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# Pacific handbook for gender equity and social inclusion in coastal fisheries and aquaculture



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Pacific handbook for

# gender equity and social inclusion

in coastal fisheries  
and aquaculture

Kate Barclay, Brigitte Leduc,  
Sangeeta Mangubhai and Connie Donato-Hunt



Noumea, New Caledonia, 2019

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# Purpose of the handbook and target audience

This handbook is designed to give practical guidance on improving gender and social inclusion in coastal fisheries and aquaculture for staff working in fisheries agencies in Pacific Island countries and territories. It focuses on the responsibilities of Pacific Island governments to help promote sustainable development outcomes for all people relying on coastal fisheries and aquaculture for their livelihoods.

The modules are structured around the tasks involved in government work on coastal fisheries and aquaculture, that is, the planning and implementation of projects and programmes, including social analysis, monitoring and evaluation, policy development, community engagement, fisheries management, and livelihood projects.

## Origin of the handbook

In 2016, Kate Barclay was contracted by WorldFish to help illuminate the connections between community-based work and the work of governments, regional organisations and donors in Solomon Islands, Kiribati and Vanuatu, as part of a larger project funded by the Australian Government and the Australian Centre for International Agricultural Research.

In May and June 2017, Kate Barclay and Nick McClean travelled to these countries and asked people working in government agencies for fisheries management and aquaculture development, environmental protection, and women's affairs about how they approach gender and social inclusion in their work on coastal resource management and development.

Findings from these interviews were discussed in a workshop in June 2017 held at the University of Technology Sydney, with participants from WorldFish, the Australian National Centre for Ocean Resources and Security (ANCORS) at the University of Wollongong, SPC and the FAO Apia Subregional Office. The group decided it would be useful to produce something similar to the Pacific Gender and Climate Change Toolkit. A draft was written and then further developed by practitioners and researchers from a wider range of Pacific Island countries, SPC and FAO during workshops held in Nadi, Fiji, in November 2017 (funded by ACIAR projects FIS/2012/076 and FIS/2016/300) and Nadi and Suva in Fiji in November 2018 (funded by FAO). This handbook is the result of those collaborations.

## Citing the handbook and each module

The handbook should be cited as:

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Barclay K., Leduc B., Mangubhai S., Vunisea A., Namakin B., Teimarane M. and Leweniqila L. 2019. Module 1: Introduction. In: Barclay K., Leduc B., Mangubhai S. and Donato-Hunt C. (eds.). Pacific handbook for gender equity and social inclusion in coastal fisheries and aquaculture. Pacific Community (SPC), Noumea, New Caledonia. 20 p.

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Mangubhai S., Donato-Hunt C. and Kleiber D. 2019. Module 3: Monitoring evaluation and learning'. In: Barclay K., Leduc B., Mangubhai S. and Donato-Hunt C. (eds.). Pacific handbook for gender equity and social inclusion in coastal fisheries and aquaculture. Pacific Community (SPC), Noumea, New Caledonia. 11 p.

Barclay K., Leduc B., Sanders J., Kunatuba J. and Raubani J. 2019. Module 4: Government processes. In: Barclay K., Leduc B., Mangubhai S. and Donato-Hunt C. (eds.). Pacific handbook for gender equity and social inclusion in coastal fisheries and aquaculture. Pacific Community (SPC), Noumea, New Caledonia. 11 p.

Barclay K., Leduc B., Sanders J., Raubani J. and Streeter M. 2019. Module 5: The policy cycle. In: Barclay K., Leduc B., Mangubhai S. and Donato-Hunt C. (eds.). Pacific handbook for gender equity and social inclusion in coastal fisheries and aquaculture. Pacific Community (SPC), Noumea, New Caledonia. 15 p.

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# Definitions of some key terms

**Gender norms** are the accepted attributes and characteristics of being a woman or a man (ideas of how men and women should be and act) at a particular point in time for a specific society or community. They are internalised early in life through the process of gender socialisation. Gender norms are used as standards and expectations to which women and men should conform and they often result in gender stereotypes.

**Gender awareness** is knowledge about the differences in roles and relations among people based on their gender. It is the ability to view society with an understanding of how gender roles and relations affect the needs of women in comparison to the needs of men.

**Gender mainstreaming** is the process of assessing the implications for women and men of any planned action, including legislation, policies or 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 benefit equally and inequality is not perpetuated.

When integrating gender and social inclusion (GSI) into coastal fisheries and aquaculture mandates, it is important to pursue a policy or strategy that is **gender transformative**. It is quite easy to adopt policies that are gender accommodative as opposed to being transformative. Organisations can have equitable interventions to promote gender equality and social inclusion along a continuum of lesser to greater commitment. All development interventions, whether scientific and technical or focused on social development, have an impact on people: they can reinforce inequalities, support the status quo, or transform relationships between people towards more equality and inclusion.

**Gender reinforcing and socially exclusive** activities tend to ignore gender inequality and social exclusion and contribute to reinforcing existing gender roles and social norms.

**Social exclusion** is a complex and multi-dimensional process. It involves the lack or denial of resources, rights, goods and services, and the inability to participate in the normal relationships and activities available to the majority of people in a society, whether in economic, social, cultural or political areas. It affects both the quality of life of individuals and the equity and cohesion of society as a whole.

**Gender accommodative** approaches acknowledge social interactions and norms as the origin of inequalities and exclusion and adopt approaches that will support women and other socially excluded people without disturbing social norms and traditional ways.

**Gender transformative and socially inclusive** approaches strive to initiate social change to transform social relations that perpetuate inequality and exclusion.<sup>1</sup>

<sup>1</sup> Kabeer, N. 2003. Gender mainstreaming in poverty eradication and the Millennium Development Goals: A handbook for policy-makers and other stakeholders. Ottawa, Canada: Commonwealth Secretariat, IDRC and Canadian International Development Agency. 245 p.

**Table 1.** Different ways that gender equity and social inclusion are handled.

	Examples	Outcomes
Gender reinforcing and socially exclusive	In community consultation women are not invited to meetings because they are assumed to stay at home and not be involved in fishing or aquaculture. Or women and youth are invited to meetings, but men dominate proceedings and the perspectives of women and youth are not grasped by project planners.	The project benefits men through increased knowledge and control over aquaculture or fishing technologies. Women must find other sources of livelihood. Or, men receive the project training but leave the work of the project to women, and the project then fails.
Gender and social relations accommodative	In community consultation, separate meetings are held with different segments of the population to give the opportunity to discuss the issues and hear the concerns of different people: men, women, young women, young men, and men and women from different ethnic groups, castes, faiths, etc. The different perspectives are recorded by project planners, and accommodated in the project design. Separate activities may be planned, such as fisheries extension for men, and value-chain development or processing for women who sell the fish in the market	The different roles of men and women are recognised and both men and women are given opportunities for training and improving livelihoods. But existing gender norms and inequalities are not addressed.
Gender transformative and socially inclusive	In a pond-aquaculture project in Malaita, Solomon Islands, married couples were involved in farmer workshops, where the different roles of men, women and youth in food production were discussed, revealing the importance of contributions by women and youth that are usually not recognised. Some couples then reflected on working together as a team, building understanding among the group about the reality of farm production. Women's confidence to attend workshops and speak up in public meetings increased. Men recognized more of women's contributions to livelihoods.	Projects are effective in shifting gender norms to enable greater equality. Men and women are able to work more effectively together to achieve sustainable livelihoods from coastal resources.

Sources: Lawless, S., Doyle, K., Cohen, P., Eriksson, H., Schwarz, AM., Teioli, H., Vavekaramui, A., Wickham, E., Masu, R., Panda, R. and McDougall, C. 2017. Considering gender: Practical guidance for rural development initiatives in Solomon Islands. Penang, Malaysia: WorldFish. Program Brief: 2017-22.

SPC. 2015. The Pacific gender and climate change toolkit: Tools for practitioners. Noumea, New Caledonia: Pacific Community. 48 p.



# Pacific handbook for gender equity and social inclusion in coastal fisheries and aquaculture



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MODULE 1

## Introduction



**FAME**  
Fisheries,  
Aquaculture  
and Marine  
Ecosystems  
Division



**SDP**  
Social  
Development  
Programme



Pacific handbook for

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and aquaculture

## Module 1: Introduction

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Noumea, New Caledonia, 2019

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# Key points

- Progressing gender equity and social inclusion is an essential part of building a sustainable and resilient future for Pacific Island people.
- Social inequalities, such as gender inequality, hold back social, political and economic development. Gender discrimination is estimated to cost the East Asia and Pacific region USD 2440 billion annually.<sup>1</sup>
- Gender equity and social inclusion are fundamental human rights. Enabling everyone to enjoy these rights will bring tremendous gains in health, education, food security, employment and livelihoods.

## Social dimension of coastal fisheries and aquaculture

### *What are we missing when we overlook the social dimension of coastal fisheries and aquaculture?*

Over the last decade, we have made efforts to address the human dimension of natural resource management. When the human dimension is considered in fisheries and aquaculture, it is often in the context of ‘coastal communities’. However, communities are not homogenous – their members have different roles, status and entitlements.

