

COUNTRY PROGRAMMING FRAMEWORK

Integrating gender issues

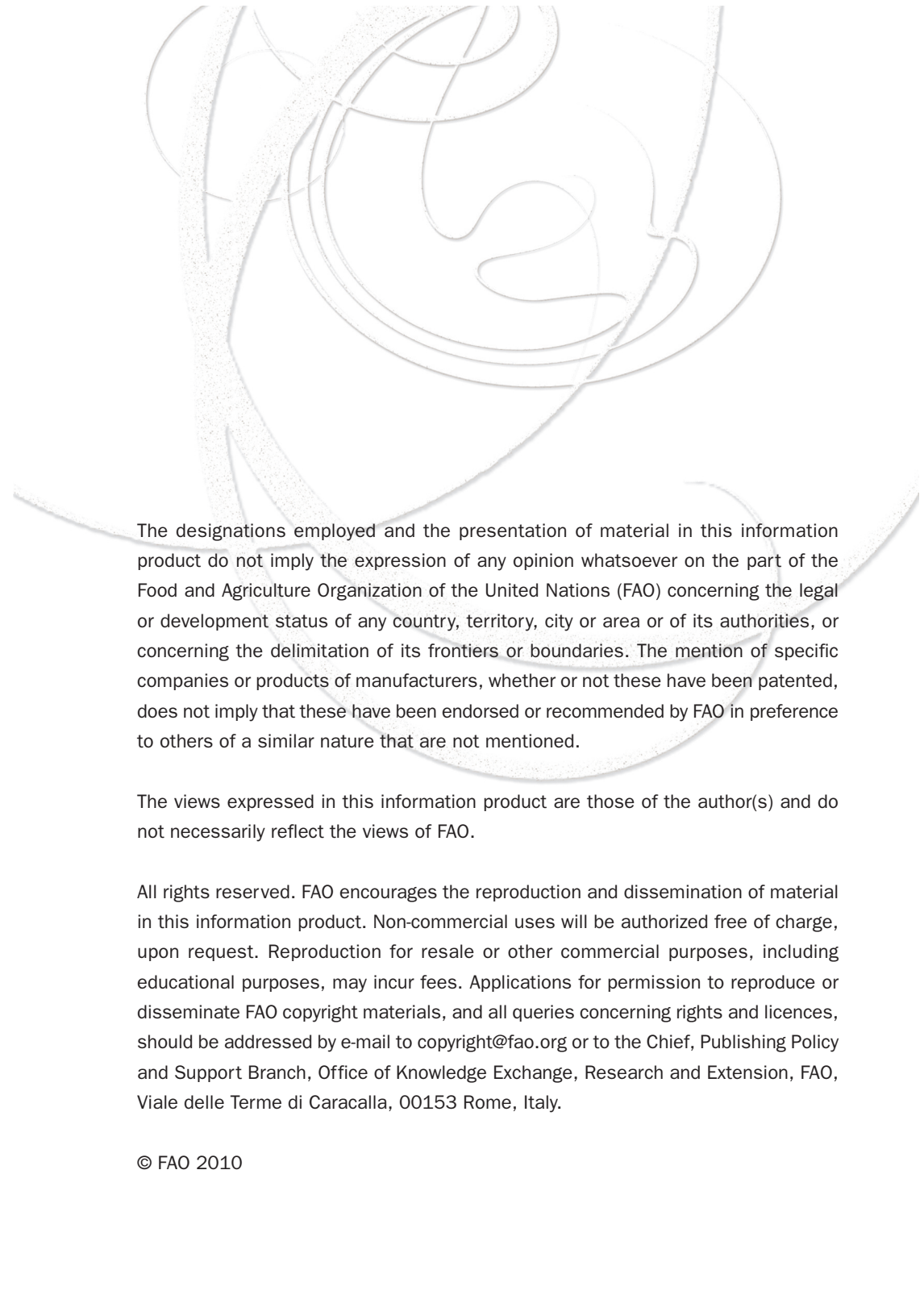


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PURPOSE

These guidelines¹ provide practical guidance to support FAO representatives and officers from headquarters and decentralized offices in integrating gender equality concerns into the **Country Programming Framework (CPF)**.²

The guidelines include a general **gender equality checklist** for CPF preparation, as well as separate **thematic guidance** to mainstream gender in FAO's mandate areas. A list of useful resources is also provided.

