitment and initiative to take action to reduce the impact of climate change and to prepare to face emergencies. They can, and often do, play a key role in the survival of their families and communities in the event of disasters, and the actions they take can go a long way in helping communities recover and in mitigating the

⁶ Human Rights Watch. 2020. *People with Disabilities Needed in Fight Against Climate Change* [web article]. In: *Human Rights Watch* [online]. Accessed at: <https://www.hrw.org/news/2020/05/28/people-disabilities-needed-fight-against-climate-change>

⁷ United Nations General Assembly. 2020. Analytical study on the promotion and protection of the rights of persons with disabilities in the context of climate change. Human Rights Council Forty-fourth session, 15 June–3 July 2020. (also available at: <https://undocs.org/A/HRC/44/30>).

⁸ UNICEF. 2009. *Climate change take action now: A guide to supporting the local actions of children and young people, with special emphasis on girls and young women*. New York. (also available at: https://www.ifrc.org/Global/Publications/youth/AYCEOs_climate-change_take-action-now_EN.pdf).

impacts of natural disasters. Girls and young women are often especially vulnerable to the negative impacts of climate change.

Ending child labour

17. In every crisis, children are the most vulnerable. Climate change is no exception. As escalating droughts and flooding degrade food production, children will bear the greatest burden of hunger and malnutrition. With temperature increases, together with water scarcity and air pollution, children will feel the impact of water-borne diseases and dangerous respiratory conditions. Children will pay the highest price as more extreme weather events expand the number of emergencies and humanitarian crises, while their lives and futures will be the most disrupted as the world experiences a steady rise in climate-driven migration.⁹
18. Environmental degradation and climate change will not only have an impact on children's lives in general, but also on whether children are pushed to work and affects the kind of work they engage in, the conditions of work, the exposure to dangerous toxicants and the risk of exploitation.¹⁰ An understanding the relationship between child labour and the environment is in its infancy. The International Labour Organisation (ILO) notes that the economic vulnerability associated with poverty, risk and shocks, such as drought, floods and crop failure, can lead to increased child labour.¹¹

Extreme poor

19. Poverty is one of the biggest obstacles to human development and economic growth. Today, about 2.1 billion people still live in poverty and 767 million are extremely poor. Most of them live in rural areas and depend on agriculture and rural livelihoods for their income and food security.
20. Evidence shows that climate change is already hurting the rural poor. The effects of increasingly volatile and extreme weather patterns are damaging infrastructure, wiping out harvests, jeopardizing fish stocks, eroding natural resources and endangering species. Climate change is causing serious damage to agriculture, water resources, ecosystems, and human health all around the world.¹² Climate change hits the poorest people the hardest, those living in vulnerable areas with the fewest resources to help them adapt or recover quickly from shocks. As the effects of climate change worsen, escaping poverty becomes more difficult.¹³
21. Climate change will have devastating consequences for people in poverty; hundreds of millions will face food insecurity, forced migration, disease and death. Climate change

⁹ UNICEF. 2015. *Unless we act now: The impact of climate change on children*. New York.

¹⁰ Terre Des Hommes. 2017. *The Neglected Link: Effects of climate change and environmental degradation on child labour (Child labour report 2017)*. Germany. (also available at: https://reliefweb.int/sites/reliefweb.int/files/resources/CL-Report-2017-engl_0.pdf).

¹¹ ILO. 2013. *World Report on Child Labour, Economic vulnerability, social protection and the fight against child labour*. Geneva.

¹² FAO. 2017. *Leaving no one behind – Addressing climate change for a world free of poverty and hunger*. Rome. (also available at: <http://www.fao.org/3/i6371en/i6371EN.pdf>).

¹³ World Bank. 2015. *Climate Change Complicates Efforts to End Poverty* [web article]. In: *World Bank* [online]. Accessed at: <https://www.worldbank.org/en/news/feature/2015/02/06/climate-change-complicates-efforts-end-poverty>

threatens the future of human rights and risks, undoing the last 50 years of progress in development, global health and poverty reduction.¹⁴ Climate impacts will affect agriculture the most, a key sector in the poorest countries and major source of income, food security, nutrition, jobs, livelihoods and export earnings. By 2030, crop yield losses could mean that food prices would be 12 percent higher on average in sub-Saharan Africa. The strain on poor households, who spend as much as 60 percent of their income on food, could be acute. The resulting malnutrition could lead to an increase in severe stunting in Africa by 23 percent.¹⁵ Extremely poor people bear the greatest burden of climate change, environmental degradation and depletion of natural resources. Since they are highly dependent on agriculture and fishing, the extreme poor are especially vulnerable to the depletion of natural resources.¹⁶

2.1 SDG 13, the 2030 Agenda and the Paris Agreement

22. SDG 13 – “take urgent action to combat climate change and impacts” has five targets. While all the SDG 13 targets apply to the different social groups in a specific way, one of the targets, 13b directly refers to specific social groups. SDG 13b states, “Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries (LDCs) and small island developing States (SIDS), including focusing on women, youth and local and marginalized communities”.¹⁷ It, therefore, emphasises the need to ensure that the different social groups are part of the urgent action to combat climate change.
23. The global 2030 Agenda pledges that no one will be left behind. It recognises that the dignity of the human person is fundamental and notes the importance of meeting the goals and targets for all nations and peoples and for all segments of society. It states that it will endeavour to reach the furthest behind first.¹⁸ In practice, this means taking explicit action to end extreme poverty, curb inequalities, confront discrimination and fast-track progress for the furthest behind.¹⁹
24. The principle of “leaving no one behind” guides every goal of the SDGs. The approach aims to identify not only who is left behind, but also the ways in which marginalization and exclusion are experienced. Analysis across countries of who is being left behind demonstrates that among the most disadvantaged are women and girls who face the compounded effects of gender-based and other forms of discrimination. The factors that contribute to women’s and girls’ disadvantages do not operate in isolation. Differences

¹⁴ United Nations General Assembly. 2019. *Climate change and poverty Report of the Special Rapporteur on extreme poverty and human rights**. Human Rights Council, Forty-first session 24 June–12 July. (also available at: <https://undocs.org/A/HRC/41/39>).

¹⁵ GFDRR. 2015. *Managing the Impacts of Climate Change on Poverty* [web page]. In: GFDRR [online]. Accessed at: <https://www.gfdr.org/en/feature-story/managing-impacts-climate-change-poverty>

¹⁶ European Commission. 2016. *Impact of climate change and environment on poverty* [web page]. In: *European Commission* [online]. Accessed at: https://ec.europa.eu/knowledge4policy/foresight/topic/diversifying-inequalities/impact-climate-change-environment-poverty_en

¹⁷ United Nations. n.d. *SDG 13* [web page]. In: *Sustainable Development Goals* [online]. Accessed at: <https://sdgs.un.org/goals/goal13>

¹⁸ United Nations. 2015. *Transforming our world: the 2030 Agenda for Sustainable Development*. New York. (also available at: <https://sustainabledevelopment.un.org/content/documents/21252030>).

¹⁹ FAO. 2016. *Meeting our Goals, FAO's Programme for Gender Equality in Agriculture and Rural Development*. Rome.

related to wealth, location and ethnicity, for example, combine to create deep pockets of deprivation across a range of SDGs.²⁰

25. People get left behind when they lack the choices and opportunities to participate in and benefit from development progress. All persons living in extreme poverty can thus be considered as 'left behind', as can those who endure disadvantages or deprivations that limit their choices and opportunities relative to others in society. It is important to understand who is left behind and the reasons for being left behind. United Nations Development Programme (UNDP) outlines five factors that may lead to people being left behind: discrimination, geography, governance, socio-economic status and shocks and fragility. Discrimination could be based on gender, age, income, ethnicity, caste, religion, disability, sexual orientation, nationality, as well as whether a person is indigenous, a refugee, displaced or their migratory status. Shocks and fragility caused by climate change can cause communities, nations and sub-regions to be left behind.²¹
26. Sex disaggregated data alone fail to adequately reflect the groups of women and girls who are most deprived and left behind. Identifying those furthest behind requires simultaneous disaggregation of data by multiple dimensions, including income, sex, age, race, ethnicity, migration status, disability, geographic location and other characteristics relevant to national contexts. Only after assessing the full effects of multiple discrimination and clustered deprivation can policies be tailored to meet the needs of the target populations.²²

Paris Agreement

27. The preamble of the Paris Agreement states "Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity".²³ The Paris agreement, therefore, addresses those that are usually left behind.
28. The **Sendai Framework for Disaster Risk Reduction**, the Paris Agreement and the 2030 Agenda for Sustainable Development highlighted the need for urgent action to respond to climate change, and to address its role as a driver of migration.²⁴
29. The **United Nations Convention to Combat Desertification (UNCCD)**, is now complemented by the Gender Action Plan and the 2016 Paris Agreement adopted at the Conference of the Parties of the UN Framework Convention on Climate Change (COP21). Both agreements highlight the important role that women can play in accelerating efforts to combat climate change and land degradation. The Convention recognizes the importance of women in its implementation and identifies critical areas for their engagement. It further states that parties will seek to increase and strengthen the

²⁰ UN Women. 2018. Progress on The Sustainable Development Goals. New York

²¹ UNDP. 2018. What Does it Mean to be Left Behind: A UNDP discussion paper and framework for Implementation. New York.

²² UN Women. 2018. Progress on The Sustainable Development Goals. New York.

²³ Women 2030. 2018. *The great eight: calling for human rights principles in the Paris Agreement's Work Programme* [web article] In: *Women 2030* [online]. Accessed at: <https://www.women2030.org/the-great-eight-calling-for-human-rights-principles-in-the-paris-agreements-work-programme/>

²⁴ FAO. 2017. *Migration, agriculture and climate change. Reducing vulnerabilities and enhancing resilience*. Rome. (also available at: <http://www.fao.org/3/I8297EN/i8297en.pdf>).

participation and leadership of women at all levels in decision-making and local implementation of the UNCCD, including in drought management and sand and dust storms and Land Degradation Neutrality (LDN) interventions, aiming to reach gender parity by 2030. The purpose of the gender action plan is to make the implementation of the Convention and the UNCCD 2018-2030 Strategic Framework gender-responsive and transformative, and thus more effective, efficient and successful, by providing guidance to Parties and other actors on policies and measures to mainstream gender and achieve gender equality and the empowerment of women and girls.²⁵

30. **The Enhanced Lima work programme on gender and its gender action plan:** In 2014, the COP established the first Lima work programme on gender (LWPG) (Decision18/CP.20) to advance gender balance and integrate gender considerations into the work of Parties and the secretariat in implementing the Convention and the Paris Agreement so as to achieve gender-responsive climate policy and action. COP 22 decided on a three-year extension of the LWPG, with a review at the COP 25 (Decision 21/CP.22). The first gender action plan (GAP) under the UNFCCC was established at COP 23.
31. The enhanced gender action plan sets out objectives and activities under five priority areas that aim to advance knowledge and understanding of gender-responsive climate action and its coherent mainstreaming in the implementation of the UNFCCC and the work of Parties, the secretariat, United Nations entities and all stakeholders at all levels, as well as women's full, equal and meaningful participation in the UNFCCC process.²⁶ The five priority areas are: capacity building; knowledge management and communication; gender balance, participation and women's leadership; coherence; gender responsive implementation and means of implementation and monitoring and reporting (to improve tracking of and reporting on gender related mandates under the Lima work programme on gender and its action plan).

²⁵ UNCCD. 2018. *Gender Action Plan*. Bonn, Germany. (also available at: https://www.unccd.int/sites/default/files/documents/2018-01/GAP%20ENG%20%20low%20res_0.pdf).

²⁶ UNFCCC. 2019. *Report of the Conference of the Parties on its twenty-fifth session, held in Madrid from 2 to 15 December 2019*. (also available at: <https://unfccc.int/documents/210472>).