Baseline surveys of communities generally use the ‘household’ as the basic unit. This can result in differences between the roles of women and men of various ages and their power relations being overlooked, even though inequality of household members, in terms of decision-making and income sharing, is often at the root of development and environmental issues.

There was an earlier wave of effort to promote the role of ‘women in fisheries’ in the Pacific, especially in the 1980s. Today there is renewed interest in the area of ‘gender and fisheries’.<sup>2</sup> This focus on gender equity, equality and social inclusion comes from awareness of women’s critical role in fisheries and management of marine resources, and the importance of everyone benefiting equitably from technical and scientific interventions designed to achieve development outcomes.

Integrating a **gender and social inclusion (GSI)** perspective in coastal resource management and development improves our capacity to achieve the goal of improving the well-being of all people living in coastal areas.<sup>3</sup>

The social or human dimensions of fisheries are the social, cultural, personal, governance and economic aspects of fisheries, as distinct from the ecological aspects.

### **Misconception: ‘Gender’ is only relevant for women**

Gender is about the roles of people of all diversities. It also refers to the relationships between women and men and their respective status in their society, community, and family. It is not only about women.

The roles that women have are fundamentally shaped by the roles that men have. Gender roles and relationships are based on beliefs and practices that can be transformed to create more balanced relationships, partnerships and resilience for everyone. For example, social ideas about masculinity can be harmful to men, who may be expected to behave in certain ways or take up activities that can affect their mental and physical health.

When we take a gender perspective, we look at relationships between women and men to identify where there are differences that generate inequalities, vulnerabilities, fears and exclusion. Transforming harmful social ideas and practices requires everyone’s collaboration, regardless of their gender.

- 1 Ferrant, G. and Kolev, A. 2016. The economic cost of gender-based discrimination in social institutions. OECD Development Centre Issues Paper. Paris: OECD. [http://www.oecd.org/dev/development-gender/SIGI\\_cost\\_final.pdf](http://www.oecd.org/dev/development-gender/SIGI_cost_final.pdf)
- 2 Williams, M. J. 2014. Twenty-five issues of the Women in Fisheries Information Bulletin: The story within the story of 25 years of women in fisheries at SPC. Women in Fisheries Bulletin 25 (October). Noumea: SPC. 5–10. <http://coastfish.spc.int/en/publications/bulletins/women-in-fisheries/433-women-in-fisheries-information-bulletin-25>
- 3 FAO. 2015. Voluntary guidelines for securing sustainable small-scale fisheries in the context of food security and poverty eradication. Rome: FAO.

## What can we find out from a gender analysis of coastal fisheries and aquaculture?

People use their coastal resources in different ways and develop specialised knowledge and skills related to them. Women use coastal marine resources to provide food as well as material for handcrafts for customary exchange or income generation. They farm seaweed and sell fish and invertebrates in markets. They often have good knowledge of the marine resources in shallow waters and along the shore.

Men collect coastal marine resources for subsistence as well, but they also go out to sea to catch fish for food and for sale. They may know more about marine life in deeper waters. Men are usually more involved than women in high-value commercial fisheries such as beche-de-mer (sea cucumber), but women also take part in beche-de-mer harvesting in some places including Fiji and Papua New Guinea.<sup>4,5,6</sup>

A gender analysis could show that we overlook certain areas of fisheries and aquaculture due to ‘unconscious bias’.



### What is unconscious bias?

Unconscious bias is discrimination that we are unaware of. It becomes embedded in our thinking processes through social and cultural messages surrounding us in our childhood and daily lives. Our unconscious biases may be different from our conscious values, but they nevertheless affect our judgements about people. Even people who despise racism and believe in gender equality may have unconscious biases leading them to prefer one skin colour over another, or men over women, for example. Our analysis can also be affected by stereotypes. For example, we might assume some people are more skilled at, interested in, or suited to a certain task. We may believe women pay more attention to detail and are more patient, and that men are greater risk takers and naturally better leaders.

Unconscious bias can occur in several ways. We might define fishing and aquaculture narrowly (e.g. based on fishing for sale only) or focus only on activities that men are more involved in, and ignore those dominated by women.

Unconscious bias clouds people’s perceptions and understanding of fisheries participation, resulting in women being excluded from resource management, with loss of their specific skills and knowledge.

We think of fishing as something that takes place on fishing boats, and we concentrate mainly on the fisheries that generate cash. For example, in the industrial tuna fishery, fleet employees are all male and fishery access fees are an important source of government revenue. Coastal fisheries that involve using boats and producing fish for sale in markets also tend to be dominated by men.

Women do fish, and their fishing is important for food security, but we notice and value men’s forms of fishing more. Some women use boats to fish, but most of them fish or glean (collect by hand) close to shore in shallow waters where they do not need boats, and their catch is often consumed directly for food, rather than being sold.<sup>7,8,9</sup>

We also tend to forget about women’s participation in fisheries because we focus on the point of harvest rather than the whole supply chain. Women make up the bulk of the tuna processing industry workforce. They tend to be more involved in processing and marketing fish from coastal fisheries, including smoking, salting, drying, or cooking fish using traditional and modern methods. In addition, women use seashells to produce handcrafts that have high cultural value and generate income.

4 SPC. 2015. A new song for coastal fisheries – Pathways to change: The Noumea Strategy. Noumea: SPC.

5 Mangubhai, S., Nand, Y., Ram, R., Fox, M., Tabunakawai-Vakalalabure, M. and Vodivodi, T. 2016. Value chain analysis of the wild caught sea cucumber fishery in Fiji (Report No. 02/16.) Suva, Fiji: Wildlife Conservation Society (WCS) and Fiji Department of Fisheries.

6 Barclay, K., Kinch, J., Fabinyi, M., Waddell, S., Graeme Smith, Sharma, S., ... Hamilton, R. 2016. Interactive governance analysis of the beche-de-mer ‘fish chain’ from Papua New Guinea to Asian markets. <https://doi.org/10.13140/RG.2.2.10787.66083>

7 Rohe, J., Schlüter, A., and Ferse, S. C. A. 2018. A gender lens on women’s harvesting activities and interactions with local marine governance in a South Pacific fishing community. *Maritime Studies*, 1–8.

8 Harper, S., Zeller, D., Hauzer, M., Pauly, D. and Sumaila, U. R. 2013. Women and fisheries: Contribution to food security and local economies. *Marine Policy*, 39(C), 56–63.

9 Kronen, M. and Vunisea, A. 2009. Fishing impact and food security – Gender differences in finfisheries across Pacific Island countries and cultural groups. *SPC Women in Fisheries Information Bulletin* 19 (February), 3–10. <http://coastfish.spc.int/en/publications/bulletins/women-in-fisheries/115-women-in-fisheries-information-bulletin-19>

Both women and men share the unconscious biases that cause us to overlook women's roles in fisheries. This can seriously affect the accuracy of survey results. For example, national Household Income and Expenditure Surveys (HIES) conducted over the 2012–2015 period in various Pacific countries found that women made up only 8% of the fisheries labour force.<sup>10</sup> Fisheries research, however, has found that women's participation in fisheries in the Pacific is often over 50% when we include gleaning and subsistence fisheries.<sup>11,12</sup> It is possible that unconscious bias affected those administering the HIES and those responding, or perhaps the questions were formulated in a way that meant women's fishing was not picked up.

### Case study: Invisibility of women's fishing in Wallis and Futuna



Women in Wallis and Futuna engage in fisheries activities daily. They harvest coastal finfish species and glean on the reefs for all types of invertebrates. Most of their catch is for subsistence consumption, but some is sold. Women are mostly gleaners and collectors in coastal areas while men are mostly engaged in deep-sea fishing. Despite this situation, an official from the Ministry of Fisheries told a visiting consultant that women in Wallis and Futuna do not fish. The government official and consultant had lunch in a restaurant and ate shellfish. The consultant asked who had collected the shellfish. The government official said women collected the shellfish but that this was not fishing. Because women's gleaning and gathering activities are classified as 'just collecting shellfish', their activities are not recorded in fishing statistics and consequently are not included in fisheries development work. All over the Pacific and the rest of the world, women's fishing activities are undervalued because they typically occur in the informal sector and are mostly unpaid.

### Case study: Invisibility of women's role in aquaculture in Fiji



A study conducted in 2016 in Fiji on gender perspectives in aquaculture showed that women were heavily involved in tilapia farming, even on farms owned by men or run by a committee led by men. Women undertook the roles of feeding and cleaning, while men took the lead in pond maintenance and harvesting. All farmers interviewed indicated that maintenance of the pond (including the initial digging) was usually undertaken by men but these were not frequent events, whereas women carried out feeding every day. Yet the women were often seen as 'helpers' and not as fish farmers.<sup>13</sup>

10 Pacific Community. 2017. Coastal fishery report card 2017. Noumea, New Caledonia: SPC. <http://fame1.spc.int/en/publications/roadmap-a-report-cards>

11 Kronen, M. and Vunisea, A. 2009. Fishing impact and food security – Gender differences in finfisheries across Pacific Island countries and cultural groups. SPC Women in Fisheries Information Bulletin 19 (February): 3–10. <http://coastfish.spc.int/en/publications/bulletins/women-in-fisheries/115-women-in-fisheries-information-bulletin-19>

12 Kailola, P. 1996. Vanuatu – Technical Report: An assessment of the role of women in fisheries in Vanuatu. Bangkok: FAO. <http://www.fao.org/docrep/X5195E/X5195e00.htm#TopOfPage>

13 Pacific Community, Women in Fisheries Network – Fiji, and Ministry of Fisheries, Fiji. 2018. Gender analysis of the aquaculture sector in Fiji: Community-based tilapia farms in Viti Levu. Noumea, New Caledonia: SPC.