BACKGROUND

At the 59th Session of the UN General Assembly, Member states called on the UN System to mainstream and pursue gender equality in their country programmes, planning and instruments, and to articulate specific country-level goals in accordance with national development strategies.

Within FAO's own reform process and reflecting Member priorities, gender equality is one of the Organization's Strategic Objectives.³ These guidelines have been developed within the framework of the Organizational Result which relates specifically to enabling countries to implement joint programmes and policies to support gender equality.⁴

MAINSTREAMING GENDER IN THE COUNTRY PROGRAMMING FRAMEWORK

The CPF is a planning and management tool which outlines how FAO can best assist a country in meeting its development priorities. It sets out, in a short document, jointly-agreed, medium-term priorities for Government-FAO collaboration. The emphasis is on leveraging FAO's comparative advantage as lead agency in the sector of agriculture, forestry and fisheries, whilst aligning with a government's own strategic priorities. The identification of priorities for FAO's assistance also complements the activities of other UN Country Team (UNCT) members and those of other development partners.

The CPF opens up institutional space to mainstream gender issues into FAO's country support to agriculture and rural development and its contribution to UN Joint Programming processes such as the Common Country Assessment (CCA) and the UN Development Assistance Framework (UNDAF). However, while it is recognised that gender equality is a cross-cutting issue, to date, there have been very few CPFs that systematically include gender concerns in their preparation process and their priorities, outcomes and outputs.

Insights and observations from in-country testing of these guidelines⁵ suggest that gender should be incorporated at the start of the process. Other enabling and constraining factors to mainstreaming gender in the CPF identified include:

Enabling factors

- FAO Representative commitment to gender equality concerns;
- Dedicated human and financial resources;
- A conducive policy environment and government commitment to gender equality and women's empowerment;
- A gender institutional framework (for e.g. national machineries for women, including gender focal points in line ministries).

Constraining factors

- A limited capacity for gender analysis among staff in the Ministry of Agriculture and in FAO country offices;
- A lack of prior gender analysis of the agriculture sector on which the CPF can build.

STEPS TO MAINSTREAM GENDER IN THE CPF PROCESS

The table below juxtaposes activities in the CPF process with opportunities to incorporate gender issues. The CPF process is outlined in more detail in the CPF Guidelines. The guidance provided here should be used together with those guidelines.

ACTIVITIES IN CPF PROCESS

1. Preliminary phase

Initial request from
Government/launch of a new
CPF cycle

OPPORTUNITIES TO MAINSTREAM GENDER⁶

- Ensure that the **gender focal point** (GFP) in the Ministry of Agriculture (MoA) or other line ministry responsible for food security and rural development is invited to any initial information workshops or other dissemination activities. Where no focal point exists, invite the line ministry responsible for Gender Equality or Women's Affairs
- If the communication and information strategy is extended to other development partners (e.g. representatives of the donor community, civil society, NGOs, private sector), ensure that relevant **women's groups and organizations** participate⁷

Set up a Task Force

- Ensure that the **Terms of References (TORs)** of any national or international consultants require gender-sensitivity in core competencies and accountability

- The **Gender, Equity and Rural Employment (ESW)** division at headquarters and the regional gender officer (where exists) will provide guidance on the key gender dimensions in FAO's mandate areas (See annexes)

Secure human and financial resources

- Allocate resources, both human and financial, for work on gender issues. Where little gender analysis of the agriculture sector exists for example, a **gender situational analysis** of the agriculture sector should be commissioned early on in the process