2.2 FAO Policy Framework on Gender and Social Inclusion

FAO Gender Policy (2020)

32. The revised FAO Gender Policy (2020–2030), builds on the lessons learned from the first implementation period and the recommendations made by the Evaluation of FAO’s work on Gender (2018).²⁷ The policy aligns with recent international frameworks and commitments, particularly with the SDGs and the second generation of the UN System-wide Action Plan for Mainstreaming Gender Equality and the Empowerment of Women (UN-SWAP 2.0), launched in 2018, and the UNCT SWAP Scorecard. The goal of the FAO gender policy is to achieve equality between women and men in sustainable agriculture and rural development for the elimination of hunger and poverty. The policy has four objectives:
- i. Women and men have equal voice and decision-making power in rural institutions and organizations to shape relevant legal frameworks, policies and programmes
 - ii. Women and men have equal rights, access to and control over natural and productive resources, to contribute to and benefit from sustainable agriculture and rural development
 - iii. Women and men have equal rights and access to services, markets and decent work, as well as equal control over the resulting income and benefits
 - iv. Women’s work burden is reduced by enhancing their access to technologies, practices and infrastructure, and by promoting an equitable distribution of responsibilities, including at household level.²⁸
33. All four objectives are aligned to a number of SDG targets. Objective two aligns with SDG 13, target 13b, “Promote mechanisms for raising capacity for effective climate change-related planning and management in LDCs and SIDS, including focusing on women, youth and local and marginalized communities”. The gender policy notes that “Ensuring women’s rights and access to natural resources is also essential to improve their resilience in the face of the increasingly adverse effects of climate change and environmental degradation, which often exacerbate the gender gap in agriculture”.
34. The policy identifies gender mainstreaming and targeted interventions as a two-fold strategy for the advancement of gender equality in the agricultural and rural sector. The policy seeks to adopt integrated and gender-transformative approaches in all cases, taking into consideration the differentiated needs of women and men, as well as actively seeking to redress unequal power dynamics by challenging the discriminatory social norms, behaviours and attitudes that are at the root of persisting gender inequalities. The policy sets 17 Minimum Standards, which are aimed at ensuring that the gender dimensions are adequately integrated in all institutional processes and functions through specific requirements for accountable offices and divisions. These include the need to systematically collect and incorporate sex-disaggregated data in all its major statistical databases and related SDG platforms and a requirement to undertake a Country Gender Assessment (CGA) in order to inform FAO’s country-level planning and programming and

²⁷ FAO. 2018. *Evaluation of FAO’s work on Gender*. Thematic Evaluation Series. Rome. (also available at: <http://www.fao.org/3/ca3755en/ca3755en.pdf>).

²⁸ FAO. 2020. *FAO Gender Equality Policy 2020-2030*. Rome.

formulation and revision of the Country Programming Framework (CPF), as well as any other FAO interventions at the country level.

34. FAO has made gender integration into climate change programmes a priority, as enshrined in its corporate Strategy on Climate Change, and has developed the Gender in Climate Smart Agriculture (CSA) as Module 18 of the Gender in Agriculture Sourcebook. It has also recently published the training manual on How to Integrate Gender Issues in Climate-Smart Agriculture Programmes, as well as the Climate-Smart Agriculture Sourcebook.²⁹

FAO Policy on Indigenous and Tribal Peoples (2010)

35. The policy is motivated by the fundamental fact that indigenous communities make up a substantial portion of the world's food insecure, that respect for indigenous knowledge, cultures and traditional practices contributes to sustainable and equitable development and by recognition of the benefits that arise from closer collaboration. The purpose of the policy document is to provide FAO with a framework to guide its work on indigenous peoples' issues. The policy is guided by the following core principles: self-determination; development with identity; free, prior and informed consent; participation and inclusion; rights over land and other natural resources; cultural rights; collective rights; and gender equality.³⁰
36. The policy outlines the following priority areas of work:
- i. Natural resources, environment and genetic resources.
 - ii. Climate change and bioenergy.
 - iii. Land and territories.
 - iv. Food security, nutrition and the right to food.
 - v. Communication and knowledge systems.
 - vi. Cultural and biological diversity.
 - vii. Economic opportunity for sustainable livelihoods.
37. The policy outlines the objectives listed below for engaging with indigenous peoples:
- i. Improve its institutional environment and capacities to respond to and collaborate with indigenous peoples and their organizations.
 - ii. Enhance the capacity of governments to engage indigenous peoples at the national and international level, in pursuance of their rights and visions of development.
 - iii. Integrate indigenous peoples' issues into those normative and operational areas of its work that affect or support indigenous peoples and their traditional agriculture, food and livelihood systems.
 - iv. Facilitate the direct and effective participation of indigenous peoples in current and future FAO programmes and activities that affect indigenous peoples. It will support

²⁹ FAO and CARE. 2019. *Good Practices for Integrating Gender Equality and Women's Empowerment in Climate-Smart Agriculture Programmes*. Atlanta

³⁰ FAO. 2010. FAO Policy on Indigenous and Tribal Peoples. Rome. (also available at: http://www.fao.org/fileadmin/user_upload/newsroom/docs/FAO_policy.pdf).

- enabling environments to foster inclusion of indigenous peoples in the design, execution and evaluation of policies and programmes that concern and/or affect them.
- v. Establish measures to collaborate with indigenous peoples and discourage ventures that will have an adverse impact on their communities. When there is a direct impact or relation to indigenous peoples' issues, it will follow the provisions of the UN Declaration on the Rights of Indigenous Peoples that relate to free, prior and informed consent.
 - vi. Approach indigenous peoples in a way that answers to, interacts with and learns from their unique food and agriculture practices, livelihood systems and specific sociocultural circumstances, thus building on their potential contributions and actively encouraging 'development with identity.'
 - vii. FAO activities that affect indigenous peoples will be guided by the human rights-based approach to development, premised on the notion that everyone should live in dignity and attain the highest standards of humanity guaranteed by international human rights law. It will be guided in particular by the core principles expressed in this policy document and by the UN Declaration on the Rights of Indigenous Peoples.

FAO Migration Framework (2019)

38. The purpose of the FAO Migration Framework is to guide the organization in carrying out its work on migration at global, regional and country levels. It aims to ensure greater coordination between technical units and decentralized offices, and strengthen coherence and synergies across the organization.
39. FAO's approach to migration is guided by three principles: inclusiveness (gender responsive, child sensitive, youth sensitive and culturally sensitive); and sustainability and managing complexity. FAO works on four main thematic areas:
 - i. In rural areas of origin, minimize the adverse drivers of migration and boost alternatives in order to make migration a choice.
 - ii. Facilitate rural mobility and ensure people can move regularly and safely between rural and urban areas as well as across international borders.
 - iii. Enhance the positive impacts of migration for agriculture and rural communities.
 - iv. Promote resilience and agricultural livelihoods for migrants and host communities.³¹

People living with disability

40. FAO does not have a policy on people living with disability, however, it is guided by the United Nations Disability Inclusion Strategy (UNDIS), which represents a comprehensive strategy for ensuring that the United Nations system is fit for purpose in relation to disability inclusion. It provides a foundation for sustainable and transformative progress on disability inclusion through all pillars of the United Nations' work.
41. It includes a system-wide policy, and an accountability framework with two components, along with other implementation modalities. The policy establishes the highest levels of commitment and a vision for the United Nations system on disability inclusion for the next decade, and aims at establishing an institutional framework for the implementation of the

³¹ FAO. 2019. *FAO Migration Framework – Migration as a choice and an opportunity for rural development*. Rome. 128 pp. (also available at: <http://www.fao.org/3/ca3984en/CA3984EN.pdf>).

Convention on the Rights of Persons with Disabilities and the 2030 Agenda for Sustainable Development, among other international human rights instruments and development and humanitarian commitments. The accountability framework establishes clear and achievable objectives against which the United Nations will be accountable at individual entity and country team levels.

42. The policy states that "Organizations, both individually and collectively within the United Nations system state their intention and commitment to continue to pursue the goals of inclusion and empowerment of persons with disabilities and their human rights, well-being and perspectives. Organizations will systematically embed the rights of persons with disabilities across the work of the United Nations, both externally in programming and internally, and will build trust and confidence with persons with disabilities to ensure that they are valued and respected in their dignity and rights and that they find an enabling environment to fully and effectively participate in the workplace on an equal basis with others".

FAO Rural Youth Action Plan (2020)

43. FAO does not currently have a youth policy or youth strategy. The closest to this is the recently Committee on Agriculture (COAG)-endorsed Rural Youth Plan (October 2020). The action plan addresses the need to make rural areas more attractive for young women and men. The goal of the Action Plan is to contribute to the realization of the SDGs by equally empowering rural young women and men, protecting children and other excluded youth groups. The Action Plan has five pillars: Pillar 1: Support youth participation in rural development, within the context of integrated Landscape and Territorial Approaches; Pillar 2: Foster youth employment in an inclusive green economy; Pillar 3: Strengthen rural youth capacities for the use of innovative approaches and technologies in food and agriculture; Pillar 4: Promote rural services for youth and agripreneurs, and Pillar 5: Building FAO institutional capacity to address rural youth areas of work.³²

FAO Framework on Ending Child Labour in Agriculture (2020)

44. The FAO Framework on Ending Child Labour in Agriculture (2020) guides FAO and its personnel in the integration of measures addressing child labour within FAO's programmes and work at the global, regional and country levels. It aims to enhance compliance with FAO's operational standards and strengthen coherence and synergies across the organization and with partners. Specifically, the framework intends to: increase the understanding of what child labour is in agriculture; clarify why FAO works on the issue and what its mandate and areas of work are; help country offices in liaising with FAO stakeholders, such as agricultural line ministries, and other relevant ministries (in particular the ministry of labour) and partners, raising their awareness on the links between child labour and FAO's areas of work; and support country offices in liaising with resource partners and mobilizing partnerships and action to help end child labour in agriculture.³³
45. The framework notes that there is a correlation between climate change and increase in child labour. In the next decade, up to 175 million children are likely to be affected every year by natural disasters brought about by climate change. Addressing child labour will be ever more urgent in the context of climate change, environmental degradation,

³² FAO. 2020. Rural Youth Action Plan (RYAP). Committee on Agriculture, Twenty-seventh Session, 28 September-2 October 2020. Rome. (also available at: <http://www.fao.org/3/nd385en/nd385en.pdf>).

³³ FAO. 2020. *FAO framework on ending child labour in agriculture*. Rome

unpredictable weather patterns and soil depletion, which forces families to seek alternative sources of income. FAO's approach to addressing child labour is informed by four principles, inclusiveness, sustainability, integrated approach and collaboration.

FAO framework on rural extreme poverty

46. The FAO Corporate Framework on Rural Extreme Poverty supports the realization of FAO's three global goals by placing more emphasis on leaving no one behind, reorienting its work towards reaching the extreme poor in rural areas, and increasing FAO's capacity to effectively support countries in their efforts to meet the SDGs, particularly Target 1.1.³⁴
47. The three goals are:
 - i. eradication of hunger, food insecurity and malnutrition, progressively ensuring a world in which people, at all times, have sufficient safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life;
 - ii. elimination of poverty and the driving forward of economic and social progress for all, with increased food production, enhanced rural development and sustainable livelihoods; and
 - iii. sustainable management and utilization of natural resources, including soil, land, water, air, climate and genetic resources for the benefit of present and future generations.
48. The objective of the Corporate Framework on Rural Extreme Poverty is to guide FAO's relevant areas of work by focusing more on reducing rural extreme poverty, and by putting key mechanisms in place to enable the Organization to support its Member States more effectively as they work towards achieving Target 1.1 of the SDGs. The strategy has five principles namely: social and economic inclusion; participation, voice and ownership; equality; equity and accountability and do no harm.