## Who is socially excluded?



### What is social exclusion?

Social exclusion is a complex and multi-dimensional process. When people are socially excluded, they lack or are denied resources, rights, goods and services, and are not able to participate in the normal relationships and activities available to most people in a society, whether in economic, social, cultural or political settings. Social exclusion affects both the quality of life of individuals and the equity and cohesion of society as a whole.<sup>14</sup>

Social exclusion is difficult to define because the people who are socially excluded are not the same everywhere – it depends on the social context. For example, in some countries, elders are highly respected and they are the decision-makers in their household and community. However, in other societies, elders are seen as a burden and not fit for modern society, so their voice in decision-making is very limited.

Social exclusion affects individuals who cannot participate in a development process or benefit from it because their identity, and the informal rules related to identity, deny them the right to participate. Thus they become marginalised. Being marginalised is the same as being socially excluded.

### Identity – ‘Who you are’

Your gender, your age, and the family and social groups you belong to give you your roles, responsibilities, social status and entitlements. Identity includes gender (male, female, other gender); age (young, middle-aged, old); physical condition (do you have a disability, an illness, good health); residency and citizenship status (indigenous, local, migrant); race or ethnicity (Pacific Islander, Indian, Chinese, European, mixed race); property (landless, landowner); caste<sup>15</sup> (high caste, low caste, commoner); sexual orientation; identity as lesbian gay or transgender; and relationship status (married, single, widowed, separated).

In all societies there are people who are socially excluded. These people have limited capacity to influence and participate in decision-making, even if they are involved in the activity being discussed, such as coastal fishing or aquaculture. They are likely to have limited opportunities to benefit from public programmes such as extension services or technical information. They have greater difficulty accessing financial services such as subsidies or loans. Social exclusion often translates to being dependent on the generosity of others and being vulnerable to poverty.

For example, if a young woman with low social status has a disability, she may have fewer opportunities to find a job or form a relationship, which further reinforces her vulnerability to poverty and exclusion. On the other hand, if an old man with disabilities is from a land-owning group and is married, he is likely to be safer from hardship and included in decision-making in his household and community.

Clearly, people experience hardship and poverty differently depending on their identity. For example, when household resources are limited, more may be put towards education for boys rather than girls. With more education, boys may then have better economic opportunities in later life, so their experience of growing up in the same household will be different from that of their sisters.

While gender roles and relationships vary across cultures, overall, in most societies, women struggle to exercise their human rights, have limited access to productive resources, less control over incomes and little say in decision-making. Some do not have access to family planning services or control of their sexual and reproductive health. In some societies, lack of access to family planning also makes it difficult for women to participate fully in society.

Because their fundamental human rights are not always recognised, because they have fewer financial and productive assets, and because of social rules and unequal power relationships, women are highly vulnerable to violence, exploitation and hardship.

<sup>14</sup> FAO. 2015. Voluntary guidelines for securing sustainable small-scale fisheries in the context of food security and poverty eradication. Rome: FAO.

<sup>15</sup> Some Pacific societies have a clear caste system that differentiates high-caste and low-caste people (sometimes called ‘commoners’). Each caste has different sets of privileges, responsibilities and rights, with clear ownership rights. In Tonga, for example, the system of royal, aristocratic and commoner status also shapes social hierarchies.

## MAIN CAUSES OF GENDER INEQUALITY IN PACIFIC ISLAND COUNTRIES<sup>16</sup>

- Violence against women and girls. Family health and safety surveys conducted by SPC and the United Nations Population Fund (UNFPA) in the Pacific show that many women – from 25% up to 68% in some countries – have experienced violence from an intimate partner during their lifetime.<sup>17</sup>
- Very limited representation and participation of women in decision-making at all levels. The Pacific region has the lowest rate of female political representation in the world.
- Limited access to employment and income-generating opportunities, and invisibility of women's roles in livelihood activities and unpaid care work.
- Difficulties in accessing the justice system.
- Attitudes to sexual and reproductive health and rights (SRHR). SRHR are often not recognised or not translated into effective legislation, policies and services.

### Misconception: Gender-based violence is not relevant for fisheries or aquaculture work

Gender-based violence is often considered by agencies that deal with women's affairs, but not often in fisheries and aquaculture. However, development activities of any type carry risks of increasing this violence.<sup>18</sup> For example, a project that improves women's incomes may contribute to violence in households if male relatives try to control the income. Women selling fish and seafood in local markets are more at risk of sexual harassment and other forms of abuse that occur in public areas. Like any development programme, a fisheries and aquaculture initiative can contribute to women's economic empowerment but also has the potential to generate conflict. The solution is not to avoid improving the socio-economic situation of women, but to work with people or organisations with gender and development expertise to find the right approach to deliver the services and put safeguards in place to prevent gender-based violence.

**DID YOU KNOW?**

Two out of three women and girls in the Pacific are not safe in their own home.

Studies conducted in 19 Pacific island countries found that 63% of women and girls in Melanesia, 44% in Micronesia, and 43% in Polynesia have been subjected to physical or sexual violence by an intimate partner during their lifetime.

**THIS IS OUR BUSINESS!**

Break the silence!  
Rompez le silence!

*... so women and girls of all diversities who experience violence know they are not alone, they deserve to be safe, and they can be supported to end the cycle of violence.*

<sup>16</sup> Pacific Islands Forum Secretariat. 2016. Pacific Leaders Gender Equality Declaration trend assessment report 2012–2016. Suva, Fiji.

<sup>17</sup> For more information see: Pacific Community. 2015. Beijing +20: Review of progress in implementing the Beijing Platform for Action in Pacific Island countries and territories. Noumea, New Caledonia: SPC. <https://www.spc.int/sites/default/files/wordpresscontent/wp-content/uploads/2016/12/Beijing20.pdf>

<sup>18</sup> Eves, R. and Crawford, J. 2014. Do no harm: The relationship between violence against women and women's economic empowerment in the Pacific. Canberra: Australian National University, State Society and Governance in Melanesia (SSGM). [https://openresearch-repository.anu.edu.au/bitstream/1885/143080/1/SSGM\\_IB\\_2014\\_3\\_0.pdf](https://openresearch-repository.anu.edu.au/bitstream/1885/143080/1/SSGM_IB_2014_3_0.pdf)

## DID YOU KNOW?



Sometimes the workplace is the only safe place for someone experiencing domestic violence - the place where she or he can think, get organised, and find support to take action.

SPC and the Pacific Islands Forum Fisheries Agency (FFA) have domestic violence policies in place to provide support to their staff experiencing domestic violence.



*... of your organisation's policy and how it can help survivors of violence.*

### TO BE ABLE TO IDENTIFY WHO IS SOCIALLY EXCLUDED IN A COMMUNITY, YOU NEED TO

- know the composition of a community in terms of people's age, gender, marital status, disabilities, residency, and social and economic status.
- See who attends community meetings and who does not; who speaks up and who does not express their views;<sup>19</sup> and whose concerns and interests are being discussed.
- Analyse differences in the standard of living among groups in the community based on income level, quality of housing, food and clothing, ownership of new technology (e.g. mobile phones), ownership of bikes, motorbikes, outboard motor boats, cars, etc.
- Observe social interactions to determine who is likely to be socially excluded. Are there people who are subject to harsh behaviour (including violence) and mockery, or who are ignored? Do people from some groups behave in a submissive way? Are they shy or silent? Do they stay away from social interaction?
- Analyse who has access to resources and various forms of capital and the ability to mobilise these assets.

In many societies around the world, women experience various levels of social exclusion as do other groups who are disadvantaged or face discrimination. The situation is not the same across the region, and in many ways there is less discrimination than in the past. Nevertheless, there are still obstacles that prevent women and other groups in the community from benefiting equitably from programmes and services.

At the community level, women may not actively participate at the same level as men in governance bodies, especially those set up to address natural resources management and use of land and coastal resources. In the past, the belief that fisheries and aquaculture was a male-dominated sector in which women played a small role as 'helpers' shaped how programmes and services were designed by external agencies such as development partners.

19 Dyer, M. 2018. Transforming communicative spaces: The rhythm of gender in meetings in rural Solomon Islands. *Ecology and Society* 23 (1): 17. doi:10.5751/ES-09866-230117

**Misconception: Gender roles, 'women's place', and other social hierarchies are part of our Pacific culture and traditions, so we should not question them.**

Questioning gender roles, social status and social hierarchies challenges some cultural traditions. It involves questioning power and identifying what differentiates men and women across all ages and social status groups. However, gender equality can be improved in ways that maintain core cultural values, sometimes by simply changing practices that have harmful outcomes.

