

Guidelines for the assessment of gender mainstreaming

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1. Introduction

1. Gender equality is a cross-sectoral goal of FAO interventions. In 2012, the Organization adopted the new **Corporate Policy on Gender Equality**.¹ With this policy the Organization commits to promoting gender equality and women's empowerment as key to eradicate hunger and poverty. The policy defined five gender equality objectives to guide FAO's work and outlined an implementation plan which included the adoption of a number of institutional mechanisms by 2015 and the introduction of 15 minimum standards to be adopted by 2017. These ensure institutional incorporation of gender equality.
2. According to the policy, FAO will work with countries, other UN agencies, civil society organizations (CSOs) and bilateral and private sector partners to make progress towards achieving these objectives by 2025:
 - Women participate equally with men as decision-makers in rural institutions and in shaping laws, policies and programmes.
 - Women and men have equal access to and control over decent employment and income, land and other productive resources.
 - Women and men have equal access to goods and services for agricultural development, and to markets.
 - Women's work burden is reduced by 20 percent through improved technologies, services and infrastructure.
 - The share of total agricultural aid committed to projects related to women and gender equality is increased to 30 percent.²
3. FAO works in two main ways to achieve these objectives. First, it has adopted **gender mainstreaming**³ into all its activities. Second, FAO designs and carries out programmes and projects that specifically target women and gender equality.
4. The responsibility for overseeing the implementation of the Policy rest with the gender team in the Social Policies and Rural Institutions Division (ESP) at FAO headquarters. In addition, FAO has a network of gender officers at the regional offices, and has gender focal points in strategic programmes, technical divisions and country offices who liaise with the Social Policies and Rural Institutions Division (ESP) and contribute to the Gender Policy in their areas of work. Also,

¹ The Policy is available at: <http://www.fao.org/policy-support/resources/resources-details/en/c/427024/>

² In mid-2000, about 5.1 percent of total official development assistance to agriculture was committed to women/gender-related agricultural projects (Ransom, E and Bain, C. "Gendering Agricultural Aid" in GENDER & SOCIETY, Vol. 25 No. 1, February 2011 48-74).

³ It is defined as the process of assessing the implications for women and men of any planned action, including legislation, policies and programmes in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men gain equality by transforming the mainstream (ECOSOC, 1997, emphasis added). Gender mainstreaming includes gender-specific activities and affirmative action, whenever women or men are in a particularly disadvantaged position. Gender-specific interventions can target women exclusively, women and men together, or only men, to enable them to participate in and benefit equally from development efforts.

departmental heads and regional, subregional and country representatives provide oversight for implementation of the policy in their units.

5. The mechanisms for monitoring and reporting on gender results are part of the minimum standards that the Policy aimed at implementing. The policy states that at an output and activity level gender results are monitored annually by the organizational units and decentralized offices. At an outcome level, gender aspects will be incorporated into the Corporate Outcome Assessment and monitored every other year.

2. Role of the Office of Evaluation (OED)

6. The Policy states that all processes led and supported by the evaluation function (OED) need to consider the extent to which FAO addresses gender equality issues. In its evaluations, the Office of Evaluation (OED) therefore needs to include an assessment of FAO's contribution towards the gender objectives stated in the Policy.

7. These guidelines are prepared to provide FAO evaluators and staff with step-by-step guidance on how the Office of Evaluation (OED) conducts gender assessment in the different types of evaluations. It complements FAO Evaluation Manual released in April 2015. In addition to these guidelines, a gender evaluation framework was developed by the Office of Evaluation (OED) (see Annex 1) to provide examples of evaluation questions based on FAO's gender objectives.

3. Step by step guidance

8. This section outlines the actions and the deliverables expected from the evaluation manager at each stage of the evaluation in order to comply with the FAO Gender Policy.