³⁴ FAO framework on rural extreme poverty: Towards reaching Target 1.1 of the Sustainable Development Goals. Rome.

3. FAO's work in climate change: past and evolving structure

49. FAO's work on climate change and gender and inclusion of other social groups has been evolving over the past five years. More work has been done in the area of gender and climate change than in other social groups. FAO's work on climate change is guided by the FAO Strategy on Climate Change which is assessed below with regards to how it addresses gender and inclusion of other social groups such as indigenous peoples, youth, migrants or refugees, people with disability and the extreme poor.

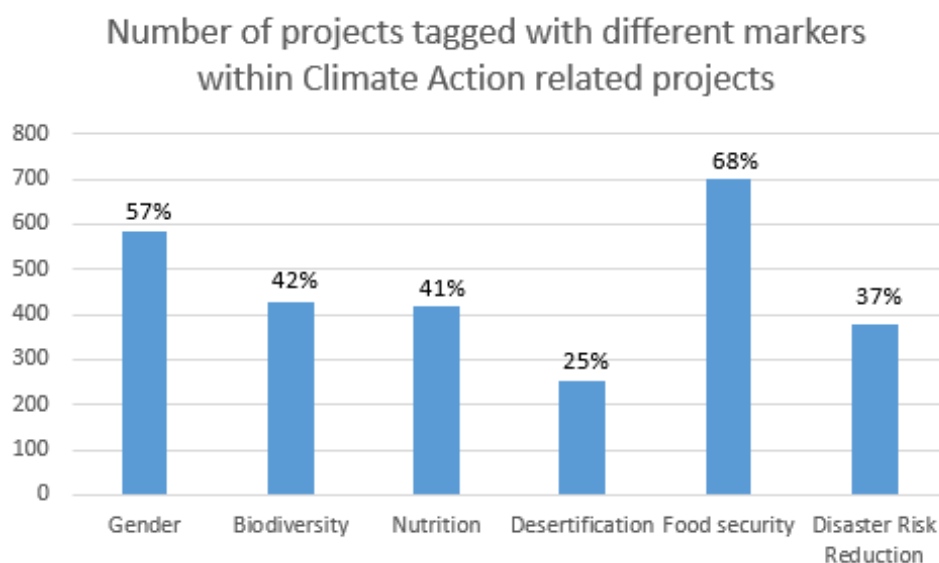
3.1 FAO Strategy on Climate Change

50. The FAO Strategy on Climate Change (2017) has as one of its key principles, "leave no one behind". The strategy notes that "prioritizing the most vulnerable groups and countries is at the heart of this strategy, and FAO consequently considers gender-specific vulnerabilities and needs, along with opportunities and capabilities with regard to climate change for vulnerable communities, including communities living in fragile environments such as SIDS, drylands, mountain areas or coastal zones". It also notes that the strategy is implemented in the context of the FAO Gender Policy and the Indigenous and Tribal Peoples Policy". The strategy does not, however, expand on "other vulnerable groups" or "others" that are usually left behind, such as youth, people living with disability, migrants and the extreme poor. The strategy, however, addresses youth and migrants under SP3. The poor are also addressed under SP3 but not the poorest or extreme poor, although they are mentioned in the introduction of the Climate Change Strategy.
51. The strategy "considers gender-specific vulnerabilities and needs along with opportunities and capabilities with regard to climate change" and is implemented in alignment with the FAO Policy on Gender Equality. The strategy also envisages support to countries in integrating a gender perspective in their National Adaptation Plans and in the implementation of their Nationally Determined Contributions (NDCs).

3.2 FAO climate change and gender portfolio

52. An analysis done of by the evaluation team of the FAO climate change portfolio, shows that out of the 1024 projects tagged as contributing to adaptation and/or mitigation, 582 projects (57 percent) were tagged as contributing to gender.

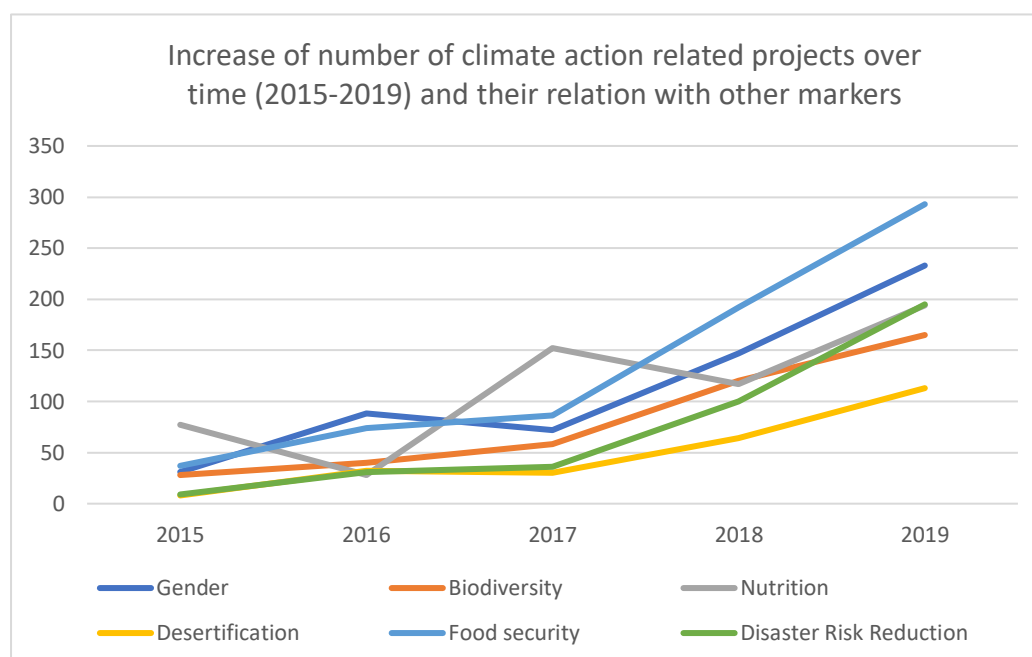
Figure 1: Climate action projects tagged with gender marker and other markers



Source: Evaluation team

53. Out of the projects marked as contributing to mitigation and adaptation measures, the number of projects marked as contributing to gender has increased over the period 2015–2019.

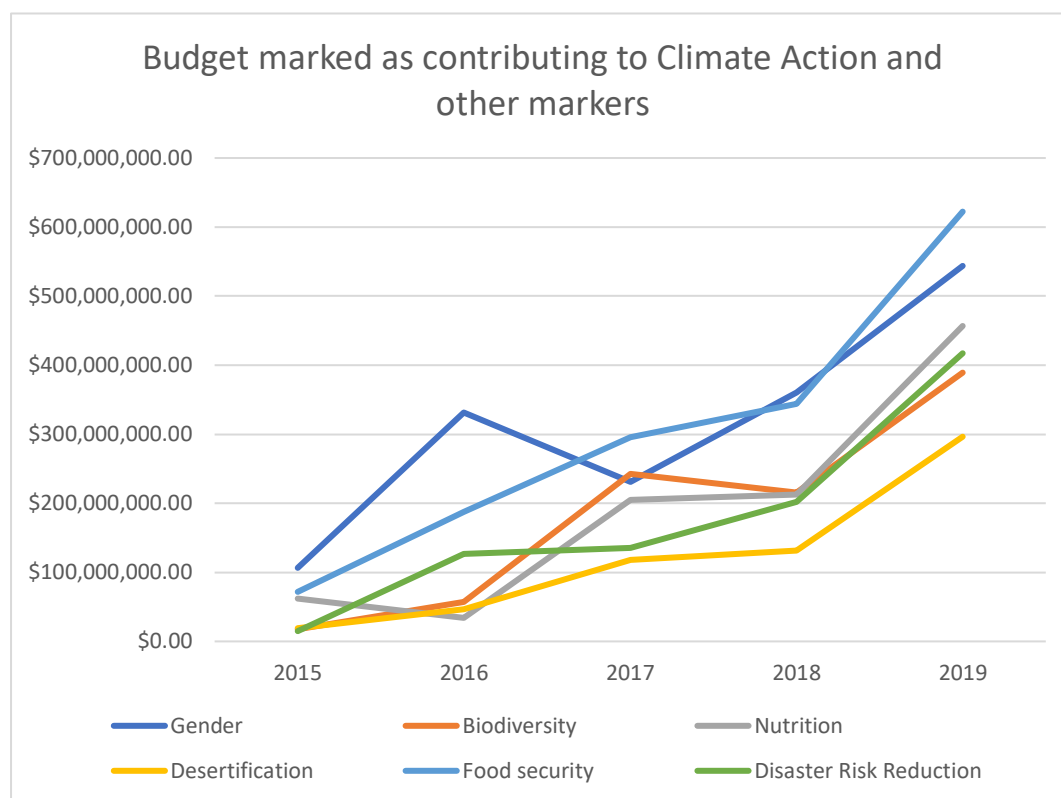
Figure 2: Trend in climate action and gender related projects and other markers 2015–2020



Source: Evaluation team

54. There has also been a matching increase in the budget allocated to gender out of those projects marked as contributing to mitigation and adaptation measures over the period 2015–2019.

Figure 3: Trend in budget marked for climate action and gender and other markers



Source: Evaluation team

4. Findings

4.1 Is FAO making a relevant and effective contribution to globally agreed climate action targets?

4.1.1 Contributions to SDG 13 and related SDGs by FAO in the different sectors

Finding 1. FAO has made some relevant and effective contributions to SDG 13, related SDGs and globally agreed climate action targets in mainstreaming gender and women-specific issues at the global level. However, this is limited to a few sectors of FAO work and is not yet systematic.

55. FAO supported the adoption of the Enhanced Lima Work Programme on Gender and its Gender Action Plan (GAP). One of the important contributions to gender through UNFCCC has been through submissions to the first gender work plan in the UNFCCC and the most recent Enhanced Lima Work Programme, which was adopted in 2019. FAO has supported other multilateral environmental agreements such as the United Nations Convention to Combat Desertification (UNCCD) and Convention on Biodiversity (CBD) and their financial mechanisms, such as the Global Environment Facility (GEF) and Green Climate Fund (GCF) and national level implementation.³⁵
56. FAO is making a contribution in the area of gender in the UNFCCC framework, including supporting countries to develop gender-responsive National Action Plans (NAPs). FAO has been instrumental in bringing country voices back to the global level at UNFCCC through multiple side events in different fora, connecting countries back to the global discourse. This has been done through training agriculture negotiators, including women involved in UNFCCC, for example, the training that took place at the Committee on World Food Security.³⁶ FAO organized around the key entry points in the NAP processes, based on the elements outlined in the UNFCCC Technical Guidelines for the NAP Process produced by the Least Developed Countries Expert Group (LEG). FAO also provides guidance on addressing gender in the enabling activities that facilitate progress and increase effectiveness in the NAP process, including the establishment of institutional arrangements, capacity development, stakeholder engagement, information sharing and securing finance. FAO engaged actively in the global discourse on gender, adaptation and agriculture (including NAPs and NDCs) to more clearly define *gender-responsive adaptation*. It raised awareness and provided practical guidance based on evidence of NAP-Ag country experiences. The following outputs were realised: case studies, videos, contribution to global guidance materials, webinars, and workshops.³⁷

³⁵ FAO. 2020. *Submission by the Food and Agriculture Organization of the United Nations (FAO) To the United Nations Framework Convention on Climate Change (UNFCCC) In relation to Lessons learned among Parties that have integrated gender into national climate policies, plans, strategies and action, and on the actions that Parties are taking to mainstream gender in any updates thereto (table 4, D6, Annex to 3/CP.25)*. (also available at: https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202003311245---FAO-Submission-Gender_3CP.25.pdf).