Pacific Island cultures, like cultures everywhere, are not static. They change over time as a result of urbanisation, education, technology, media, communication, migration, and so on. This does not mean cultural identity and practices are wiped out. Rather, they continually adapt. For example, in the past, it was rare to see Pacific Island women working in the government and occupying decision-making positions. Now it is becoming 'normal' in many countries.

Gender equality and social inclusion may be regarded as ideas pushed by people from 'developed countries' and therefore not appropriate for Pacific Island cultures. However, calls for greater social inclusion have also arisen from within the Pacific Islands region. Gender equality and human rights have been promoted by Pacific Islanders for over 25 years and have increasingly been integrated in domestic policies and legislation.

Social change is never an easy process, especially as some people may fear losing their privileges and power, but it is usually necessary to address new challenges. The message here is that 'everybody should work together, side by side, so that we can all advance as one community'.

One way to approach these discussions is to think about the origins of a practice that causes social exclusion and examine whether it is still useful today, or if it has become something that the community would like to change.

### Case study: Culturally sensitive social change in Kiribati

In Kiribati, community decision-making takes place in the maneaba and in accordance with the social customs of the maneaba. Women are supposed to sit behind the men and listen to what is being decided by the men. Many say that women speaking in the maneaba is not part of Kiribati culture. At the same time, we are seeing more and more young women graduate from universities and they want to use their knowledge to help improve their communities.

'I have returned home with a degree in marine science and I want to give back to my people. When I am in the village to do my work, I am not there to intrude and erode the Kiribati culture of speaking in front of the elders and other men on marine and natural resource conservation or management. First, I must seek permission from my elders or village chairs to allow me to speak in the village meeting at the maneaba. When I am given the opportunity to speak, I am not killing my culture, but I am helping the village elders, men and all, to make wise decisions in managing our resources. It is my role to then share with my communities what I have brought back with me from my tertiary education. If I pay respect to the village elders and seek their permission to speak in the maneaba, then together we can maintain our cultural values while also enabling me as a young woman to contribute my education for community benefit.'

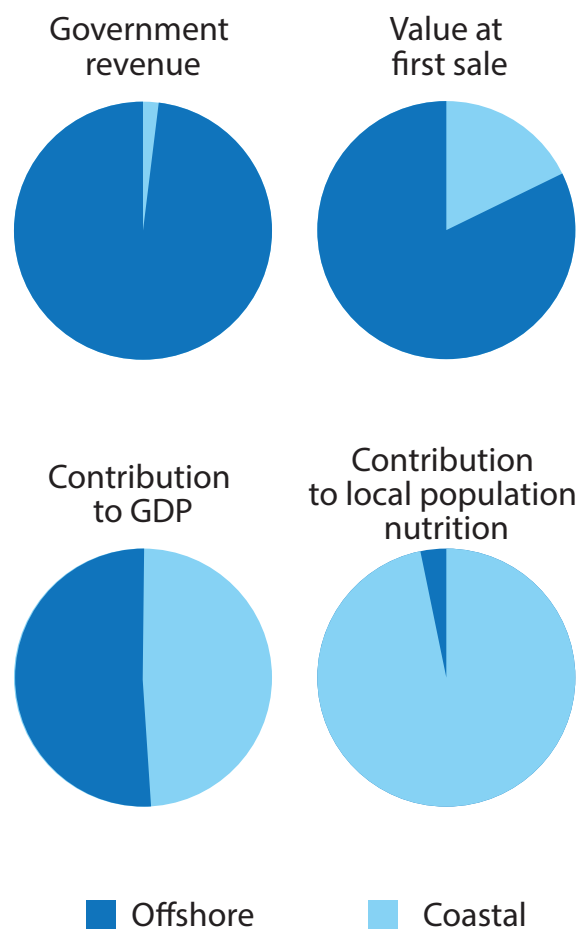
Maiango Teimarane, Kiribati Islands Conservation Society





# Why promoting gender equity and social inclusion improves fisheries and aquaculture outcomes

Coastal fisheries are vital to the economies and food security of Pacific Island countries and territories.<sup>20</sup> Women are heavily involved throughout the coastal fisheries supply chain in the Pacific, especially in fisheries that produce food for family consumption. Making sure women's participation in these fisheries works as well as possible is therefore very important for improving development outcomes in the region (Fig. 1.1).



**Figure 1.1.** Relative importance of offshore and coastal fisheries in the Pacific Islands region in terms of benefit (Pacific Community 2014<sup>21</sup>).

20 Gillett, R. 2016. Fisheries in the economies of Pacific Island countries and territories. Noumea, New Caledonia: SPC. <http://coastfish.spc.int/en/publications/462.html>

21 Pacific Community. 2014. Coastal fisheries and aquaculture: Balancing management and development. Policy brief 26/2014. Noumea: SPC. [https://www.spc.int/DigitalLibrary/Doc/FAME/Brochures/Anon\\_14\\_PolicyBrief26\\_CoastalAquaculture.pdf](https://www.spc.int/DigitalLibrary/Doc/FAME/Brochures/Anon_14_PolicyBrief26_CoastalAquaculture.pdf)

Experience shows that when equity and inclusion issues are thoroughly addressed in community livelihood activities and national policies and strategies, better development outcomes result.<sup>22</sup> Inclusive approaches can lead to improved outcomes for everyone involved in fisheries and aquaculture, not only for groups who are disadvantaged and discriminated against. These approaches also prevent conflicts, contribute to overall well-being and strengthen people's resilience.

In most places in the Pacific Islands region, local-level management of natural resources is done through community groups, which are often male dominated. If we only understand problems from the perspectives of dominant people (in many cases, older men, resource owners and those with high social status) then solutions are likely to be limited.

For example, communities working with conservation organisations in the Western Province of Solomon Islands devised community-based fisheries management rules without listening to the voices of women, even though women in that area do a significant amount of fishing for food and income.<sup>23</sup> The rules meant fishing was restricted in areas close to the village where women fished more than men. Women were therefore less likely to follow the rules, partly because they did not consider them to be legitimate because they were not consulted, and partly because it was too hard for them to go to new areas to fish beyond the *tambu* areas. When people have to travel further to fish, there may be less fish in their families' diets, or they may be too tired or unable to tend to other responsibilities.

To ensure that coastal fisheries and aquaculture benefit people equitably, it is important to adopt measures that promote inclusiveness and equity.

### Case study: Including women in coastal fisheries decision-making in Kiribati



In Tabonibara, a village in North Tarawa, the women are very different from other women in North Tarawa villages. They glean on the reef and salt fish from the men's catches and make shell handcrafts that they use for subsistence and to generate income. The women walk for miles and cross the channels from Tabonibara to Kainaba village to catch the ferry to travel to the capital in South Tarawa to market their products. They then walk from house to house to sell them. They stay on South Tarawa for two or three days before travelling the long distance back. Yet until recently no-one really considered them as stakeholders in fisheries. A community-based fisheries management project has been conducted in North Tarawa since 2013 and through this project, people came to recognise the importance of the women's activities to the community. The views of women are now included in fisheries decision-making in Tabonibara.

22 Levitas, R., Pantazis, C., Fahmy, E., Gordon, D., Lloyd, E. and Patsios, D. 2007. The multi-dimensional analysis of social exclusion. University of Bristol: United Kingdom.

23 Rohe, J., Schlüter, A. and Ferse, S. C. A. 2018. A gender lens on women's harvesting activities and interactions with local marine governance in a South Pacific fishing community. *Maritime Studies* (2018) 17. <https://doi.org/10.1007/s40152-018-0106-8>

# Key concepts

## Gender

While the biological attributes of being male or female determine people's sex, gender is a social identity – that of being a man or a woman, boy or girl, or other gender identity. Society associates certain roles, responsibilities, entitlements and behaviours with those identities, and also has expectations for them.

Sexual characteristics are physical – people are born with them. Gender is learned through socialisation as children grow up and it varies across cultural groups and over historical periods.

## Equity and equality: What is the difference?

Gender equality does not mean that people must become the same. It means that, even though they are different, they have the same rights.