2. Formulation

Consultation

- Meet with the **GFP** in the MoA (where exists), and/or the Ministry of Gender Equality or Women's Affairs to **identify a set of priority areas** at policy, institutional and field level on which they would like FAO to focus its assistance
- Ensure that the **GFP** in the MoA or other line ministry responsible for food security and rural development is **invited to consultations with the Government**
- Ensure that the **UN Gender Theme Group** (where it exists) and/or **UN agencies tasked with gender equality issues** in the country are part of any consultations with other UN agencies

Situation Analysis
(data collection, review national policies)

- Include an analysis of the situation, needs and constraints of both women and men also along other relevant cultural differences such as age, wealth, ethnicity and caste: Use information from the most recent **CEDAW** reports⁸, especially on **Article 14** which refers specifically to rural women; Refer to the **gender analysis** in the **Common Country Assessment**, and if commissioned, the gender situational analysis of the agriculture sector; Include **sex-disaggregated data** where available
- Review existing government commitments in relation to gender in agriculture and rural development. See for e.g. if there are **gender priorities in national agricultural policies, strategies and programmes**. See also the current or forthcoming **Poverty Reduction Strategy Paper** for any national gender commitments

Development Partner Mapping and Comparative Advantage Analysis

Prioritization and Results-based Programming (including links with the CCA and UNDAF)

- Include gender equality and women's empowerment in agriculture and rural development as a sub-sector in the ***Development Partner Matrix*** where possible⁹
- Identify opportunities and entry points to address the **gender issues in all CPF priority areas**: Refer to the Annexes for some key gender dimensions in FAO's mandate areas and **FAO's Strategic Objective on Gender Equality** (SO-K)
- Ensure that the outcomes and outputs in the **Results Matrix** reflect the needs, **priorities and constraints of both men and women** also along other differences such as age, ethnicity and caste
- Include **activities that address gender inequalities** in the (sub-) sector
- Provide **sex-disaggregated indicators** and **baselines** for outputs where possible in order to measure the impact on both women and men¹⁰
- Refer to the **gender outcomes in the UNDAF** for the **Comparison Matrix of UNDAF/CPF Results**

Monitoring and Evaluation (M&E)

3. Validation and Endorsement

4. Implementation

- Establish a monitoring system with **sex-disaggregated indicators**
- Include an **assessment of the gender impacts** (both positive and negative) in all evaluations of the CPF
- Ensure that the **GFP** in the MoA or other relevant ministries is included if an **M&E management group** is established
- Ensure that **representatives of the national machinery for women** (GFPs and/or the line ministry for Gender Equality or Women's Affairs) are invited to any consultative meetings to **review and comment** on the last draft
- Ensure that **ESW** reviews the CPF document
- Involve the **GFP** in the MoA or other relevant ministries and the **UN Gender Theme Group** in any consultations to **formulate new programmes/projects and prepare concept notes and project proposals**

GENDER EQUALITY CHECKLIST FOR CPF FORMULATION

CPF PROCESS

- ✓ Has the gender focal point in the Ministry of Agriculture and/or the line ministry responsible for women's equality participated?
- ✓ Have relevant women's groups participated?
- ✓ Has ESW HQ and the regional gender officer (where exists) been involved from the outset?

INFORMATION AND ANALYSIS

- ✓ Does the analysis consider the situation, needs and constraints of both men and women also along other cultural differences such as age, wealth and ethnicity?
- ✓ Does the CPF use the gender analysis in the CCA and in the most recent CEDAW Country Report?
- ✓ Is any data used disaggregated by sex?

PRIORITIES, OUTCOMES AND OUTPUTS

- ✓ Are existing government commitments in relation to gender in agriculture and rural development taken into account in the selection of priorities?
- ✓ Are links made between UN-system-wide commitments to gender equality in the selection of priority areas for the CPF?
- ✓ Are gender priorities addressed strategically at policy, institutional and field level?
- ✓ Have the priorities been reviewed by the Gender Focal Point at the Ministry of Agriculture and/or the Ministry of Gender Equality or Women's Affairs?
- ✓ Do the CPF outcomes and outputs address gender inequalities in the priority areas identified?
- ✓ Are sex-disaggregated indicators for monitoring and evaluating included in the Results Matrix to measure the impact on both women and men?