³⁶ FAO. 2018. *CFS 45* [web page]. In: FAO [online]. Accessed at: <http://www.fao.org/cfs/home/plenary/cfs45/side-events/061/en/>

³⁷ NAP Global Network. 2019. *Toolkit for a Gender-Responsive Process to Formulate and Implement National Adaptation Plans (NAPs)*. (also available at: <http://napglobalnetwork.org/resource/toolkit-for-gender-responsive-national-adaptation-plans/>).

57. FAO has contributed to high-level advocacy in large climate and women's conferences, such as the Commission on World Food Security (CFS), Commission on the Status of Women (CSW), and other high-level events on gender or climate agenda.
58. There are some sectors, divisions and units at FAO that have not mainstreamed gender in their climate change-related work. Some units indicated that it was difficult to mainstream gender because either they do not have the technical knowledge, or they perceive their work to be too technical to mainstream gender. More is examined on this in the sections below.

Finding 2. FAO has made limited contributions to SDG 13 and related SDGs with work on indigenous peoples and migration. Contributions to address people with disability within the context of climate change have been negligible. Also, work with the extreme poor is not singled out but is inter-woven within the different social groups.

59. **Indigenous and tribal peoples:** FAO has contributed to SDG 13 and related SDGs through submissions made to UNFCCC in relation to the Local Communities and Indigenous Peoples Platform (LCIPP)³⁸ facilitative working group. Examples of submissions include submission on existing policies and practices for the participation of indigenous peoples and local communities, submission on exchange of experiences and sharing of best practices on climate change mitigation and adaptation, and submission on views on possible activities related to the implementation of the function of the LCIPP. FAO has provided technical support to UNCCC to set up a mechanism on indigenous peoples for policy discussion as part of the International Indigenous Peoples Forum on Climate Change (IIPFCC). However, this has not permeated throughout FAO within the Office of Climate Change, Biodiversity and Environment (OCB).
60. **Migration:** FAO is co-chairing the Global Migration Group with the International Organisation on Migration (IOM). FAO collaborates with UNFCCC in areas such as adaptation strategies, addressing loss and damage associated with climate change, and sharing knowledge and lessons through the Nairobi Work Programme on impacts, vulnerability and adaptation to climate change.³⁹ These efforts with international conventions are not translated into practice in FAO's initiatives on climate change.
61. **People living with disability:** FAO has not had specific focus on people living with disability in its work on climate change.

Finding 3. FAO has made some notable contributions to SDG 13 and related SDGs with work on youth. Youth focused activities have mostly been through ad hoc initiatives and projects, and there still remains a gap in integrating youth engagement structurally within the work of FAO at the planning phases. In the recent months, there have been organization-level initiatives such as the creation of FAO Youth Committee comprising FAO staff with the general intention to prioritise youth engagement. However, partnerships on youth-focused activities have been limited to a few organisations and groups.

62. Overall at the global level, FAO is giving more priority and visibility to youth. FAO is working with national organisations that are involved in youth processes and bringing rural youth

³⁸ FAO. n.d. *Climate change resources: submissions* [web page]. In: FAO [online]. Accessed at: <http://www.fao.org/climate-change/resources/submissions/en/>

³⁹ FAO. 2017. *Migration, agriculture and climate change. Reducing vulnerabilities and enhancing resilience*. Rome. (also available at: <http://www.fao.org/3/I8297EN/i8297en.pdf>).

to participate actively in policy related initiatives, thereby increasing the voice and representation of youth.

63. FAO has made policy contributions on youth and climate change as inputs into NDCs. At the global level, FAO is part of the Youth and United Nations Global Alliance (YUNGA), a partnership between United Nations agencies, civil society organizations and other entities that work with children and young people.⁴⁰ YUNGA has a food security and climate change challenge badge as well as a gender challenge badge. The climate challenge badge helps to raise awareness about how everyday actions contribute to climate change and serves to help youth understand why climate change matters, motivates them to take action and encourages them to become positive drivers of change in their communities and within international arenas.
64. The recently COAG-endorsed Rural Youth Plan (October 2020), which addresses some climate change issues, presents opportunities for FAO to contribute to SDG 13 and other related SDGs in the future. FAO has a youth committee that started with young FAO staff and is growing to include external youth and has established an indigenous youth forum.

4.1.2 What types of initiatives are more effective?

Finding 4. FAO has a number of programmes and projects that have been effective in mainstreaming gender into climate change projects. Women-specific initiatives have been effective to some extent. A limited number of the initiatives have yielded gender transformative results because the majority of initiatives have addressed participation and inclusion and produced sex-disaggregated data without really addressing the gender gaps. FAO's efforts at gender and social inclusion works well at the global and normative levels, but remains weak at the national and local levels.

65. A number of programmes and country examples are discussed below as examples of how FAO has integrated gender in its work on climate change.

Programmes and national level examples

66. **Integrating Agriculture in National Adaptation Plans Programme (NAP-Ag):** A partnership with UNDP, the programme supported eleven countries (Colombia, Uganda, Zambia, Uruguay, Guatemala [did not work out], Kenya, Gambia, Thailand, Nepal, Philippines and Viet Nam) to address climate change adaptation (CCA) concerns related to the agriculture sectors. FAO's Climate Change Strategy identifies the need to support countries to integrate a gender perspective in their NAPs and in the implementation of their NDCs. The programme mainstreamed gender through capacity assessments, trainings on gender analysis and gender in planning, analytical studies, collection of sex-disaggregated data for adaptation monitoring and increased participation in adaptation planning by women and women's groups.⁴¹ An example of Uganda is given below as an example of NAP-Ag's work in integrating gender.

NAP-Ag national level example

67. **Uganda:** Based on results from a stocktake that included a gender analysis, Uganda was able to identify the gender gaps in climate change-related issues. A thematic area was

⁴⁰ FAO. n.d. YUNGA [web page]. In: FAO [online]. Accessed at: <http://www.fao.org/yunga/background/en/>

⁴¹ FAO. n.d. NAP-Ag: gender mainstreaming [web page]. In: FAO [online]. Accessed at: <http://www.fao.org/in-action/naps/overview/programme-activities/gender-mainstreaming/en/>

identified and formulated to address the gender gaps and facilitate the development and implementation of a gender-responsive NAP–Ag. The data from the stocktake was consolidated and included in the NAP–Ag draft. This was followed by a budget call circular that was issued by the Ministry of Finance, Planning and Economic Development, requiring the mandatory mainstreaming of gender and climate change into all sectoral budget framework papers and district local government plans, starting with the 2017/18 fiscal year. Strengthening the gender mainstreaming capacity of parliamentarians, central government, district government and non-state actors was a key part of the process, with four training sessions held. Technical officers were trained to develop their skills in gender-responsive value chains, impact evaluation, and cost-benefit analysis, as part of adaptation planning. Farmers were trained in gender-responsive appropriate pasture and livestock management. Mainstreaming gender issues into the NAP–Ag process contributed to Uganda's efforts to address gender gaps. It highlighted opportunities for the integration of women's empowerment and gender equality into national climate change actions. This effort supports Uganda's NDC and other international and national commitments.⁴²

68. **FAO and UNDP Joint Programme on Scaling up Ambition on Land Use and Agriculture through NDCs and NAPs implementation (SCALA):** In 2020, FAO and UNDP launched SCALA, a new USD 20 million, multi-country support programme. Gender mainstreaming is a cross-cutting area of work throughout the programme's support to countries to translate their NDC and NAPs into actionable and bankable transformative interventions in agriculture and land use. FAO and UNDP are also promoting their guide for trainers and gender in adaptation planning for the agriculture sectors (2019), a tested, practical and comprehensive resource for countries to draw on as they work to integrate gender into their adaptation planning processes, including NDC revisions. The guide has been used in the preparation of workshops for *subnational planners in The Gambia* (organized by the NAP Global Network) and *national planners in Asia Pacific* (hosted by the government of The Philippines and organized by the NDC Partnership). The programme has recently started and there are no results yet, however, since this is a continuation of the NAP Ag, it will use lessons learnt from NAP Ag and build on results to potentially yield gender transformative results.
69. **GEF portfolios:** Gender mainstreaming is a strong requirement for GEF. However, it was noted that it is too early to identify gender transformative results as the GEF work on gender mainstreaming has been progressive, and has been strengthened in GEF-7. The GEF-7 policy recommendations include a new Policy on Gender Equality which is to promote gender-responsive approaches towards addressing some of the limitations of GEF-6. This is a clear direction that gender equality is also a key element of GEF-7.

GEF national level examples: Senegal and Malawi

70. **Senegal:** Four out of the seven initiatives that formed part of the Senegal country case studies indicate that the projects specifically targeted women. For example, the project 'Mainstreaming ecosystem-based approaches to climate-resilient rural livelihoods in vulnerable rural areas through the Farmer Field School methodology'. The project has recently been selected by the GEF as one of the projects to be introduced in the GEF Good Practice Briefs. The project is a joint effort between the Ministry of Agriculture, other national partners, FAO and the GEF to reduce climate change induced threats by

⁴² FAO & UNDP. 2017. *Gender and Adaptation Planning in the Agricultural Sectors: The Case of Uganda*. Rome, Italy, FAO 12 pp. (also available at www.fao.org/in-action/naps).

introducing CCA dimensions through agro-pastoral field schools and Dimitra Clubs. The project employs a multi-sectoral approach by combining two innovative and community-based approaches, farmer field schools and Dimitra Club. The farmer field schools and the Dimitra Clubs methods enable improvement in technical skills and community empowerment for resilience and CCA, with a strong focus on gender and social inclusion.

71. The Dimitra Clubs have proved to be socially inclusive mechanisms that increase the participation of rural women and men in community decision-making. In the context of CCA, the approach boosts women's leadership in decision-making processes, improves social cohesion and gender equality and facilitates access to information and knowledge by the most vulnerable and marginalized, including rural women and youth.⁴³
72. The approach has facilitated changing of behaviours and mindsets of local communities and farmers, resulting in the mobilization of 15 000 people in homogeneous groups of women, men and young people to identify specific constraints related to their contexts and to implement actions to improve their resilience and strengthen their climate adaptation capacity. Dimitra Clubs have also improved gender equality and increased women's participation in decision-making processes. The project aims to create in each community the combination of approaches that increase technical skills and social mobilization for resilience and CCA. Farmer field schools and Dimitra clubs are creating an enabling environment.⁴⁴
73. There is evidence of collective action and women's empowerment emerging from the project results. Dimitra Clubs have led to community action to face climate change, for example, the village of Saré Boubou have changed their behaviours and triggered new social dynamics. The population of the village set up stone barriers with the technical support of the farmer field schools and the Institut National de Pédologie (National Institute of Soil Science) to preserve arable land, an example of CCA. The erosion control measures have proven to be successful, demonstrating the added value of the methodological alliance to help communities to take collective decisions and actions. It was noted that due to Dimitra Clubs, women have increased their self-esteem and improved their leadership capacities.
74. It must be noted that Dimitra Clubs have long been identified as an innovative and gender transformative community based approach within FAO and the early results of this GEF project are largely due to the nature and set up of Dimitra Clubs. The Dimitra Clubs as well as farmer field schools present an opportunity for implementation of future climate change initiatives.
75. **Malawi:** Building Climate Change Resilience in the Fisheries Sector in Malawi was highlighted by the GEF independent evaluation report as a best practice in project design. The project provides an extensive gender analysis, presents gender-differentiated vulnerabilities, and identifies priority issues and corresponding actions. Gender is referenced in almost all project components, and an extensive gender mainstreaming strategy has been developed to monitor the effectiveness of activities for women and men.

⁴³ FAO. 2019. *Pilot Good Practices Briefs Information Sheet Senegal*. Rome.

⁴⁴ FAO. 2020. *Mainstreaming ecosystem-based approaches to climate-resilient rural livelihoods in vulnerable rural areas through the Farmer Field School methodology. Implementation Report 2020. Period: 1 July 2019 to 30 June 2020*. Rome.