3.1 Launching the evaluation

9. As indicated in the FAO Evaluation Manual, an evaluation starts when the Director of the office of Evaluation (OED), or the Project Evaluation Coordinator, designates an evaluation manager as responsible staff for the conduct of the evaluation:
10. In order to ensure proper contextualization of gender related work, the evaluation manager is expected to:
 - Get familiar with relevant normative frameworks and concepts such as the FAO Policy on Gender Equality; concept of gender issues⁴ and dimension;⁵ gender considerations in the FAO Strategic Programme, Country Programming Framework (CPF) or field programme/project being evaluated; the Sustainable Development Goals⁶ and the CPF and FAO Project Cycle Guidelines.⁷
 - Review relevant FAO knowledge products⁸ as well as Office of Evaluation (OED) material for gender analysis⁹ and assessment (see Annex 2 and 3).
 - Check if the intervention subject to evaluation had developed a Gender Action Plan aligned to the FAO corporate gender policy and/or identified gender marker,¹⁰ and/or collected disaggregated data and information on gender effects.
 - Conduct the background search, be innovative in the search (not all programmes refer to gender but can be women empowerment, rural development etc.).

Deliverable:

Background research and portfolio analysis with gender focus

⁴ The term 'gender issue' refers to any issue or concern determined by gender-based and/or sex-based differences between women and men. Gender issues include all aspects and concerns related to women and men's lives and situation in society, to the way they interrelate, their differences in access to and use of resources, their activities, and how they react to changes, interventions and policies.

⁵ Gender Equality Dimensions are: human capital, economic empowerment, voice and right and gender capacity building.

⁶ GOAL 5: Achieve Gender Equality and Empower All Women and Girls.

⁷ Phases I to III: available in the FAO Handbook under Projects <http://www.fao.org/docrep/016/ap105e/ap105e.pdf>

⁸ FAO developed the following: the Gender in Agricultural Policies Analysis Tool (GAPo), the Gender and Rural Advisory Services Assessment Tool (GRAST), the Legislation Assessment Tool (LAT) and Governing Land for Women and Men: a technical guide to support the achievements of responsible gender-equitable governance land tenure.

⁹ It is defined as a systematic approach for determining women and men's often differing development needs and preferences and the different impacts of development on women and men. It examines women and men access and control over resources, including the division of labour between genders and their control over the inputs and outputs (benefits) of their labour. Gender analysis takes into account how class, race, ethnicity or other factors interact with gender to produce discriminatory.

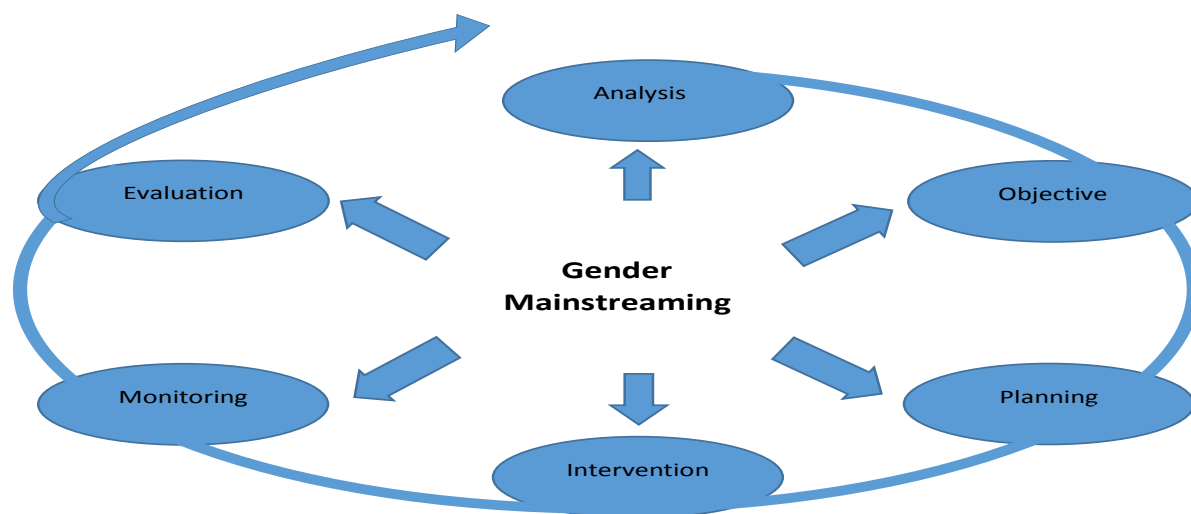
¹⁰ For interventions starting July 2015.