- ✓ Have gender experts in regional/country mechanisms (for e.g. the UN Gender Theme Group and the Gender Focal Points at relevant ministries) been consulted?

The annexes that follow provide guidance on how to mainstream gender in FAO's technical areas.

They are followed by a list of useful resources for mainstreaming gender in country programming processes (Annex 12)

- 1. Food and Nutrition Security**
- 2. Livestock**
- 3. Fisheries and Aquaculture**
- 4. Forestry**
- 5. Land and Water**
- 6. Crops**
- 7. Natural Resources**
- 8. Climate Change**
- 9. Emergencies**
- 10. Value Chains**
- 11. Employment and Livelihoods**

FOOD AND NUTRITION SECURITY

Some key gender dimensions

Gender inequalities along the entire food production chain, “**from farm to plate**” impede the attainment of food and nutritional security. Gender inequalities in **access to productive resources** (land, labour, fertilizer, credit, technology, extension and markets) for example, can **negatively affect food availability**.

Gender relations between and among men and women are important in determining vulnerability to food insecurity and malnutrition.

Gender discrimination in the allocation of household resources, including those related to nutrition, may result in an increased incidence of malnutrition among women and girls: this may be compounded in times of crises.

Other differences such as **age, wealth, ethnicity and caste** **interplay with gender** to determine food and nutrition security outcomes. Indigenous women, for example, may experience multiple forms of discrimination based on both gender and ethnicity.

LIVESTOCK

Some key gender dimensions

Animal ownership and **use of animal products** differ along gender lines.

Men, women and girls and boys often **have different roles and responsibilities** within animal production systems. These roles, however, are not static and are often renegotiated under changing economic and social conditions.

Women, men and girls and boys may have **different knowledge and skills** in various aspects of animal production: this is important to recognize particularly when it comes to preventing and controlling diseases.

Due to their different roles, women and men may have **different levels of exposure** to diseases within animal production systems. For example, in Vietnam, it was found that women, due to their closer contact with poultry, had a higher risk of being exposed to Highly Pathogenic Avian Influenza (HPAI) than men.¹¹

Women's ability to benefit from animal production may be restricted due to **precarious access to land, water, fodder and other productive assets**, on which animal production is dependent.

Women may face more **constraints** in accessing markets, veterinary services, information, technologies and credit vis-à-vis men.

Due to gender disparities in access to information and technology, women may find it particularly difficult to meet the **growing number of regulations** (for e.g. phytosanitary standards) required by more structured markets.

FISHERIES AND AQUACULTURE

Some key gender dimensions

Men and women have **different and changing roles** in the fisheries and aquaculture sector.

There are **complex relationships between and among men and women** as fisherfolk, boat owners, processors, traders and sellers.

There are **pervasive gender inequalities** in the fisheries sector, including women's limited access to resources such as new technology and information.

While industrial processing factories have increased women's and men's access to employment, **women are often temporary and paid less** than men, even for the same tasks.

Institutional arrangements, such as Community-based Natural Resource Management may **fail to ensure women's participation and equity in benefit-sharing** due to, *inter alia*, logistical constraints relating to women's time use; male bias on the part of fishery officials; social constraints ranging from seclusion to norms about women's capacities and roles; the absence of a critical mass of women; a lack of experience of public speaking and a lack of recognized authority.

Interventions which **limit women's role in fisheries and aquaculture systems** based on their reproductive and existing economic roles may actually **maintain a status quo which may be highly inequitable for rural and indigenous women**.

FORESTRY

Some key gender dimensions

Men and women may have **different roles, knowledge, interests and priorities** in forest management.

Men and women often **differently use and depend on non-wood forest products**, with women often disproportionately relying on these products.

Women and men may have **differential access to and control over trees and non-wood forest products**: gender patterns in forest tenure are often based on customary laws.

Women's **involvement in forestry activities and enterprises** may be **constrained** by social norms and poor access to extension, training, credit and markets.