The project recognizes that women are vital stakeholders in managing and using aquatic resources. Awareness raising and gender sensitization activities are organized at community level to facilitate equal participation of different categories of women and men. Gender-differentiated technologies and adaptive actions to address the specific risks and barriers women face to adapting to climate change and to reducing their vulnerability are incorporated in the project activities. Adaptation technologies and approaches that will directly benefit women, including exploring the feasibility of the Thiaroye fish smoking technology. The project is adopting the gender-transformative approach (GTA) as a tool to address unequal power relations and challenging oppressive norms, behaviours and structures.⁴⁵ This is going to be achieved through identification of the change that is needed, together with the different groups to improve kilns promoted by this technique to address the issues of economic productivity and food security through reduction of post-harvest losses (at least 10 percent to 50 percent), improve occupational safety and health, reduce women's work burden and mitigate GHG emissions and improve energy efficiency by reducing charcoal consumption and optimizing the use of biomass. The project has potential for gender transformative results due to its design, however, results are yet to be realised.

76. **REDD+**: has mainstreamed gender in a number of countries. Through land tenure work, FAO used VGGT to analyse tenure guidelines which guide involvement of women. Some gender considerations include publishing tools to provide guidance on gender mainstreaming in the context of REDD+. These include the Methodological Brief on Gender, the Checklist on Gender Responsiveness and provision of advisory support by setting up criteria and indicators for evaluating and tracking on an annual basis within the framework of the FAO Gender Marker System. Advisory support is provided to help colleagues identify entry points and implement gender actions. The programme conducted a number of gender analyses to support the formulation of new projects, including initiatives such as 'Building global capacity to increase transparency in the forest sector (CBIT-Forest)' and 'Global Transformation of Forests for People and Climate: a focus on West Africa', a project where FAO is actively engaged with the Economic Community of West African States (ECOWAS).

REDD+ national level examples

77. REDD+ provided guidance to **Peru** to mainstream a gender approach in a proposed Climate Change Law and the 2018–2020 Stakeholder Participation Plan. In **Honduras**, a gender approach was integrated into the draft REDD+ National Strategy, including in its main statement of objectives. While in **Myanmar**, acting on the 2018 findings on the gender and REDD+ analysis and gender-responsiveness of Myanmar's engagement processes, women's participation in consultations on the REDD+ National Strategy increased from 21 percent in 2017 to 42 percent in 2019.⁴⁶

⁴⁵ GEF. 2018. *Evaluation of Gender Mainstreaming in the GEF*. Washington DC. (also available at: https://www.gef.io/sites/default/files/ieo/evaluations/files/gender-study-2017_2.pdf).

⁴⁶ FAO. 2020. *Submission by the Food and Agriculture Organization of the United Nations (FAO) To the United Nations Framework Convention on Climate Change (UNFCCC) In relation to Lessons learned among Parties that have integrated gender into national climate policies, plans, strategies and action, and on the actions that Parties are taking to mainstream gender in any updates thereto (table 4, D6, Annex to 3/CP.25)*. (also available at: https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202003311245---FAO-Submission-Gender_3CP.25.pdf).

78. **Project on Scaling up Implementation of the Enhanced Lima Work Programme on Gender and its Gender Action Plan (Enhanced LWPG and GAP) in agriculture and the Koronivia Joint Work on Agriculture (KJWA):** The project supports the implementation of the Enhanced LWPG and GAP and involves seven LDCs (Ethiopia, Kiribati, Myanmar, Nepal, Senegal, Solomon Islands and Uganda) through a number of activities that include supporting gender sensitive and transformative revised NDCs. The programme includes capacity building and supporting women focal points to participate in UNFCCC negotiations. This project has potential to be effective in mainstreaming gender in climate change but there are no results yet as the project is at its infancy.
79. **The Strengthening Agricultural Adaptation (SAGA) Programme:** has incorporated gender focus and gender mainstreaming activities but there are no early results yet.
80. **Mitigation of Climate Change in Agriculture Programme (MCCA):** The MICCA work generates technical knowledge, working on the ground and with partners and one of its objectives is to mainstream gender in CSA through online communities of practice and online learning events. It also mainstreams gender in other activities through gender-sensitive policies, plans, strategies and actions, including revised NDCs and implementation of the KJWA.
81. **Empowering women in food systems and strengthening the local capacities and resilience of SIDS:** In January 2020, Empowering women in food systems and strengthening the local capacities and resilience of SIDS in the agri-food sector was launched under the Resilient and Sustainable Food Systems Programme. The project aims to support women in efficient and climate-resilient agri-food value chains. The programme is being implemented in Barbados, Comoros, Sao Tome and Principe, Samoa, Palau and Saint Lucia. A focus on gender equality in the SIDS can become a driver of resilience and food and nutrition security in the context of climate change. The project is also in line with the Commitments of the SAMOA Pathway (SIDS Accelerated Modalities of Action) and the SDG sub-target 13.b, which call on the promotion of mechanisms for raising capacity for effective climate change-related planning and management in LDCs and SIDS, including a dedicated focus on women.⁴⁷ Through encouraging the adoption of a coherent approach to promoting gender equality and climate resilience in food systems interventions, this project will directly contribute to the three pillars of the Global Action Programme on Food Security and Nutrition in Small Island Developing States (GAP); strengthen the enabling environments for food security and nutrition; improve sustainability, resilience and nutrition-sensitivity of food systems; and empower people and communities for food security and nutrition.

Country examples

82. **The Forest and Farm Facility:** is working with the Ghana Federation of Forest and Farm Producers (GhaFFaP). GhaFFaP is a national federation of Forest and Farm Producer Organizations (FFPOs) drawn from three ecological zones of Ghana – the Savannah, Transition and Forest ecological zones – for promoting the interest of forest and farm producers in Ghana.⁴⁸ GhaFFaP has a membership of 167 837 across the various ecological

⁴⁷ FAO. 2019. Project Document: Empowering women in food systems and strengthening the local capacities and resilience of Small Island Developing States (SIDS) in the agri-foods sector. FMM/GLO/145/MUL. Rome.

⁴⁸ The Ghana Federation of Forest and Farm Producers (GhaFFaP). 2020. Building Inclusive Communities, Climate Resilience and Poverty Alleviation.

zones, comprising 72 949 women (44 percent), 94 788 men (56 percent) and 33 691 youth (20 percent) forest and farm producers.⁴⁹ The key approaches adopted by GhaFFaP include the implementation of the GhaFFaP 2030 Agenda working with women advocates, coaches and mentors. These three groups of women leaders seek to identify and mentor other women members that can serve as champions. There are four key GhaFFaP 2030 Agenda strategic initiatives that contribute to building climate resilience and sustainable forest and farm business, with a critical focus on women. These are sustainable national dialogue series, sustainable financial transformation, promotion of green economy and charcoal producers landscape restoration. The federation is also advocating for women's access to land by discussing the issue in key events.⁵⁰ In response to the challenges that members are facing due to the COVID-19 pandemic, the Ghana Federation of Forest and Farm Producers (GhaFFaP) has called for a special stimulus package for rural women who are often excluded from such programmes.⁵¹

83. **Mountain Partnership Products Initiative:** is supporting the Pan Himalayan Grassroots Development Foundation in India, which helps women farmers by introducing and marketing climate resilient crops. In India's Kumaon Himalayas, chamomile production is helping to improve incomes for the growing number of women-headed households in Uttarakhand State. This predominantly rural area faces the challenges of male outmigration and poor food security, caused by the degradation of fragile ecosystems. Although chamomile is not a traditional product in this area, it was introduced to women farmers in 2015 by the Pan Himalayan Grassroots Development Foundation as a climate resilient crop that could generate additional income during winter. The women are members of a collective of female self-help groups and producers, Mahila Umang Producers Company, that promotes sustainable livelihoods through the establishment of micro-enterprises. The tea producers have now grown to more than 100 farmers in 13 villages of the river basin who are growing chamomile as a value-added crop that is sundried and processed into herbal tea, increasing household income. The market reach is expanding with the product, now sold in a large organic food restaurant in New Delhi, India, owned by the Hyatt Group among other stores.⁵²
84. In **Jordan**, FAO is implementing a green jobs project "improving rural livelihoods, environment and green jobs opportunities in Mafraq Governorate in Jordan". The project is aimed at increasing income and livelihoods. Women constitute 60 percent of the beneficiaries.
85. It was noted in the country reports related to this evaluation that in **Bangladesh, Haiti, Uruguay and Fiji**, not enough is being done to mainstream gender in the actual implementation of the country climate change projects. In some cases, the CPF has integrated gender but, on the ground this is not reflected during implementation. One of

⁴⁹ Rawgist. 2020. *GhaFFaP raises issues affecting women farm producers for redress*. (also available at: <https://www.rawgist.com/ghaffap-raises-issues-affecting-women-farm-producers-for-redress/>).

⁵⁰ Cedi Dollar. 2020. *Gov't urged to liaise with traditional authorities to secure land for female farmers*. (also available at: <https://www.cedidollar.com/govt-urged-to-liaise-with-traditional-authorities-to-secure-land-for-female-farmers/>).

⁵¹ News Ghana. 2020. *Give special stimulus package to rural women- GhaFFaP*. (also available at: <https://newsghana.com.gh/give-special-stimulus-package-to-rural-women-ghaffap/>).

⁵² Mountain Partnership. 2020. *Women Blossom with the help of Chamomile Tea*. (also available at: <https://mountainpartnership.exposure.co/womens-livelihoods-blossom-with-the-help-of-chamomile-tea>).

the reasons was limited or no resources allocated to gender mainstreaming. Another reason was that tradition and culture prevent women from being included.

86. It should be noted that the majority of the work on gender and climate change within FAO is at the level of participation and inclusion, which is a good step in the right direction. However, there are limited examples where the work has moved beyond participation and inclusion to being gender transformative. In the initiatives discussed above, only the work of GEF with Dimitra Clubs and farmer field schools in Senegal can be considered to be moving towards being transformative. It is important to note that the most recent initiatives in climate change have improved gender mainstreaming in their design and it is hoped that this would be reflected in the results if the implementation follows the project design. Such examples include the SIDS initiative and some of the GEF projects discussed earlier.
87. The FAO climate change portfolio analysis discussed in section 3.2 shows an increase in the number of projects tagged with gender markers as well as increase in budget, however, this is not reflected in the implementation and gender related results.

Finding 5. FAO has initiatives focusing on climate change and indigenous peoples and pastoralists at the country level, however, these initiatives are found in a few countries. Overall, besides limited project level integration, indigenous peoples' issues are not given priority within OCB.

Programme and national level examples

88. The REDD+ paper on collective tenure rights addresses issues of land tenure rights for indigenous people and local communities to ensure that there is local justice. Assessments of indigenous peoples have been conducted and work is under way to develop action plans. REDD+ has made an effort to ensure that indigenous people are fully engaged. However, this is still work in progress.

REDD+ national level examples

89. In **Viet Nam**, through a collaborative effort with women and men from ethnic minorities and private companies in Lao Cai producing traditional herbal medicinal products, ethnic minority women are seeing positive changes in livelihoods, both in terms of income as well as access to markets.
90. FAO and the Ministry of the Environment of **Panama** are collaborating in the development of a National Forest Monitoring System (NFMS) through the UN-REDD programme. The NFMS aims at providing reliable forest resource information in order to promote a more sustainable management of forests as well as national forest policies. As a part of this process, FAO is working with indigenous peoples and main forest dwellers that play an invaluable role in managing forests sustainably. This initiative focuses on strengthening the capacity of indigenous technicians and traditional authorities in forest management and governance through building a community-based monitoring system. A large proportion of the natural forests in Panama are located in indigenous territories, FAO has been working

hand in hand with indigenous peoples, who have been actively involved throughout the process.⁵³

91. The **Honduras** country case study identifies two projects that stand out in terms of support to indigenous peoples. The REDD projects proposed the first approaches to the indigenous population in the area of forest conservation. Support was given to the ICF's assessment and proposals for the legalization of territories in indigenous regions.⁵⁴ In addition, the PROMUCLIMA empowerment project, which is empowering women, includes actions aimed at incorporating indigenous peoples into the control and management of forests. This strengthening is reflected in the project's indicators and actions.⁵⁵
92. Overall, besides limited project level integration, indigenous peoples' issues are not given priority within OCB and FAO as a whole. Indigenous peoples' contribution to climate change within FAO is very marginal. There is no holistic approach in FAO on indigenous peoples and climate change. This was supported by data from a survey conducted with indigenous peoples and indigenous peoples' organisations as part of this evaluation survey which is discussed below.