3.2 Defining and designing the evaluation

11. At this stage the evaluation manager carries out consultations with key stakeholders in order to determine: (a) the purpose, (b) the scope and (c) the objectives of the evaluation, as well as drawing up (d) an outline of the methodology to be used. This information will be presented in the evaluation's Terms of Reference, which will guide the entire evaluation process.

12. The evaluation manager check-list for this phase include:
 - Beside the relevant programme/project counterparts, establish contact with the gender officer as well as the gender focal point in the technical division or Country Office implementing the programme/project under evaluation to gather their views on the programme/project and suggestions on key stakeholders.
 - Identify and ensure inclusion of gender-related stakeholders in the design of the evaluation. Possible stakeholders are: Women Organizations or Community-based Organizations benefited from the intervention; Government and other national/regional institutions responsible for women equality and/or social inclusion; Civil Society Universities; and Private sector.
 - Formulate evaluation question(s) and methods addressing the consideration of gender mainstreaming at different stages of the programme/project cycle (see Figure 1), and be included in the Terms of Reference of the evaluation harmonized with the Framework for Gender Analysis (see Annex 1).

Figure1: Gender mainstreaming in programme/project cycle



Source: Adapted from Agentur Fur Gleichstellung (2011)

- In defining the team composition, the evaluation manager should identify a gender competent¹¹ team in conformity with FAO and Office of Evaluation (OED) internal rules and procedures.
- The evaluation manager should ensure that the evaluation team/gender expert is familiar with the outlines for gender assessment developed for different types of evaluations (see Annex 2 and 3).

Deliverables:

Evaluation Terms of Reference with appropriate gender focus.

3.3 Analysis

13. In accordance with the design of the evaluation the collected data is analysed to produce findings which answer the sub-questions.

14. The evaluation manager check-list for this phase include:

¹¹ Gender competency, including theoretical knowledge as well as process, sectoral and methodological competency.

- Gather feedback of stakeholders on the different perception of women and men about the changes brought by the intervention and identify gaps, limiting/enabling factors to achieving the relevant gender equality objectives targeted by the intervention.
- To complement qualitative findings, estimate the budgetary allocations to gender in the following interventions:
 - specific activity targeting women;
 - when additional contribution is required to ensure that the initiative contributes to the gender policy objectives.

3.4 Drafting and quality control of the report

15. The evaluation manager should ensure that the specific gender report and/or section is prepared following the templates attached to this guidelines (see Annexes). The gender team in the Office of Evaluation (OED) will review the draft to ensure consistency and compliance with templates.

4. Annexes

Annex 1. Gender framework

| Tool for assessing contributions to FAO gender equality objectives | | | |
|---|--|---|---|
| Gender Equality Objectives | Indicators | Evaluation questions | Data Collection - Tools/Methods |
| <p>Objective 1: Women participate equally with men as decision-makers in rural institutions and in shaping laws, policies and programmes</p> | <p>1. Number of policy processes, legislations and investment plans and fora that demonstrate equal involvement of women and men in the formulation and implementation process.</p> <p>2. Number and percentage of women and men members of community associations and organizations (e.g., irrigation, farmers, fisheries, credit groups), and the percentage of women in leadership positions.</p> | <p>Were specific analysis of women involvement/engagement in decision-making processes and/or heading rural organizations carried out? What are the relevant gender patterns in the programme field of intervention that can promote equal participation in decision making? Have all relevant gender patterns in the field of intervention been adequately identified and accounted for in programme/project design and the results framework? Has equal participation of women and men in decision-making operationalized as planned? In what ways have FAO interventions supported women to take leadership roles and actively participate in decision-making at all levels? Have FAO activities had any unintended negative impacts on women or men as decision-makers?</p> | <p>Desk reviews including reports produced by the Office of Strategy, Planning and Resources management (OSP)/Programme Planning, Implementation Reporting and Evaluation Support System (PIRES) (measure progress against SO outcome indicators, FAO results framework 2018-2019); Online surveys; Assessment of the quality of policies, legislation etc.; Quantitative/semi-structured interviews/focus groups (interview of gender officers, focal point in headquarters, counterparts and country offices,</p> |