There are **gender differentiated impacts of deforestation**: for men, deforestation may lead to a loss of income, while for women, it may increase their labour burden, especially in the time taken to gather fuelwood.

Participatory forestry, based on a partnership between forest departments and community institutions to manage forests sustainably, may **fail to ensure women's participation and equity in benefit-sharing** due to male bias on the part of forestry officials; social norms which place strictures on women's mobility and behaviour; men's negative perception of women's capacities and roles; the absence of a critical mass of women; and a lack of experience in public speaking.

LAND AND WATER

Some key gender dimensions

Gender, together with class, ethnicity and caste is one of the most important **determinants of land and water rights**.

There are pervasive **gender inequalities in access to and control** over land and water resources.

Institutional, social, cultural and legal practices and customs may prevent women's adequate access to and control over land and water resources.

In the context of **increasing land and water scarcity, women's access** to these resources may become **more insecure**.

Water rights and membership to water associations tied to land ownership may be particularly **marginalizing for women** who, more often than men, do not own land.

Women and men may have **different priorities and needs** with regards to land and water which result from their **different roles and responsibilities**.

Land and water policies and programmes based on a **unitary model of the household** characterized by shared interests, cooperation and the assumption of equitable intra-household distribution of benefits may **exacerbate gender inequalities and marginalize women** who may not always share interests and preferences with male household members.

CROPS

Some key gender dimensions

Women and men farmers have different roles related to crop production, but against a backdrop of changing economic opportunities and environmental conditions, the **gender division of labour may change**.

Cultural definitions of **'men's' and 'women's' crops** may be the outcome of gender inequalities in productive resources (land, labour, water, technology, information) rather than reflecting gendered preferences. In Ghana, for instance, women view maize production as a productive, income-generating activity yet do not grow it because they lack the capital to purchase the required inputs or hire labour to plough the fields.¹²

Women and men farmers often have very **distinct sets of agricultural knowledge and skills**.

Women and men farmers often have **different criteria** for choosing crops and varieties and performing activities such as selecting seed, cultivating, harvesting and processing. These criteria may be based on differences in taste, storage characteristics, time required for food preparation, labour requirements and marketability.

Gender biases in institutions mean that women farmers may face greater constraints in accessing new technology, information and training related to crops.

In some contexts, **strictures on women's mobility and behaviour prevent women accessing local seed markets** to obtain crop species and varieties and exchange knowledge.

NATURAL RESOURCES

Some key gender dimensions

Rural women and men have **different roles, responsibilities and knowledge** in managing natural resources, which may also vary substantially by age, ethnicity, and marital status.

Where women have **fewer productive resources** than men (land, labour, water, technology etc.), this increases their vulnerability to and constrains their capacity to cope with an increasingly stressed environment. It may also reduce their incentive to improve natural resource management practices and conservation.

Gender biases in institutions which often reproduce assumptions that men are the farmers mean that new technology, information and training related to natural resource management are less available to women farmers.

Men's out-migration due to deteriorating natural resources may heighten women's vulnerability at exactly the point at which their responsibilities increase.

Women are often absent from natural resource related **decision-making processes** at local, national, regional and international levels.

CLIMATE CHANGE

Some key gender dimensions

Women and men have **different access to the resources** (land, credit, agricultural technology etc.) needed to cope with the impacts of climate change: where women have **fewer resources** than men, this increases their vulnerability and undermines their capacity to adapt to a changing climate.

Climate change can **exacerbate existing inequalities** between *and among* women and men and intensify gender-specific experiences of poverty.

Men's out-migration due to deteriorating natural resources may heighten women's vulnerability at exactly the point at which their responsibilities increase.

Gender biases in institutions and attitudes mean that women may face greater constraints in accessing mitigation information and technologies.

Women are often **absent from climate change decision-making** processes at local, national, regional and international levels.

Climate change **adaptation and mitigation measures** (for e.g. social protection mechanisms, weather-based insurance schemes, seasonal climate forecasts and measures related to forests or soil carbon storage) often do not address gender issues and specifically, women's constraints to participating in these measures.