### PACIFIC DEFINITION OF GENDER EQUALITY

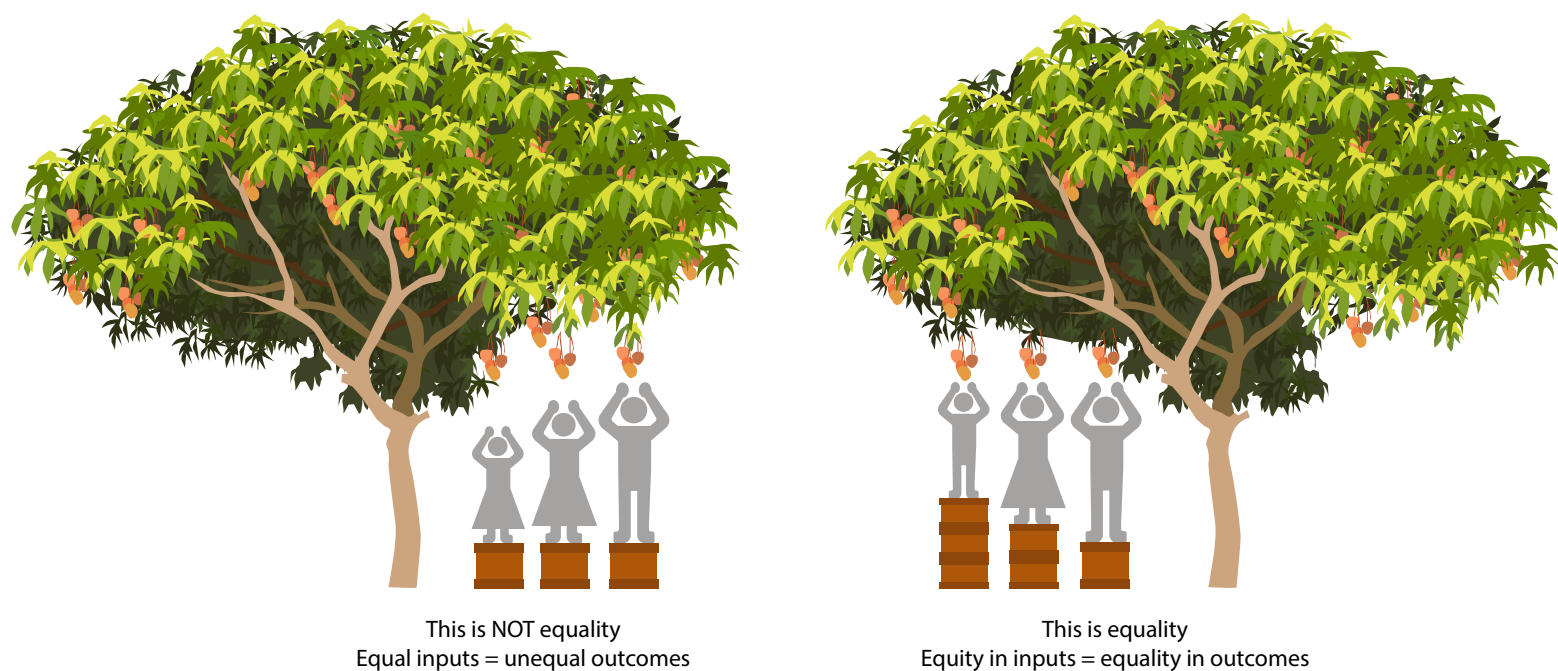
Gender equality, according to Pacific Ministers of Women's Affairs, means that women and men of all diversities have:<sup>24</sup>

- the right to be safe
- the right to be respected
- the right to earn incomes
- the right to express their views and be heard
- the right to express their gender identity
- the right to choose how many children they have
- the right to choose their intimate partner
- the right to have safe and accessible services and infrastructure for people differently abled
- the right to participate in decision-making and occupy leadership positions, and
- the right to decide for themselves the future they want.

However, even when laws and policies affirm that all people are equal, the reality is that they do not experience equality in all dimensions of their lives. Women and other socially excluded people struggle against unequal treatment in many areas. Even if policies and rules do not discriminate against them or prevent them from accessing resources and services, they still do not benefit equally in terms of development outcomes because they have different needs and capacities. The violation of their human rights is overlooked in development initiatives and public services.

That is why it is important to implement measures to compensate for the disadvantages experienced by some segments of the population. These measures support equity. Providing the same resources, or an equal amount of resources to everyone does not ensure equality of outcomes; it can even reinforce inequality. Figure 1.2 below illustrates the difference between 'equality' and 'equity'.

<sup>24</sup> Pacific Community, 2017. Pacific Platform for Action on Gender Equality and Women's Human Rights 2018–2030. Noumea, New Caledonia: SPC. <https://www.spc.int/sites/default/files/wordpresscontent/wp-content/uploads/2017/09/PPA-2018-Part-I-EN2.pdf>



**Figure 1.2.** Equality and equity.

In fisheries and aquaculture, we want to achieve equality in development outcomes for everyone in the community. But giving everyone the same inputs or interventions (numbers of boxes in Fig.1.2) may not be equitable because people have different capacities. To ensure equality of outcomes, an intervention must be tailored to fit these differences. Achieving *equality of outcomes* from a fishery or aquaculture development may require providing *different resources or a different amount of resources* to different groups in the community. This may mean the intervention is unequal but the end result is greater equality across groups in society.

## Empowerment and social inclusion: Complementary approach for shared benefits

Empowerment is about people taking control of their lives by gaining skills, being able to solve problems, making decisions for themselves, being self-reliant and believing in their capacity. It is about people exercising their rights. A combination of resources and actions is needed to support this process.

The choice of strategy to support the empowerment of people who are socially excluded depends on the context of the community in question and what is at stake for different people in that community. The process for supporting one socially excluded group (such as youth) may be very different from the best process for another group (such as people with disabilities). Moreover, people may be empowered in one area of their lives and disempowered in other areas. For instance, a woman may be empowered in her work life because she has good employment and holds a Director's position, but she may be disempowered in her family life because she has to conform to social norms that compel wives to obey their husbands or suffer domestic violence.




### What are gender norms, or social norms about gender?

Social norms are shared ideals about how people should behave. Gender norms are the accepted attributes and characteristics of being a woman or a man (ideas of how men and women should be and act) at a particular point in time for a specific society or community. These norms, which are internalised early in life through the process of gender socialisation, provide the standards and expectations that women and men should conform to. They also result in gender stereotypes.

When people are empowered, they participate in decision-making that affects their lives and they exercise their rights. When people who are socially excluded are empowered, they have greater capacity to address their issues and transform the rules that have contributed to their exclusion.

### Case study: Empowerment of women who fish for mud crabs in Ba Province, Fiji



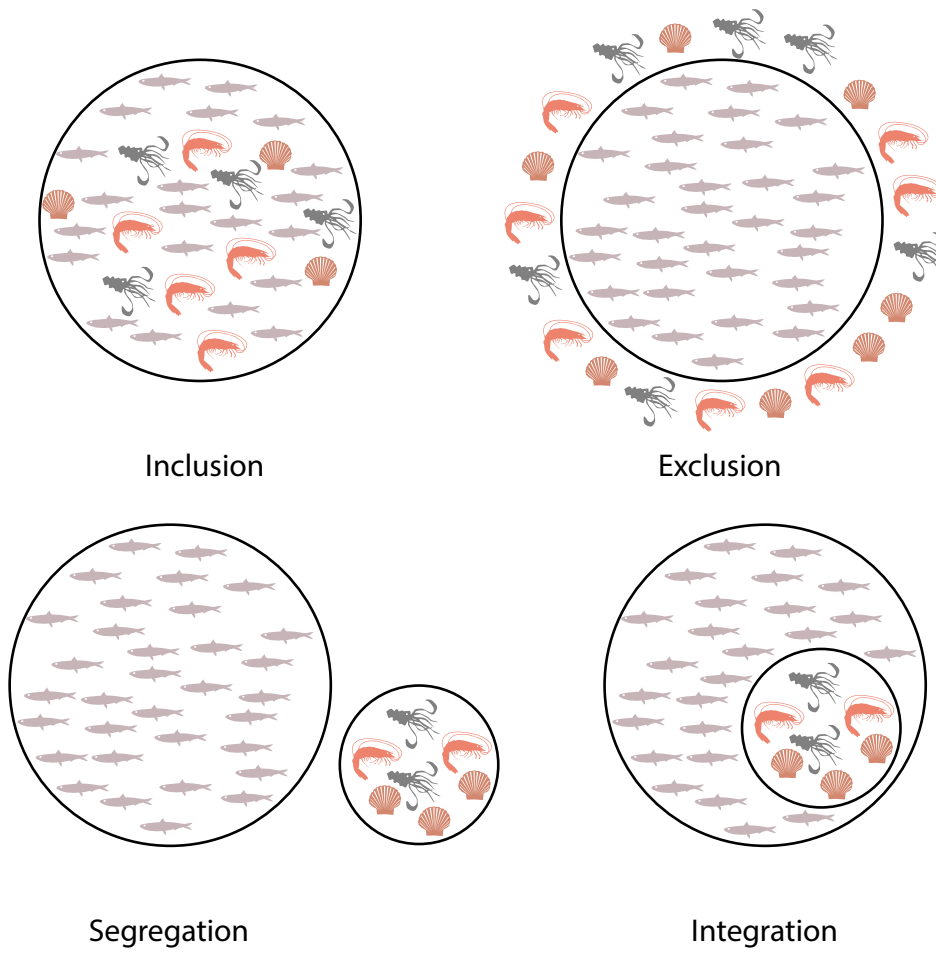
Mud crabs are a popular food and lucrative product on the domestic market in Fiji. Women from Ba Province in Fiji harvest mud crabs from mangrove areas for food and, importantly, to supplement their household income.

The women were concerned at the destruction of mangrove areas by activities such as rubbish dumping. Because the fishery is not highly visible, there was no awareness that destroying the mangroves was damaging a fishery that produces a popular food and that many families rely on for income. Because of their social status, it was difficult for the women to address the issues with the people damaging the mangrove ecosystem.