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| | | | interviews of programme managers and partners and other stakeholders); Stakeholder analysis; Observation in workshops/ conferences/ meetings and field visits depending on the Source and nature of the intervention; Outcome harvesting; Meta-analysis. |
| Objective 2: Women and men have equal access to and control over decent employment and income, land and other productive resources | 1.Number and percentage of women and men provided with equal access to productive resources (including land) or employment generated by the FAO intervention. 2. Number and percentage of women and men benefitting from training and skills for accessing decent employment, land and other productive resources. 3. Number and percentage of micro, small, or medium-sized enterprises | What are the relevant gender patterns in the programme field of intervention that can ensure equal access of women and men to decent employment and income, land and other productive resources? Has any analysis been carried out to determine these patterns? Have all relevant gender patterns in the field of intervention been adequately identified and accounted for in programme/project design and the result framework? Has FAO support addressed inequality in terms of access to employment and resources including legal rights to land for women? Has FAO ensured that women and men have equal access to capacity building or formal education opportunities to generate employment and livelihood opportunities? | Desk reviews including reports produced by the Office of Strategy, Planning and Resources management (OSP)/Programme Planning, Implementation Reporting and Evaluation Support System (PIRES) (measure progress against SO outcome and outputs indicators), stakeholder analysis, focus group, survey. |

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| | <p>established or expanded by women and men. 4. Level of income generated by women and men benefitting from FAO intervention.</p> | <p>Did men and women receive equal pay and conditions for equal work within FAO-supported programmes? Has FAO succeeded in equally improving livelihoods of women and men in terms of income?</p> | |
| <p>Objective 3: Women and men have equal access to goods and services for agricultural development, and to markets</p> | <p>1. Number and percentage of women and men that has equal access to agricultural goods and services as well as markets. 2. Number and percentage of women and men with increased access to markets as buyers and/or sellers. 3. Number and percentage of women and men with increased ownership of productive assets (e.g., livestock, equipment for production, storage, processing, and marketing).</p> | <p>What are the relevant gender patterns in the programme field of intervention that can ensure equal access of women and men to goods, services and markets? Has any analysis been carried out to determine these patterns? Have all relevant gender patterns in the field of intervention been adequately identified and accounted for in programme/project design and the result framework? To what extent has FAO support addressed inequalities in access to goods, services, and markets? What methods has FAO applied to ensure that extension services reach women as well as men? Is extension information and awareness raising accessible to all, via use of local languages and minimizing written materials where literacy is limited? To what extent have FAO beneficiaries (women and men) accepted, adopted and/or upscaled any of the</p> | <p>Desk reviews; stakeholder analysis; online survey and case study.</p> |

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| | | <p>innovation/technologies transferred? To what extent has FAO strengthened the access of women to credit and other financial services?</p> | |
| <p>Objective 4: Women’s work burden is reduced by 20 percent through improved technologies, services and infrastructure</p> | <p>1. Number and percentage of women and men dedicated to agricultural activities broken down by role. 2. Level of work burden of rural women and men in the agricultural sector.</p> | <p>What are the relevant gender patterns in the programme field of intervention that can lead to a reduce work burden for women? Has any analysis been carried out to determine these patterns? Have all relevant gender patterns in the field of intervention been adequately identified and accounted for in programme/project design and the result framework? Have FAO activities addressed the division of labour (or led to any changes) between women and men at work when appropriate? To what extent have the technologies, services and infrastructure support of FAO contributed to reduce women's work burden? Has the project/intervention had any unintended impacts on women's work burden and or division of labour?</p> | <p>Participatory Rural Appraisals (PRA), focus group discussion, online survey, household visit; Knowledge Attitude Practice.</p> |