EMERGENCIES

Some key gender dimensions

Women, men, boys, and girls can have **profoundly different experiences** in conflict situations and natural disasters.

Both **physiology** and **socio-cultural norms** account for differences in women's and men's **vulnerability to crisis**. Cultural norms which restrict women's behaviour and mobility, for example, may increase their vulnerability and reduce their capacity to respond to emergencies.

Women and men have **differential access to resources** and this may influence the coping strategies available to them. Where women have fewer resources than men, this may limit their capacity to cope.

Other **differences** such as **age, wealth, ethnicity and caste** interact with gender to influence women's and men's vulnerability, capacities and coping strategies. Indigenous women, for example, may experience multiple forms of discrimination based on gender and ethnicity.

There is often a **shift in gender roles, relations and identities** during conflict and crisis: some of these changes can lead to women gaining new skills and increased autonomy and as such, emergencies can be an opportunity to redress gender inequalities.

VALUE CHAINS

Some key gender dimensions

Women's and men's participation in value chains is shaped by their **access to and control over factors of production** (e.g. land, labour and capital, technology, market information). Where women have less access to and control over such assets, it is harder for them to move from subsistence agriculture to higher value chains.

Socially ascribed responsibilities to carry out domestic tasks and **socio-cultural norms** which place strictures on women's behaviour and mobility may restrict women's participation in value chains or restrict their position within a chain.

National laws and regulations may directly or indirectly hinder women's participation in value chains. For example, membership in cooperatives and associations may depend on control over a key asset, such as land, which rural and indigenous women rarely own. For the same reason, women may have difficulty in accessing services essential for value addition such as credit and financing.

Unequal gender relations and gender asymmetries in allocation of household resources may mean that women may benefit less from the economic returns of their participation and may lose income and control as a traditional "women's crop" moves from the farm to the market.

EMPLOYMENT AND LIVELIHOODS

Some key gender dimensions

Rural and indigenous women and men may have **different entry barriers** to agricultural employment and rural livelihoods. Where women have less access to, and control over productive assets for example, this may reduce their ability to secure a sustainable livelihood.

Gender differences in education, training and skills, gender discrimination in the labour market, and **socio-cultural norms** which place strictures on women's behaviour and mobility significantly reduce women's livelihood choices.

Women represent the largest share of **unpaid workers** and there is often a **higher prevalence of women in casual employment**. Under these temporary employment conditions, they are subject to low levels of protection in terms of wage levels, employment security, health and safety and environmental standards and social protection.

While economic activity is important for achieving gender equality, increased access to employment and income for women **does not necessarily translate into an improved status or bargaining power for women**.

Economic activity is not empowering if the **benefits are diverted** away from women, or the **returns are not equal** for women and men.

Employment and livelihood policies and programmes based on a **unitary model of the household** characterized by shared interests, cooperation and the assumption of equitable intra-household distribution of benefits may **exacerbate gender inequalities and marginalize women** who may not always share interests and preferences with male household members.

USEFUL RESOURCES FOR GENDER MAINSTREAMING IN COUNTRY PROGRAMMING PROCESSES

GUIDELINES/TOOLS:

Gender in Agriculture Sourcebook (FAO, IFAD, World Bank, 2008)

www.worldbank.org/genderinag

This jointly produced publication on good practices and lessons learned guides practitioners in integrating gender dimensions in agricultural projects and programmes.

Gender Sensitive Indicators: A key tool for gender mainstreaming (FAO, 2001) www.fao.org/sd/2001/PE0602a_en.htm

This short article provides a quick guide to planning gender sensitive indicators.

Guidelines for UN Country Teams on Preparing a CCA and UNDAF (United Nations, 2009) www.undg.org/docs/9879/CCA-and-UNDAF-Guidelines-FINAL-February-2009.doc

The recently revised guidelines for CCA/UNDAF highlight gender equality as one of the five-inter-related principals that must be applied at country level. The guidelines outline some very general requirements for gender mainstreaming (p.19).