In 2016, the Women in Fisheries Network – Fiji ran a gender and fisheries workshop using the photo-voice method. Women were loaned cameras to take photographs of issues of concern to bring to the workshop for discussion to: (i) create awareness and build knowledge about their role in fisheries; (ii) understand current policies and legislation protecting and empowering women; (iii) develop an appreciation for the gender roles of men and women working as partners in the community; and (iv) support the women as agents of change in creating sustainable sources of livelihood and alleviating poverty. Using the photos, the women developed a list of recommendations to address the issues affecting the mud crab habitat, including implementing best practices for waste management; conducting an environmental impact awareness campaign; holding awareness-raising workshops with relevant authorities; and implementing a mangrove reforestation programme. As a result, the women were better able to discuss these issues in their community.

Social inclusion goes beyond including people in a project designed for the ‘majority’. It is about designing a programme and establishing rules that (1) recognise the diversity of concerns and needs of different segments of the population, and (2) contribute to removing the obstacles causing the social exclusion of some members of a society. Social inclusion is not about striving to put people in a ‘frame’, but rather transforming the frame to make it inclusive (Fig. 1.3).

Social inclusion requires transforming institutions or the ‘rules of the game’. It involves removing institutional barriers that maintain unequal opportunities to access development outcomes and introducing changes at the system level. If professional or management practices result in some people not having the same opportunities, those practices (‘how we do things here’) need to change. Social inclusion recognises and values diversity, i.e. the fact that people are different and do not all have the same life experiences and needs.



**Figure 1.3.** Difference between inclusion, exclusion, segregation and integration.

# Mainstreaming gender and social inclusion

MAINSTREAMING OF GSI PERSPECTIVES IS THE APPROACH PROPOSED IN THIS HANDBOOK.<sup>25</sup> THIS APPROACH MEANS THAT

- Before we make decisions, we think about the needs and concerns of women, men, and all people within communities, especially those who are socially excluded, and look at how our decisions are likely to affect them (Fig. 1.4).
- When we design programmes or services, we think about the likely impacts on women and men of all diversities from all segments of the population.
- When we implement programmes and services, we make sure that women and men of all diversities can access and benefit from them.



Putting people at the center of all our decisions and everything we do

**Figure 1.4.** When do we mainstream gender and social inclusion?

<sup>25</sup> For a definition of gender mainstreaming see: ECOSOC. 1997. Mainstreaming the gender perspective into all policies and programmes in the United Nations system. Chapter IV, Coordination Segment. Report of the Economic and Social Council of the 1997 General Assembly, Fifty-second Session. New York: United Nations Economic and Social Council (ECOSOC). <http://www.un.org/documents/ga/docs/52/plenary/a52-3.htm>



# International commitments to shared benefits, social inclusion and gender equality

Pacific Island governments have committed to promote gender equality and social inclusion in coastal resource management and development internationally, regionally and nationally (Table 1.1).<sup>26</sup>

**Table 1.1.** Summary of international and regional commitments made by Pacific Island governments towards gender and social inclusion (GSI) in coastal fisheries and aquaculture.

Commitment	Relevance to GSI in coastal fisheries and aquaculture
<b>International</b>	
Sustainable Development Goals (SDGs) – 2030 Agenda for Sustainable Development	SDG 1: End poverty in all its forms everywhere SDG 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all SDG 5: Achieve gender equality and empower all women and girls SDG 14: Conserve and sustainably use the oceans, seas and marine resources
Voluntary guidelines for securing sustainable small-scale fisheries (SSF) (2015)	Developed under the auspices of the UN Food and Agriculture Organization (FAO), the SSF guidelines outline the principles for the responsible management and development of small-scale fisheries in every country. They include: <ul style="list-style-type: none"> <li>ensuring tenure and therefore resource access</li> <li>social development, employment and decent work</li> <li>considering post-harvest, trade and whole value chains as well as fisheries</li> <li>gender equality</li> </ul> FAO has also developed a handbook to support gender equity in implementing the SSF guidelines.
Convention for the Elimination of Discrimination Against Women (CEDAW) (1979)	<b>Article 1</b> For the purposes of the present Convention, the term ‘discrimination against women’ shall mean any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field. <b>Article 11</b> is about equality in employment. <b>Article 14</b> is about the particular problems faced by rural women, such as those involved in fishing and aquaculture.
Beijing Platform for Action (1995)	The Beijing Platform for Action is an agenda for women’s empowerment. It is aimed at removing all the obstacles to women’s active participation in all spheres of public and private life through ensuring women have a full and equal share in economic, social, cultural and political decision-making. To this end, governments, the international community and civil society, including NGOs and the private sector, are called upon to take strategic action in a number of critical areas of concern identified in the Platform for Action: <ul style="list-style-type: none"> <li>Women and poverty</li> <li>Education and training of women</li> <li>Women and the economy</li> <li>Women in power and decision-making</li> <li>Institutional mechanisms for the advancement of women</li> <li>Human rights of women</li> <li>Women and the environment</li> </ul>

<sup>26</sup> For an analysis of how well international commitments are followed through in regional and national documents see: Govan, H. (in preparation). Linkages between Pacific Island and global policies supporting coastal fisheries. FAO Fisheries and Aquaculture Circular. Rome, Italy: FAO.

Commitment	Relevance to GSI in coastal fisheries and aquaculture
<p>Commission on the Status of Women, 62nd Session. Agreed conclusions (2018)</p>	<p>The Commission recognizes the important role and contribution of rural women as critical agents in poverty eradication, in enhancing sustainable agricultural and rural development as well as fisheries. It underlines that meaningful progress in these areas necessitates closing the gender gap, introducing appropriate gender-responsive policies, interventions and innovations, including in agriculture and fisheries, and women’s equal access to agricultural and fisheries technologies, technical assistance, productive resources, land tenure security and access to, ownership of and control over land, forests, water and marine resources, and to participation in local, regional and international markets (para. 16). The Commission encourages the provision of support and resources for women fishers and aquaculturists in developing countries (para. 50). Implement economic and social policies for the empowerment of all rural women and girls (para. 46).</p> <ul style="list-style-type: none"> <li>• Poverty alleviation including agriculture and fisheries production (para. 46 m)</li> <li>• Mainstreaming a gender perspective in agriculture and fisheries development, taking into account the SSF guidelines (2015) (para. 46 r)</li> <li>• Empower rural women as actors for food security and improved nutrition, including their local environmental knowledge and contributions to conservation (para. 46 v)</li> <li>• Encourage and facilitate rural women’s entrepreneurship (para. 46 dd)</li> </ul>
<b>Regional</b>	
<p>A new song for coastal fisheries: The Noumea strategy (2015)</p>	<p>“A new song for coastal fisheries” is the key document guiding Pacific coastal fisheries. It emphasises that the contributions of women and youth are often overlooked or diminished and says that women and youth must have a greater role in decision-making about coastal resources and more equitable access to benefits from them.</p>
<p>Melanesian Spearhead Group (MSG) roadmap for inshore fisheries management and sustainable development 2015–2024</p>	<p>MSG (Fiji, Papua New Guinea, Solomon Islands and Vanuatu) has pledged to implement this set of principles in national jurisdictions by 2024. Its vision is to achieve sustainability for economic, social, ecological and food security purposes, including by empowering communities to manage their coastal resources.</p>
<p>SAMOA Pathway (2014) – Outcome of the Third International Conference on Small Island Developing States</p>	<p>We recognize that gender equality and women’s empowerment and the full realization of human rights for women and girls have a transformative and multiplier effect on sustainable development and are a driver of economic growth in small island developing states. Women can be powerful agents of change (para. 76).</p> <ul style="list-style-type: none"> <li>• Eliminate all forms of discrimination against women and girls (para. 77 a)</li> <li>• Integrate a gender perspective in priority areas for sustainable development (para. 77 b)</li> <li>• Strengthen women’s economic empowerment and ensure equal access to productive employment (para. 77 c)</li> <li>• End all forms of violence against women and girls (para. 77 d)</li> <li>• Support women in leadership (para. 77 e)</li> <li>• Guarantee equal access to good-quality education and health care (para. 77 f)</li> <li>• Ensure sexual and reproductive health and reproductive rights (para. 77 g)</li> <li>• Tackle multiple intersecting forms of discrimination affecting women and girls, including those with disabilities (para. 77 g)</li> <li>• Give women equal rights over access to, ownership of and control over land and other forms of property, credit, inheritance, natural resources and appropriate new technologies (para. 77 i).</li> </ul>

Commitment	Relevance to GSI in coastal fisheries and aquaculture
<p>Pacific Platform for Action on the advancement of women and gender equality (1994, revised 2004 and 2017)</p>	<p>Original document (1994) included:            Education and training; economic empowerment; agriculture and fishing; legal and human rights; shared decision-making; environment; culture and the family; mechanisms to promote the advancement of women; violence; peace and justice; poverty; indigenous people's rights</p> <p>The 2004 revision included:</p> <ul style="list-style-type: none"> <li>• - Women's legal and human rights: leadership, elimination of violence, human rights;</li> <li>• - Women's access to services: health and education; economic empowerment of women</li> </ul> <p>The 2017 revision included:</p> <ul style="list-style-type: none"> <li>• Increase efforts to mainstream gender perspectives across all legislation, policies, programmes and services delivered by government, CROP (Council of Regional Organisations in the Pacific) agencies and CSOs (civil society organisations).</li> <li>• Develop and strengthen effective partnerships between governments, institutions, CSOs, the private sector and faith-based organisations, so that women and men of all ages across all levels of society are empowered as individuals and communities to prevent violence and all forms of discrimination.</li> <li>• Establish mechanisms and systems to make stakeholders accountable for implementing commitments on gender equality and the human rights of all women and girls, including through harmonised monitoring and reporting.</li> </ul>
<p>Pacific Youth Development Framework (2014)</p>	<p>Four outcomes:</p> <ol style="list-style-type: none"> <li>1) More young people secure decent employment</li> <li>2) Young people's health status is improved</li> <li>3) Governance structures empower young people to increase their influence in decision-making processes</li> <li>4) More young people participate in environmental action</li> </ol>