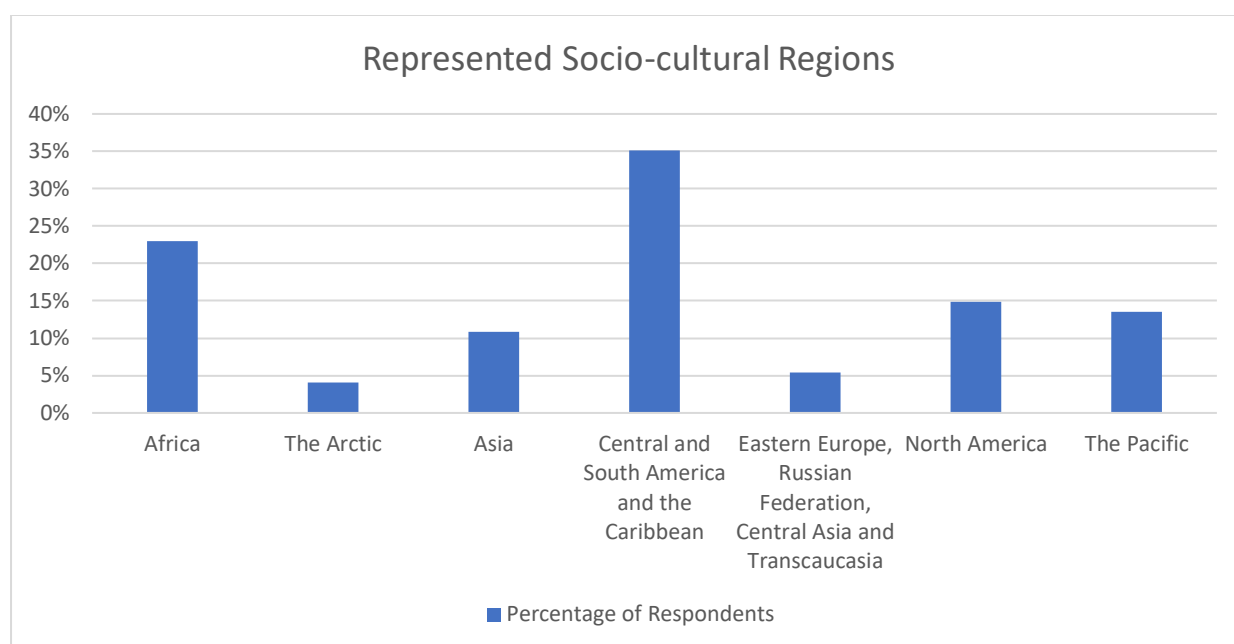
Indigenous peoples survey results

93. Indigenous communities were surveyed from across seven socio-cultural regions to understand how climate change is affecting them. The survey also gathered the respondents' opinions on FAO's work within their communities. The percentage of respondents from each region are summarized in Figure 1. The respondents comprised 54 percent male and 46 percent female and all the respondents served various functions in their communities, including food systems, territorial management and spiritual practices among others (Figure 1). The majority of respondents (64.8 percent) participated in governance and decision-making (Figure 2).

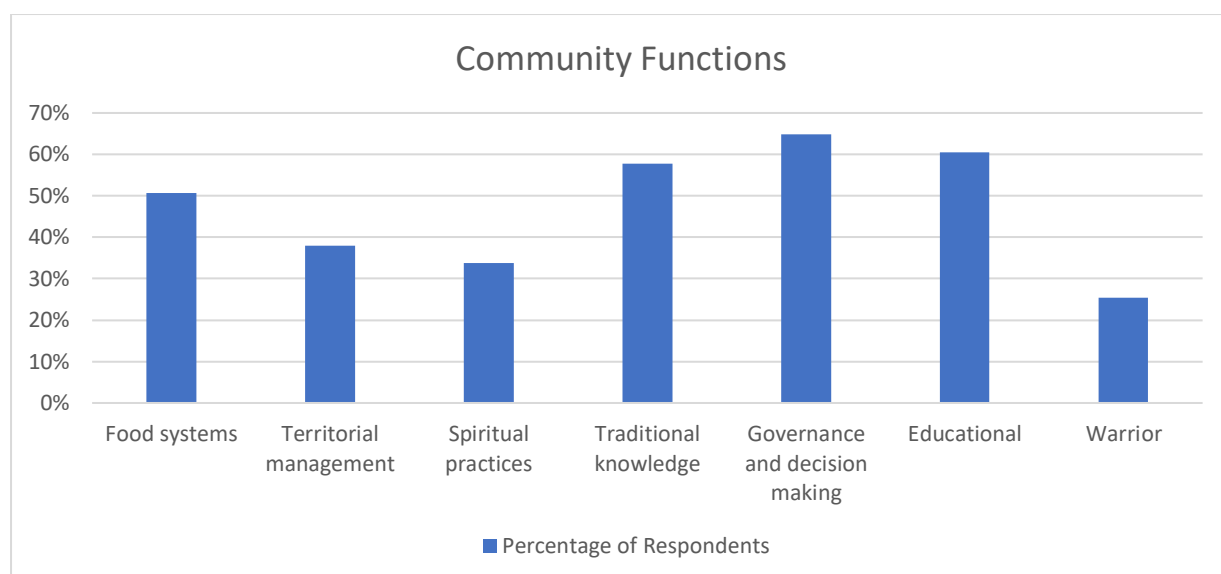
⁵³ FAO. 2019. *Community-based forest monitoring in indigenous territories in Panama*. Rome. (also available: <http://www.fao.org/indigenous-peoples/our-work/monitoring-forests/en/>).

⁵⁴ Honduras country case study.

⁵⁵ Honduras country case study.

Figure 4: Percentage of respondents in socio-cultural regions

Source: Evaluation team

Figure 5: Respondents' community functions

Source: Evaluation team

94. The effects of climate change were evident in the majority of surveyed communities as 94.5 percent indicated that they had seen changes in vegetation, animal behaviour and natural cycles in recent years. The majority of respondents highlighted changes around weather and natural cycles.
95. Most respondents (86.1 percent) said that these changes had been negative for their food, animals, pastures and biodiversity. Respondents also mentioned that pollution had been a major issue in their communities. A female respondent from the Central and South America and the Caribbean region highlighted the challenges that her community was facing with recognizing seasons due to climate change:

"In the last 10 years, in my region and rural communities, we have seen many changes in the weather, climate and other seasons. For example, before those years it was still possible to know when it is summer, when it is winter and at what moment our crops could be sown, but since those years, there have already been many changes, the climate has varied a lot, summer is strongly prolonged. That has many consequences on the crops, on the life of Mother Nature and on humanity, because there is a lot of drought, plagues, floods, diseases and little by little production decreases and poverty increases, among other things."

96. The respondents who indicated that FAO had worked in their communities in recent years was 35.6 percent, 48.9 percent responded that they had seen positive effects from FAO's work, 31.1 percent reported that the effects they witnessed had been somewhat positive, 13.3% believed that the effects had been negative and 6.7 percent said the effects had been somewhat negative. The feedback given by respondents about FAO largely related to their level of involvement in processes. Other comments given were around communication as some respondents felt that they had limited access to information. Suggestions offered were around increasing capacity of communities to enable them to voice their concerns, others were around the strategies implemented, particularly around natural disasters and emergency responses. Others highlighted the importance of direct coordination with indigenous organizations as well as coordination with governments.

Pastoralists

97. Some of the indigenous people, especially in Africa, also identify themselves as pastoralists. Only three country case studies, **Uganda, Kenya and Senegal** note that FAO is working with pastoralists on a number of projects. For example, in Senegal, pastoralists are targeted in three out of the seven projects reviewed. The three projects are noted as being focused on empowerment and transformation of the pastoralists.

Finding 6. There are some countries that are conducting vulnerability assessments to identify the extreme poor to ensure their inclusion in projects. Work on migration and climate change is visible in Bangladesh, Jordan and Turkey, while work on people with disability is very limited.

Extreme poor

98. **Senegal** has a good example of climate change projects that are targeting the extreme poor. Out of the seven projects that were analysed in the Senegal country case study, three of them targeted the extreme poor. For example, the project "Strengthening the resilience of vulnerable women in Senegal and the Sahel through adaptation to climate change, agro-ecology and the diversification of livelihoods" is exclusively dedicated to vulnerable women. A total of 10 000 women will benefit from economic empowerment through access to water for consumption and the development of income-generating activities (market gardening, cattle/sheep fattening). The targeting strategy followed was through a vulnerability assessment that included a survey as well as participatory mapping to identify vulnerable villages and households. This was done using the FAO Resilience Index Measurement and Analysis (RIMA) tool.⁵⁶ This project is currently being implemented and is in its infancy but promises to yield transformative results.

⁵⁶ Senegal country case study.

99. It should be noted that vulnerability assessments and targeting the extreme poor were commonly reported in projects associated with disaster risk reduction and was not common to all FAO climate change projects. Only two countries that formed part of the case studies, namely **Senegal and Viet Nam**, mentioned the extreme poor as a specific group that was targeted by climate change related initiatives.

Migrants

100. In Bangladesh, FAO is implementing a project in Cox's Bazaar with Rohingya migrants aimed at stabilizing landscape and improve livelihoods of the camp residents.⁵⁷ There is some consideration to address gender inequality in the provision of livelihoods or provision of employment support in the restoration activities of the surrounding forest land and the nurseries. The majority of projects in Turkey and Jordan are focused at supporting Syrian, Iraqi, Palestinian and Yemeni (in the case of Jordan) refugees.⁵⁸
101. It must be noted that examples of work on migration and climate change were very limited and appeared not to be systematic. There is a study on climate change and migration in the Sahel. OCB is also conducting another study titled 'Migration, Climate and Environmental Change in the Mena Region' which is looking at migration as a form of adaptation. Once completed, it is hoped that these studies would inform the work on migration and climate change.

Finding 7. There have been limited projects which are youth-focused. Some of the national level projects intend on building the capacity of young people at national level and reflection of youth priorities in the national plans, whereas the global level projects have mostly focused on outreach and communication to youth groups. The structured inclusion of youth, including supporting of youth-led initiatives by FAO, remains weak.

102. The **Youth Employment Initiative** works with youth organisations as service providers, facilitates their role, for example, in **Rwanda** Agribusiness Forum as an autonomous partner and in **Uganda** youth organisations are service providers. In Uganda, the BRIDGE project developed a sustainable food value chain tool, looked at three sustainable areas within the coffee value chain and is now developing a project within the value chain in the face of climate change. The project promotes youth engagement in sustainable agriculture value chains.
103. Returning youth migrants, for example in **Senegal**, are another category considered to be vulnerable, especially youth that had migrated illegally and returned find it difficult to reengage in their communities. The country case studies generally express the need to do more to ensure youth are integrated in climate change initiatives. Countries such as **Uganda, Jordan, Turkey, Nepal, Viet Nam, Honduras, Uruguay and Haiti** note that in reality, youth activities are poorly conceptualized at project design.⁵⁹

Ending child labour

1. Child labour is one of the environmental and social safeguards in FAO. In **GEF and GCF** it was observed that child labour is prevalent in some value chains. An example of this was

⁵⁷ Bangladesh country case study.