Resource Guide for Gender Theme Groups (DAW, UNICEF, UNDP, UNIFEM and UNFPA, 2005) www.undp.org/women/docs/resourceguidegenderthemegroups_eng.pdf

This jointly produced resource guide provides practical guidance to support UN Gender Theme Groups in integrating gender equality concerns into the CCA/UNDAF, the MDGs and Poverty Reduction Strategy Papers (PRSPs).

REPORTS/OTHER RESOURCES:***Gender Analysis and Gender Mainstreaming in Common Country Programming (Rao and Kelleher, 2006)***

www.undg.org/archive_docs/8159-Gender_Analysis_and_Gender_Mainstreaming_in_Common_Country_Programming_Activity_2_of_Action_Plan_.doc

This report, commissioned by the UNDG Task Team on Gender Equality, describes the findings of a gender review of 26 UNDAFs and a field review carried out in 3 countries. The report also makes several recommendations to improve attention to and action on gender equality and women's rights in the UNDAF cycle.

Gender Scorecard Country Reports www.undg.org/index.cfm?P=222

The UNCT Performance Indicators for Gender Equality (Scorecard) assess the effectiveness of gender mainstreaming by the UN Country Team. (A Users' Guide to the Scorecard has been developed by the UNDG Task Team on Gender Equality ([www.undg.org/docs/7694/UNCT-Performance-Indicators-Users'-Guide\(FINAL_sent13Aug08\).doc](http://www.undg.org/docs/7694/UNCT-Performance-Indicators-Users'-Guide(FINAL_sent13Aug08).doc)))

Gender Equity in Agriculture and Rural Development, A quick guide to gender mainstreaming in FAO's new strategic framework (FAO, 2009)

<ftp://ftp.fao.org/docrep/fao/012/i1240e/i1240e00.pdf>

This quick guide outlines the gender dimensions of FAO's strategic objectives and FAO action to achieve gender equity in agriculture and rural development.

Bridging the Gap, FAO's programme for gender equality in agriculture and rural development (FAO, 2009)

<ftp://ftp.fao.org/docrep/fao/012/i1243e/i1243e00.pdf>

FAO and Gender Website: www.fao.org/gender

ENDNOTES

¹These guidelines were prepared by Caroline Dookie under the technical supervision of Yianna Lambrou, Gender, Equity and Rural Employment Division (ESW), FAO. The guidelines benefited from the contributions of technical experts at both headquarter and field level.

Layout design: Jean-Marc Caimi (www.jeanmarcgallery.com)

²Formerly called the National Medium Term Priority Framework (NMTPF).

³Strategic Objective 'K': Gender equity in access to resources, goods, services and decision-making in rural areas.

⁴FAO Organizational Result 'K1': Delivering as One countries and networks at both country and regional level are able to implement joint programmes and policies to support gender equality, by developing and using joint tools and methodologies and drawing on FAO's expertise in gender issues related to agriculture, rural development, access to resources and emergencies.

⁵These guidelines were tested within the context of Sierra Leone's and Nepal's CPF formulation process (January - March 2010).

⁶This draws on the Resource Guide for Gender Theme Groups (DAW, UNICEF, UNDP, UNIFEM and UNFPA, 2005) www.undp.org/women/docs/resourceguidegendertemegroups_eng.pdf

⁷The gender focal point at the MoA or the Ministry for Gender Equality/Women's Affairs should be able to provide a list of women's organizations working on agricultural and rural development issues.

⁸The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) Country Reports are available at: <http://www.un.org/womenwatch/daw/cedaw/reports.htm>

⁹The UN Gender Theme Group (where it exists) should be able to provide information on who is doing what in the area of gender equality and women's empowerment in agriculture and rural development.

¹⁰See Gender Sensitive Indicators: A key tool for gender mainstreaming (FAO, 2001) for more information.

¹¹FAO, IFAD, World Bank (2008) Gender in Agriculture Sourcebook. World Bank, Washington DC.

¹²FAO, IFAD, World Bank (2008) Gender in Agriculture Sourcebook. World Bank, Washington DC.

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www.fao.org/gender