Commitment	Relevance to GSI in coastal fisheries and aquaculture
Pacific Leaders Gender Equality Declaration (2012)	<p><b>1. Gender-responsive policies and programmes</b></p> <p>Strengthen consultative mechanisms with civil society groups, including women's advocacy groups, on key budget and policy issues of national and subnational governments.</p> <p>Support the production and use of sex-disaggregated data and gender analysis to inform government policies and programmes.</p> <p>Incorporate articles from CEDAW in legislative and statutory reforms and policy initiatives across government.</p> <p><b>2. Leadership and decision-making</b></p> <p>Adopt measures, including temporary special measures (such as legislation to establish reserved seats for women and political party reforms), to accelerate women's full and equal participation in governance reform at all levels and women's leadership in all decision-making.</p> <p>Advocate for increased representation of women in private sector and local-level governance boards and committees (e.g. school boards and produce market committees).</p> <p><b>3. Women's economic empowerment</b></p> <p>Remove barriers to women's employment and participation in the formal and informal sectors, including in relation to legislation that directly or indirectly limits women's access to employment opportunities or contributes to discriminatory pay and conditions for women.</p> <p>Implement equal employment opportunity and gender equality measures in public sector employment, including state-owned enterprises and statutory boards, to increase the proportion of women employed, including in senior positions, and advocate for a similar approach in private sector agencies.</p> <p>Improve the facilities and governance of local produce markets, including through fair and transparent local regulation and taxation policies, so that market operations increase in profitability and efficiency and encourage women's safe, fair and equal participation in local economies.</p> <p>Target support for women entrepreneurs in the formal and informal sectors.</p> <p><b>5. Ending violence against women</b></p> <p>Implement essential services (protection, health, counselling, legal) for survivors of violence.</p> <p>Enact and implement legislation to protect women from violence and impose appropriate penalties for perpetrators.</p>
Pacific Framework for the Rights of Persons with Disabilities (2016)	<p>Improve the social and economic inclusion of women and girls with disabilities in all areas of life – by ensuring that they have equal access to development opportunities, representation in government decision-making, and sexual and reproductive health services, and that their special vulnerabilities to intersectional discrimination including all forms of violence are addressed.</p>



# Pacific handbook for gender equity and social inclusion in coastal fisheries and aquaculture



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MODULE 2

## Gender and social inclusion analysis



Pacific handbook for

# gender equity and social inclusion

in coastal fisheries  
and aquaculture

## Module 2: Gender and social inclusion analysis

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## Key points

- A gender and social inclusion (GSI) analysis provides information that can be used to inform legislation and policies and the design of programmes and services to ensure coastal fisheries resources and aquaculture activities provide equitable benefits for every member of the community.
- To ensure fisheries policies and services are socially inclusive, data for GSI analyses must be disaggregated by sex, age, ethnic group, and other relevant social categories. Some of this data will be generated outside of fisheries agencies, for example, by national household income and expenditure surveys (HIES) and censuses. Some data will be collected by fisheries extension officers when they go out into the community and by fisheries policy officers when they are developing policies and work plans.
- GSI analysis helps to identify the knowledge and expertise of different groups in communities, which can be built on to promote sustainable development of marine resources.

## When should we do a GSI analysis?

GSI analysis should be done at the very start of a project or programme as part of planning. It will help in working out what people need from the project/programme and the possible social impacts – both positive and negative.

GSI analysis is similar to monitoring, evaluation and learning (MEL), which is covered in Module 3 of this handbook.

### MEL REQUIRES

- knowing what the social objectives of a project/programme are (e.g. improved livelihood opportunities for people experiencing hardship in coastal communities). And
- collecting information to monitor whether those objectives (e.g. improved livelihoods) are being achieved.

### THERE IS SOME OVERLAP BETWEEN GSI AND MEL. FOR EXAMPLE:

- GSI analysis can help in deciding the most useful social objectives for the project or programme. Some of the information collected for the analysis might also be used for monitoring in MEL.
- After doing a GSI analysis at the start of a project/programme, you might do more analysis during implementation and at the end as part of the MEL evaluation process. The results will help assess whether the project/programme is achieving, or has achieved its social objectives.

# Why do we need to do a GSI analysis?

The fisheries and aquaculture sector supports livelihoods and economic development. To encourage sustainable development of fisheries and aquaculture, fisheries agencies need to know who is doing what in the sector (at community, provincial and national levels), and how people use resources and relevant knowledge.

## GSI ANALYSIS HELPS TO IDENTIFY:

- The roles of women and men of all diversities in coastal fisheries and aquaculture, the different ways they use marine resources, and the impacts of their activities on marine ecosystems.
- How different people benefit from fishing and aquaculture, through income, food or cultural benefits.

## GSI ANALYSIS ALSO EXAMINES:

- How environmental, social and economic changes affect those benefits.
- How social interactions, including relations between women and men, and social rules and hierarchies affect people's roles in coastal fisheries and aquaculture, and the opportunities and benefits they gain from the sector.

Communities include all sorts of people and situations. Some people may have more opportunities than others based on their gender, life circumstances, economic background, social standing or education. When projects or programmes seek to address people's needs, such as for better livelihoods, GSI analysis helps ensure the different needs of women and men of all diversities are recognised and considered.

The issues people face vary from one community to another depending on how their community is organised, the governance systems that control access to natural resources, local tenure arrangements, levels of education and wealth, and cultural practices and traditions.

Using the findings of GSI analyses in policy-making and programme and project design enables all segments of the population to gain development benefits from fisheries and aquaculture.

This section introduces simple principles of GSI analysis that can be used to identify

- roles and use patterns
- access to and control over resources
- benefits from coastal fisheries and aquaculture.



TIP: People are not the same.

Because they have different capacities and life situations, equality of inputs does not necessarily lead to equitable outcomes. GSI analysis can reveal people's strategic needs, enabling the design of equitable interventions to provide equal outcomes for all.



This is NOT equality  
Equal inputs = unequal outcomes



This is equality  
Equity in inputs = equality in outcomes



# Recognising discrimination

A basic principle of GSI analysis is that people are often not conscious of all the ways that discrimination works in their community. The analysis must therefore go beyond surface ideas and probe into the social relations around fisheries and aquaculture.

## Misconception 1:

**'Women are not fishers or aquaculturists; men are the ones.'**

For most people, fishing is thought of as something done offshore, mainly by men in boats. 'Gleaning' (hand collecting fish, shellfish, crustaceans, octopus, seaweeds, etc. in shallow water and along the shore) is done mainly by women and children. Even though gleaning is an important source of household nutrition and cash income, it is often not thought of as fishing. When conducting interviews and focus group discussions, it is important to go beyond how people perceive themselves and their roles, and ask questions about activities in gathering, processing and using coastal marine resources.

### Time use survey

A useful tool for identifying women's roles in this area is the daily time use survey (attached to this module). Women and men are asked to describe each activity they perform from the moment they get up in the morning until they go to sleep. When this tool was used in Fiji fish farms, it revealed that women spent one to two hours a day feeding fish. Therefore, they could properly be described as aquaculturists. Before the time use survey, the women and men in the community said men were the fish farmers and women were 'just helpers'. When asked about aquaculture, women said it was men's work, thinking of the 'big' activities such as digging fish ponds and harvesting. Men are more involved in these activities, but they are done only occasionally. Surprisingly, women thought of their activities as 'soft' when in fact daily feeding is crucial to the success of aquaculture.

**Misconception 2: 'Women we talk to in the community never identify gender inequality as an issue, so it is not important for them'.**

Inequality is built into societies and into the way people live and interact with each other. It is therefore difficult for people experiencing inequality to identify it. For example, in many cases, women who experience domestic violence believe it is 'normal' and that it is women's responsibility to 'behave' themselves to avoid angering their partners. The same applies to other population groups who are socially disadvantaged or discriminated against, such as groups who have limited rights to access natural resources in the area in which they live. Because inequality is normalised, people often overlook their rights or do not know how to claim them, and they do not seek support from institutions and services that could help them. It is therefore important for a GSI analysis to go beyond what people say about inequality to look at its effects on the lives of community members of different genders, ages, ethnicity, etc.

**Misconception 3: 'We work for the families and/or the communities. People all face the same issues so we do not need to make a difference between women and men – they work together.'**

Many projects are based on the assumption that the whole community will benefit. However, often benefits do not flow equally to all communities and all families. For example, a nearshore fish aggregating device (FAD) may greatly improve the availability of fish, but FADs can only be used by people with access to boats (usually men). Sometimes only local resource-owning groups will be allowed to use the FADs. Therefore, the benefits may not be equitably shared. Men may share cash income with their families but they may also buy beer, which may lead to increased family violence. A careful GSI analysis can help projects and programmes avoid producing inequalities and negative social impacts and ensure that every section of the community gains benefits.