⁵⁸ Country case studies of Turkey and Jordan.

⁵⁹ Country case studies of Uganda, Jordan, Turkey, Nepal, Viet Nam, Honduras, Uruguay and Haiti.

seen in the **Ivory Coast** during the formulation of GCF and GEF projects targeting the cocoa and deforestation chains. Both projects address child labour dimensions. In **Lebanon**, work towards the elimination of child labour is taking place in conjunction with the ministries of education and agriculture. The ministry of agriculture was supported to develop a youth policy that has been adopted in 2020. The policy has a section on addressing climate change, measures that can be taken and their impact on growing food.

4.2 Is FAO fit for purpose to significantly contribute to globally agreed Climate Action targets?

Finding 8. FAO has given agriculture a prominent role on the climate change negotiation agenda. The Koronivia decision is a result of FAO's advocacy, which played a key role in the Subsidiary Body for Scientific and Technical Advice (SBSTA) and the Subsidiary Body for Implementation (SBI). FAO showed the importance of the agriculture sector as key for adaptation and mitigation of climate change, with strong potential to enhance food systems, which allows rural populations to build resilience and enhance their food security.

104. FAO has contributed significantly to important decisions in UNFCCC, such as the development of REDD+, the KJWA, the Enhanced Lima work programme on gender and aquaculture fisheries into climate agendas at various UNFCCC and other global processes. FAO is the custodian for 21 of the 230 SDG indicators identified by the UN Statistical Commission, across SDGs 2, 5, 6, 12, 14 and 15, and a contributing agency for six more. With respect to gender, FAO is custodian to indicators 2.1.1, 2.1.2, 5.a.1 and 5.a.2 and 2.3.2, which also includes gender and indigenous peoples. FAO is making specific contributions to SDG 13 1, 13.2 and 13.3 as described in the FAO climate change strategy. FAO has given attention to normative work through UNFCCC and contributed to the global gender action plan.
105. The following text illustrates how FAO has supported the African negotiators' inputs into UNFCCC.

FAO Support to the African Group of Negotiators on Climate Change⁶⁰

106. Madame Penda Kante is the Chief Negotiator of Article 6 of the UNFCCC, Article 12 of the Paris Agreement of the Least Developed Countries Group and the Africa Group and the Chief Negotiator on Gender and Climate Change at the level of the African group of negotiators. With financial support from FAO, the group benefited from two training sessions on gender and climate to strengthen its capacities in order to better prepare for the negotiations on the "Lima Work Program on Gender" scheduled for the COP 23 in Madrid. Penda Kante asserts that: "The support provided by FAO has enabled African Group of Negotiators members to better define their priorities, needs and better draft Africa's submission." She adds that "this contributed to the adoption of the two proposals submitted by the African negotiators, in particular a five-year gender action plan instead of a two-year action plan, and the inclusion of capacity building in the least developed countries in the implementation of the action plan". The Decision 3/CP.25, the Parties adopted "five-year enhanced Lima work program on gender and its gender action plan" and capacity building was made a priority in the five-year action plan "Priority A: capacity-building, knowledge management and communication", which aims as its result:"

⁶⁰ Senegal country case study.

implementation of capacity building for developing gender-responsive climate change policy”.

4.2.1 FAO’s Results Framework and strategies alignment to global international strategies on climate action, the Paris Agreement and 2030 Agenda

Finding 9. At corporate level, the 2030 Agenda “leave no one behind” principle is not clearly defined and understood by all units within FAO, while implementation is ad hoc. The need to focus on women, youth and indigenous peoples is spelt out in the FAO Climate Change Strategy.

107. As discussed in section 3.1, the FAO Climate Change Strategy has as one of its key principles, “leave no one behind”. The strategy is implemented in the context of the FAO Gender Policy and the Indigenous and Tribal Peoples Policy. However, the strategy does not expand on “other vulnerable groups” or “others” that are usually left behind, such as youth, people living with disability, migrants and the extreme poor. The strategy addresses youth and migrants under SP3. The poor are also addressed under SP3 but not the poorest or extreme poor, although they are mentioned in the introduction of the Climate Change Strategy.
108. The strategy “considers gender-specific vulnerabilities and needs, along with opportunities and capabilities with regard to climate change” and is implemented in alignment with the FAO Policy on Gender Equality. The strategy also envisages support to countries in integrating a gender perspective in their NAPs and in the implementation of their NDCs. The work on gender and climate change is guided by the FAO Gender Policy (2020), which addresses climate change action in two of its objectives. The objectives speak to focusing on women, youth and local and marginalized communities in LDCs and SIDS and this has been discussed in section 2. In addition, there is a focus on ensuring women’s rights and access to natural resources linked to resilience.
109. Work on gender, youth and indigenous peoples and climate change has been implemented mainly on a project by project basis and not thematic nor programmatic areas. Traditionally, FAO’s approach to climate change and other areas has been quite technical and does not bring out the human and social dimensions as well as it should. Work with youth, indigenous peoples and migrants is still under development, while focus on people with disability is non-existent.
110. The gap in spelling out who is considered as vulnerable groups has led to generalization and lack of focus on some of the specific groups. The “leave no one behind” principle has, therefore, not been translated into actual implementation throughout the FAO climate change portfolio because there is no corporate direction on this.

4.2.2 Climate change, gender and social inclusion in FAO's Strategic Framework – senior management communication on climate change

Finding 10. FAO's senior management pays attention to gender and climate change, but this is not systematically implemented in all sectors. Due attention is not sufficiently paid to social inclusion and climate change, specifically for youth, indigenous peoples, people with disability, migrants and the extreme poor.

111. The mandatory requirement that gender has to be mainstreamed in GEF and GCF projects has contributed to more senior managers taking gender seriously, because without a gender responsive design, the projects are not approved by GEF or GCF. The interest of donors in gender mainstreaming has contributed to this focus and this has worked to FAO's advantage. The FAO Gender Policy requires all senior managers to report on gender. However, gender was said to be considered only as a box to tick. Gender is not a standing item on the agenda of senior management. While attitudes on gender are changing, it was noted that there are still some staff who question the need to mainstream gender in their portfolios deeming them to be too technical for gender mainstreaming.
112. FAO senior management has improved its focus and communication on youth inclusion in climate change, as shown by establishing the FAO Youth committee and the recent COAG-endorsed Rural Youth Action Plan mentioned earlier in section 4.1. However, sufficient attention is still not paid to youth issues in climate change.
113. There is no evidence on a consistent communication effort on the importance of mainstreaming indigenous peoples, people with disability, migrants and the extreme poor in relation to climate action.

4.2.3 Adequacy of FAO delivery mechanisms

Finding 11. FAO has put in place delivery mechanisms to ensure gender is mainstreamed. The Gender policy also gives accountability to all to ensure that gender is mainstreamed throughout FAO work. However, the delivery mechanisms are not adequate.

114. FAO has a gender marker system and all projects are supposed to be tagged. The Gender unit has the responsibility to ensure that, through gender focal points, the gender markers are tracked. The gender marker system has been included in project cycle/design guidelines; however, the implementation has not been systematic. The gender focal person system is one of the delivery mechanisms in place to ensure gender is mainstreamed. In OCB, there is a gender focal person for the whole division and gender focal persons for each of the units who support the work of the divisional gender focal person. The gender focal person system has not been adequate because the time allocated for this task is not enough to address the gender needs of the division. In the OCB stock take report and interviews with gender focal persons, it was noted that the gender focal persons lack adequate gender mainstreaming skills. The Gender Unit also has an officer allocated to support OCB to ensure gender mainstreaming. However, this is not adequate as the officer supports other divisions. The OCB gender stock take found that there was limited and weak systematic consideration of gender in the project cycle. OCB has a gender workplan which is supposed to support gender mainstreaming, but the plan has not been fully operationalized by all units.

115. Some work streams in OCB have been successful in mainstreaming gender as discussed earlier and this has been mainly attributed to the units having a dedicated gender officer. Examples of such units are NAP-Ag and UN-REDD.
116. Delivery mechanisms, communication and coordination between FAO headquarters, regional and national levels are not adequate. The gender focal persons' network, a community of practice on gender, is meant to do this but it is still work in progress. Due to institutional changes, a number of divisions do not have gender focal persons. At the time of the evaluation, OCB's gender focal person was in transition to a regional office and there was a new gender focal person due to be appointed.

Finding 12. There are limited delivery mechanisms in place to integrate youth, indigenous peoples, people with disability, migrants and the extreme poor into climate change.

117. The Rural Youth Action Plan which was recently adopted is expected to pave way for systematic delivery mechanisms for the integration of youth in climate change and other divisions. FAO has recently introduced youth focal persons for each division, and this has potential to strengthen the delivery mechanisms. There are currently no delivery mechanisms to ensure integration of indigenous peoples, people with disability, the extreme poor and migrants.

4.3 Does FAO optimally engage partnerships that leverage the effect of its work on climate action towards impact generation?

4.3.1 Partnerships and Innovative/transformational partnerships

Finding 13. FAO has forged synergistic partnerships with other UN Agencies, government departments, NGOs and social groups. However, FAO has not done enough to include partnerships with the private sector, women's groups and advocacy groups.

118. FAO collaborates with the UNFCCC gender team and this partnership has been effective in positioning FAO within UNFCCC. Within this framework, FAO has a comparative advantage in the area of gender, agriculture and climate change. FAO has a number of joint programmes with other UN agencies, namely NAP-Ag and SCALA (UNDP); REDD+ (UNDP and UNEP); Forest and Farm Facility (International Institute for Environment and Development [IIED]); International Union for Conservation of Nature (IUCN); AgriCord and Green Jobs, a partnership with ILO. FAO's comparative advantage is in its ability to influence member states and its technical nature.
119. In addition to its usual collaboration with government ministries at the country level, FAO has forged innovative partnerships with local communities, for example, in the framework of Dimitra Clubs and in some cases with indigenous peoples (Forest and Farm Facility), associations and cooperatives. However, this is limited to these few examples.
120. FAO has not done enough to include underrepresented vulnerable groups such as youth, indigenous peoples, women's groups and pro-advocacy groups within its work on climate change. This is confirmed by the Evaluation of the FAO Strategy for Partnerships with Civil Society Organizations (2020) and the Evaluation of FAO's work on Gender (2018), which noted that "FAO has lagged in forging collaborations with non-state actors to promote gender issues and women's empowerment; there were instances in some where CSOs had a growing role in raising awareness and advocating for gender issues, such as women's

access to land, IT services, the economic empowerment of vulnerable women and women's representation in farmer and producer organizations".⁶¹

Finding 14. There is a growing awareness and some consultations to respond to the inclusion of youth and advocacy groups in FAO's climate action area. Strategic partnerships with the youth sector still need to be developed and diversified to a range of youth actors. While there are some FAO-led initiatives focusing on youth, there is lack of strategy and plan on how FAO can support and incorporate youth-led work. Similarly, partnerships with child-focused groups are also limited.

121. FAO developed an innovative public-private partnership model for youth employment in agriculture in 2011 and this has been used in the current project on Green Jobs.⁶² In addition, partnerships have been forged with academia. The model is expected to ensure that youth are integrated at all levels and ensure sustainability. This a step in the right direction, however it is limited to a few initiatives.

4.3.2 Knowledge sharing and learning

Finding 15. FAO has produced a number of knowledge products on gender and climate change and youth and climate change that have been disseminated and used for awareness raising, and skills training have been conducted. However, there are limited knowledge products in the area of climate change that focus on indigenous peoples, migration, people with disability and the extreme poor.