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| <p>Objective 5: Percentage of agricultural aid committed to women/gender-equality related projects is increased to 30 percent of total agricultural aid</p> | <p>N/A</p> | <p>N/A</p> | <p>Meta-analysis; Financial analysis (information from iMISFPMIS, Programme Planning, Implementation Reporting and Evaluation Support System (PIRES) and DWS); Focus group discussion (Office of Strategy, Planning and Resources management (OSP), Committee on World Food Security (CSF)).</p> |
|--|------------|------------|--|

| Tool for the assessment of progress against Minimum Standards | | |
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| Minimum Standards | Type of Evaluation | Source of information |
| 1. All major FAO statistical databases incorporate sex-disaggregated data where relevant and available. | Strategic, Country Programme and project/programme | Desk review, interviews |
| 2.FAO invests in strengthening member countries' capacity to develop, analyse and use sex-disaggregated data in policy analysis and programme and project planning and evaluation. | Strategic, Country Programme and project/programme | Desk review, interviews |
| 3.For all strategic objectives, a gender analysis is carried out and a gender action plan developed; progress on gender equality is measured for all corporate outcomes. | Strategic | Desk review, interviews |
| 4. A financial target for resource allocation to the FAO Policy on Gender Equality is set and met. | N/A | N/A |
| 5.A country gender assessment is undertaken as part of country programming. | Country Programme and Strategic | Desk review |
| 6.A gender equality stock-taking exercise is conducted for all services, to provide a basis for better implementation of gender mainstreaming, including progress and performance measurement. | Country Programme Evaluation | Interviews |
| 7.Gender analysis is incorporated in the formulation of all field programmes and projects, and gender-related issues are taken into account in project approval and implementation processes. | Strategic, Country Programme and project/programme | Project review and interviews |
| 9.A mandatory gender equality capacity development programme is developed and implemented for all professional staff and managers. | Country Programme | Interviews |

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| 10. Minimum competencies in gender analysis are specified, and all managers and professional staff are required to meet them. | N/A | N/A |
| 11. Each technical department establishes a gender equality screening process for all normative work, programmes and knowledge products. | N/A | N/A |
| 12. An assessment of the contribution to achieving FAO's gender equality objectives is included in the Performance Evaluation and Management System (PEMS) of all professional staff. | N/A | N/A |
| 13. Human and financial resources and normative and operational results related to gender equality from the headquarters to the country level are systematically tracked and reported to FAO governing bodies and to the UN system. | N/A | N/A |
| 14. 30 percent of FAO's operational work and budget at the country and regional levels is allocated to women-specific targeted interventions | Strategic and Country Programme | Project review, gender marker and interviews |
| 15. The share of the Technical Cooperation Programme's (TCP's) total portfolio allocated to programmes and projects related to gender equality is increased from 9 to 30 percent. | Strategic and Country Programme | Project review, gender marker and interviews |

Annex 2. Outline for the assessment of SO/SP contributions to gender equality objectives

1. Introduction
2. Methodology
 - 2.1 Purpose and scope
 - 2.2 Methods and data sources
 - 2.3 Limitations
3. The case of gender mainstreaming in SO/SP
4. FAO's institutional commitments to gender equality
5. Gender equality in SO/SP framework
6. Progress in implementing the minimum standards
7. Assessment of contributions
 - 7.1. Contributions at global level
 - 7.2. Contributions at country level
 - 7.2.1. Actual contributions
 - 7.2.2. Planned contributions
8. Conclusions

Appendix 1. Implementation Plan of FAO Policy on Gender Equality

Appendix 2. List of references

Appendix 3. Methodology for project analysis and list of selected projects

Appendix 4. Key entry points for the FAO's interventions in gender equality, by core area of work

Appendix 5. Gender-related initiatives and resources contributing to the SP results framework

Appendix 6. Contributions at country level: list of countries and selected examples

Appendix 7. Status of Country Gender Assessments in visited countries

Annex 3. Outline for the assessment of Country programme/project contributions to gender equality objectives

1. Introduction
2. Methodology
 - 2.1 Purpose and scope
 - 2.2 Methods and data sources
 - 2.3 Limitations
3. Gender equality in Country programming/project logical framework
4. Assessment of contributions (by evaluation sub-question)
5. Conclusions