122. FAO has produced guides, good practice briefs and other knowledge products on gender and climate change. The following are some examples: FAO and CARE produced a document on Good Practices for Integrating Gender Equality and Women's Empowerment in Climate-Smart Agriculture Programmes; a practice brief on Gender Responsive Approach to Climate Smart Agriculture; Training Guide on Gender in Adaptation Planning for the Agriculture Sector; UN-REDD has produced a Methodological brief on Gender; and Guidance for policy makers on Gender Responsive Disaster Risk Management in the Agriculture Sector.
123. FAO has produced a number of videos and webinars on gender and climate change. FAO has produced knowledge products which are useful for cross country sharing of knowledge such as country case studies and experiences, for example, case studies on good practices in mainstreaming gender in CCA planning. In addition, FAO has convened workshops on awareness raising and skills building in different areas of gender and climate change.
124. FAO has produced knowledge products for youth and climate change, for example: Youth in Action: A compilation of youth initiatives in agriculture to address impacts of climate change. In 2018, FAO hosted a regional conference, 'Youth Employment in Agriculture as a Solid Solution to ending Hunger and Poverty in Africa' in Kigali, Rwanda. The winner of the 'Hack against Hunger' was AgriPredict from Zambia. AgriPredict pitched a web and mobile phone-based agriculture risk-management platform that uses artificial intelligence and machine learning to predict adverse weather patterns such as drought, floods and cold fronts and other conditions that favour fall armyworm outbreaks. AgriPredict won seed

⁶¹ FAO. 2020. *Evaluation of the FAO Strategy for Partnerships with Civil Society Organizations*. Thematic Evaluation Series, 10/2020. Rome. p. 28. (also available at: <http://www.fao.org/3/cb1636en/cb1636en.pdf>).

⁶² FAO. 2014. *FAO, private and public partnership model for youth employment in agriculture. Experiences from Malawi, Tanzania Mainland and Zanzibar archipelago*. Rome. (also available at: <http://www.fao.org/3/a-i4118e.pdf>).

funding, which served as the foundation for a data company that is committed to addressing climate change. This is an example of the results that learning events can produce. FAO also held a capacity building programme for agriculture technical colleges targeting youth and climate change in Lebanon.⁶³

125. FAO has produced publications on indigenous food systems that have a component of climate change. Examples of these are *Indigenous Food Systems, Agroecology and the Voluntary Guidelines on Tenure* (2015),⁶⁴ *Indigenous Peoples' Food Systems: the many dimensions of culture, diversity and environment for nutrition and health* (2009),⁶⁵ and *Indigenous Peoples' Food Systems and Well Being: Interventions and policies for healthy communities* (2013).⁶⁶
126. Although there has been progress in the number of knowledge products on climate change, gender and social inclusion, most products are not well disseminated or visible.

⁶³ FAO. 2019. *Youth in motion for climate action! - A compilation of youth initiatives in agriculture to address the impacts of climate change*. Rome. (also available at: <http://www.fao.org/3/ca5746en/CA5746EN.pdf>).

⁶⁴ FAO. 2015. *Indigenous Food Systems, Agroecology and the Voluntary Guidelines on Tenure. A meeting between indigenous peoples and FAO 2-3 February 2015 FAO, Rome Headquarters*. Rome. (also available at: <http://www.fao.org/3/a-i4549e.pdf>).

⁶⁵ FAO. 2009. *Indigenous Peoples' Food Systems: the many dimensions of culture, diversity and environment for nutrition and health*. Rome. (also available at: <http://www.fao.org/3/i0370e/i0370e.pdf>).

⁶⁶ FAO. 2013. *Indigenous Peoples' Food Systems and Well Being: Interventions and policies for healthy communities*. (also available at: <http://www.fao.org/3/i3144e/i3144e.pdf>).

5. Conclusions and recommendations

Conclusion 1. FAO has made relevant contributions, specifically through UNFCCC and support to the Enhanced Lima Work Programme on Gender and the related action plan, UNCCD and CBD. In addition, FAO has contributed through advocacy at high level events, however, there is still more work to be done.

- i. FAO should continue to make concerted efforts to contribute to global climate change agreements. It is important to ensure that OCB as a whole supports the gender team to make submissions so that there is corporate ownership.

Conclusion 2. FAO has made some contributions to SDG 13 with work on youth, indigenous peoples and migrants but more gaps still remain.

- ii. FAO's contributions to SDG 13 with regards to youth and climate change need to be reinforced to ensure that there is more visibility and impact at the global level. This could be done through profiling and propelling the FAO Youth Committee to take on more visible roles at the global level.
- iii. There is need for corporate ownership and buy-in in terms of the importance of integrating indigenous people throughout the climate change portfolio. A structure of indigenous peoples focal points could be set up in all units to ensure that all teams are aware of the need to integrate indigenous peoples at all levels and ensure there is sufficient budget for this to be implemented in accordance with the FAO strategy on climate change.

Conclusion 3. While FAO has made considerable progress on including gender equity in climate action, its results are still poorly visible at the national level. Women-specific initiatives have been effective to some extent, however, very few initiatives have yielded gender transformative results, while the majority of initiatives have only addressed participation and inclusion.

- iv. It is important for FAO to emphasise the need for a gender analysis or assessment of all climate change initiatives to ensure that gender gaps are identified during project planning. This will facilitate addressing the real needs of women and men and ensure that issues of access and control to resources and benefits and decision-making are addressed. The results should go beyond participation and inclusion to being gender transformative.
- v. Attaching a gender expert and a budget for gender to national initiatives will contribute to ensuring that the planned gender interventions as outlined in the project design are translated into implementation and results.
- vi. It is important for FAO to follow through and monitor on the ground implementation of the projects that have been tagged with gender markers to ensure the expected results are achieved at national level. It will also be important to ensure that countries are accountable to deliver the planned gender results.

Conclusion 4. OCB has not given priority to indigenous peoples; work on indigenous peoples, migrants and youth is insufficient.

- vii. FAO needs to make a stronger link on collective tenure rights, that is the rights and role of indigenous people. FAO needs to transform itself from being purely technical and pay more attention to indigenous people who live on the land.
- viii. FAO needs to prioritise indigenous peoples ensuring Free, Prior and Informed Consent guides the work of FAO at all levels. It will be important to ensure that adequate budget is allocated to this work.

- ix. Work and support to migrants needs to be systematic and ensure adequate budget allocation to ensure implementation.
- x. FAO needs to institutionalise youth in all programmes and ensure budget allocation. It is important to acknowledge the specific challenges and needs of youth and ensure these are addressed after a thorough assessment of the related climate change needs and actions.
- xi. FAO should consider the development of a Youth Policy to guide the work of FAO throughout all divisions.

Conclusion 5. There is no clear corporate direction on the “leave no one behind”; FAO has not fully defined and unpacked who the vulnerable groups are that should be considered throughout the climate change portfolio.

- xii. It is important for FAO to clearly define who is left behind beyond just referring to “vulnerable groups”. It should be clear who these vulnerable groups are. In addition, it is important to be clear on the identity of the extreme poor. Currently, some divisions and countries are using the vulnerability assessment tool (RIMA) that is used for DRR to do this but this is not the practice throughout FAO.
- xiii. It is recommended that FAO revisits its Framework on Rural Extreme Poverty and ensure that the “extreme poor” and “who is left behind” are clearly defined. It will also be important for FAO to popularise this document and ensure that strategies are put in place for the climate change portfolio to prioritise the integration of the extreme poor.

Conclusion 6. Delivery mechanisms put in place to integrate gender are not adequate for the climate change portfolio, although improvements over the past five years have been noted. There are limited delivery mechanisms to ensure youth, indigenous peoples are adequately mainstreamed.

- xiv. OCB should hire a dedicated full-time gender specialist to support mainstreaming of gender in OCB. Similarly, each country should have a gender specialist to support mainstreaming of gender in all climate change projects.
- xv. According to the FAO Gender Policy, gender mainstreaming is the responsibility of all. Therefore, it is necessary to conduct capacity building on gender for all technical staff and not just gender focal persons.
- xvi. OCB should allocate more budget to mainstream gender and ensure that the gender action plan within OCB is fully implemented.
- xvii. FAO needs to strengthen its delivery mechanisms to ensure that indigenous peoples are adequately mainstreamed.
- xviii. Delivery mechanisms to ensure that youth inclusion will also need to be strengthened especially at regional and national levels. This will require innovative approaches to ensure youth engagement.

Conclusion 7. FAO has not done enough to include partnerships with youth groups, women’s groups, private sector and advocacy groups in the area of climate change.

- xix. There is a need to partner with national or regional institutes to provide engagement with women, youth and indigenous populations to bring them on board in a meaningful way, including pro-advocacy working groups.

6. Lessons learned

The following lessons learnt were identified:

Lesson learned 1. In countries where there is already commitment to mainstream gender, it is easier to get the countries to commit to mainstream gender in climate change, for example in Uganda.

Lesson learned 2. In instances where an initiative or a country office has a dedicated gender specialist, gender mainstreaming has been adequately addressed throughout climate change portfolio, for example, NAP-Ag, REDD + and at the country level in Uganda.

Lesson learned 3. Preparing an adaptation plan can be made more robust by incorporating gender analysis. The quantitative and qualitative methods used in Uruguay illuminated the gender dimensions of the adoption of CCA.

Lesson learned 4. Identifying innovative frameworks that have worked and been proven over time to lead to gender transformative results as a framework to support delivery yields results.

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Appendix 1. Stakeholders interviewed

Name	Surname	Division	Position
Dalia	Abulfotuh	Regional Office, MENA	Rural Development Officer
Valeria	Barchiesi	Mountain Partnership Initiative	
Martial	Bernoux	MICCA	
Mauro	Bottaro	Forestry	Gender Focal Point
Amanda	Bradley	UN REDD	Gender focal point
Amanda	Bradley	UN REDD	Gender Advisor
Francesca	DallaValle	Decent rural employment	Youth Employment Specialist
Jacqueline Ann	Demeranville	ESP	Migration officer
Vermaran	Extavour	FAO Carribean Region	Project coordinator
Jessie	Fagan	Decent Rural Employment Team	Decent Rural Employment Consultant
Jennifer	Gee	Fisheries	Gender Focal Person
Ariane	Genthon	Decent Rural Employment Team	Program Officer
Ileana	Grandelis	Decent Rural Employment Team	Rural Employment Officer
Sophie	Growells	Forest and Farm Facility	Country coach
Giorgio	Grussu	Mountain Partnership Initiative	
Ana	Heureux	Climate risks and bio-economy team	Junior Professional Officer
Jeongha	Kim	Green Jobs	Decent Rural Employment Officer
Elizabeth	Laval	Mitigation for Climate Change	Consultant
Szilvia	Lehel	ESP	Gender officer
Rosalie	Lehel	GCF	Gender Focal person
Sara	Manuelli	Mountain Partnership Initiative	
Kuena	Morebotsane	GEF	Gender Focal Person
Tacko	Ndiaye	Gender Equity and Rural Development	Senior Gender Officer
Sibyl	Nelson	Office of Climate Change Biodiversity and Energy	Gender Advisor
Felix	Njeumi	Livestock	Gender Focal Person Livestock
Giorgia	Prati	ESP	Climate change and migration officer
Alejandra	Safa	ESP	Gender officer
Mirella	Salvatore	MICCA	
Svea	Senesie	Forest and Farm Facility	Fender Focal Person
Reuben	Sessa	OCB	Programme Officer
Illaria	Sisto	ESP	Gender and Development Officer
Malia	Talakai	OCB	Climate change officer and Gender focal person
Malia	Talakai	Former OCB	Former Gender Focal Person for OCB
Stella	Tereka	FAO Uganda	Gender Officer Gender and Climate change
Julia	Wolf	Integrating Agriculture in National Adaptation Plans (NAP-Ag) Programme	Natural Resources Officer
Jhony	Zapata	Forest and Farm Facility	Country coach