To properly understand GSI in fisheries and aquaculture, the analysis must look at social inequality in the broader society.

A good GSI analysis explores existing social issues, and possible violations of basic human rights, such as:

- Unequal division of labour and benefits (some people do more of the work but get less of the benefits, or vice versa).
- Unequal access to natural resources and capital by women, youth and people of low social status.
- Little or no participation of women, youth and other marginalised groups such as migrants, in making decisions on the use of natural resources.
- Conflicts within communities, including gender-based violence and child abuse, that restrict women's mobility and access to opportunities.

These social factors have a direct impact on the ability of different groups in communities to gain benefits from marine resources in an equitable and sustainable way.

### Case study: Gender analysis in the sea cucumber (beche-de-mer) fishery in Fiji<sup>1</sup>

When a value-chain analysis or other socio-economic survey is undertaken in the fishery sector, it is critical to include gender analysis in the investigations. Gender analysis goes beyond collecting sex-disaggregated data. For example, a recent study of the sea cucumber fishery in Fiji asked:

Why do women prefer to sell raw sea cucumbers in the market rather than cooked ones?

Why do men collect much greater numbers of sea cucumbers than women do?

Do men and women receive the same price for the same product?

The study also looked at how methods of processing sea cucumber in communities have evolved and who holds the knowledge.

<sup>1</sup> Mangubhai, S., Lalavanua, W. and Purcell, S. (eds.) 2017. Fiji's sea cucumber fishery: Advances in science for improved management. Report No. 01/17. Suva, Fiji: Wildlife Conservation Society. 72 pp.



## Case study: Gender analysis of tilapia pond aquaculture in Fiji<sup>2</sup>

The gender analysis considered gender roles, decision-making patterns, access to and control over resources, and access to training opportunities for aquaculture farmers in Viti Levu.

Based on the interviews, it was clear that aquaculture, in particular tilapia farming, has a very gendered division of labour. Women's roles include fish feeding, which is done twice a day. This is hard work if the pond is far from the house. Often women also help men with pond cleaning and fish harvesting. Men do heavier work, such as digging a pond, which is a one-off task that can take several days, depending on the ground and the equipment at hand.

In all interviews, except on farms led by a single female farmer, men were considered the head of the farm. This meant they were the official contact for any technical assistance provided by the Government of Fiji or SPC, and they attended the training offered. The women, who were responsible for much of the day-to-day farm operations, did not receive any training.

It is clear from the interview responses that gender relations and power dynamics between men and women farmers affect their roles and responsibilities, their visibility in farming operations and, ultimately, farm control. Even on farms managed by a women's committee (there are two such farms in Namosi), many decisions on farm operations were made by a male member of the community. The same was true for overall farm administration.

In this case, giving the decision-making to men was based on habits of thinking that positions of authority belong to men, even though they did not have good knowledge of the operation of the farms.

However, a number of respondents from farms led by women's committees, or by husband and wife teams, said that the tilapia projects increased the women's confidence and empowerment. For example, in the case of the two Namosi farms led by women's committees, the women emphasised that they had been requested by village leaders to attend village meetings to respond to queries from other families interested in tilapia farming, who wanted their assistance and advice on fish breeding. In the Namosi province, in particular, this was seen as an achievement for the women as the official *mataqali* and *tikina* meetings are often the domain of men.

### TIP:



If you are in a position to approve staff training or allocate funding for capacity building, you could consider sending staff for gender and social analysis training. You could also make it a requirement that a staff member in each division (e.g. inshore, aquaculture and corporate services) is trained to undertake GSI analysis of the division's work plans and strategies. It is important to note that one-off training will not make someone a gender specialist. Continuous investment in staff training and capacity building in GSI is required alongside working in partnership with the national agency for women's affairs and other gender specialists.

<sup>2</sup> Pacific Community, Women in Fisheries Network - Fiji, and Ministry of Fisheries, Fiji. 2018. Gender analysis of the aquaculture sector in Fiji: Community-based tilapia farms in Viti Levu. Noumea, New Caledonia: Pacific Community. 36 p.

# How to do a GSI analysis

There is no one-size-fits-all model for GSI analysis.

If you are at the start of a project, or planning a programme, or need to undertake GSI analysis for that project/programme, this section provides examples of the types of information you should include in your analysis.

Please note that the suggestions made in this section are basic. If you want more detail, there are many good resources on gender analysis and research for fisheries and aquaculture in developing countries. You can search the WorldFish and FAO websites. Here are two particularly useful guides:

- **Gender research in fisheries and aquaculture: A training handbook.** USAID Oceans and Fisheries Partnership, and Gender in Aquaculture and Fisheries Section of the Asian Fisheries Society. 2018. Bangkok. [https://www.seafdec-oceanspartnership.org/wp-content/uploads/USAID-Oceans\\_Gender-In-Fisheries\\_Training-Guide\\_October-18.pdf](https://www.seafdec-oceanspartnership.org/wp-content/uploads/USAID-Oceans_Gender-In-Fisheries_Training-Guide_October-18.pdf)
- **Handbook: Towards gender-equitable small-scale fisheries governance and development.** Biswas, Nilanjana, and International Collective in Support of Fishworkers. 2017. Rome: Food and Agriculture Organization (FAO) of the United Nations. <http://www.fao.org/3/a-i7419e.pdf>

When planning a gender analysis, it is often helpful (and easier) to speak to a gender specialist or get in touch with your national agency for women's affairs to get an idea about the scope and work required.

Much of the information that goes into a GSI analysis can be obtained by a 'desk review' of existing reports and research for the Pacific. You can then supplement the findings of the desk review with a specific GSI analysis in the province/community/village identified in your project.

Remember that GSI analysis is not done only at the start of a fisheries or aquaculture project. The analysis should be mainstreamed into the project's routine data collection and analysis activities. The resulting information will help you monitor, evaluate and report on the project's activities to assess how well they are contributing to development for all groups in the community and to inform future work.

Examples of routine analyses done by fisheries/aquaculture staff	How to do these analyses in a gender and socially inclusive way
Aquaculture development needs assessments	<ul style="list-style-type: none"> <li>• What are the needs of each group in the community (disaggregated by sex, age, other social categories)?</li> <li>• What are the perspectives of different groups on proposed aquaculture activities?</li> <li>• Who will be doing what kinds of work in the activities?</li> <li>• What are the costs and benefits of the activities for different groups in the community?</li> </ul>
Fisheries stock assessments	<ul style="list-style-type: none"> <li>• Make sure that stock assessments include species that women, children and old people fish for.</li> <li>• Include women's and men's different knowledge of local ecology.</li> </ul>
Market surveys	<ul style="list-style-type: none"> <li>• Count how many women and men are selling seafood in the market.</li> <li>• Are they selling on behalf of someone (another trader) or for their family?</li> <li>• Is their father/spouse/family member the fisher or are they the fisher?</li> <li>• How is the income from seafood sales distributed in families?</li> <li>• Who makes decisions about the sale of seafood, who uses the income generated, and what do they buy?</li> </ul>

## Data and methods

Information required for a GSI analysis may be available through existing surveys, including the census, household income and expenditure surveys, time use surveys (attached to this module), and in some contexts, agriculture surveys. Academic research may also provide information.

In the Pacific islands region, SPC, WorldFish, Wildlife Conservation Society (WCS), the University of the South Pacific, the World Bank and consultants working for Pacific Island governments have produced information on women's roles in fisheries and some gender analyses. However, the production of sex-disaggregated numerical data and other social data related to the fisheries and agriculture sector is not routinely done or is incomplete. Therefore, qualitative methods such as interviews and focus group discussions may be useful to complement the information that is already available.

## Topic areas for GSI analyses

### Basic content: An overview of the social structure of the community, including gender, age, and other areas where social exclusion may occur, and identification of any socially excluded groups

1. What is the role of women and men of different segments of society (youth, socio-economic status, ethnic group, migration status, caste) in relation to coastal fisheries activities and aquaculture for cash and for food? What traditional knowledge and practices do they use? Who has what kinds of use rights, ownership and decision-making power over natural resources? Whose knowledge is valued? Who has limited access to valuable knowledge?
2. Do inequalities exist in accessing resources for coastal fisheries activities and aquaculture (land, fishing grounds, equipment, information, training, etc.)? Are there inequalities in the distribution of benefits from fisheries and aquaculture?
3. How will environmental and economic changes in natural resources, coastal fisheries activities and aquaculture potentially affect women and men from different segments of society? Will the likely impacts be different for women and men?
4. To achieve equitable development of coastal fisheries and aquaculture, what are the needs of women and men from different segments of the community, including in accessing services and programmes?
5. Are there opportunities to promote equitable benefits from coastal fisheries activities and aquaculture?



## GSI analysis of coastal fisheries/aquaculture livelihoods and use of resources and technology

6. Describe the composition of the population involved in coastal fisheries and aquaculture activities by sex, age, social status, ethnicity, income level, geographical location and origin.
7. Which activities are performed in relation to coastal fisheries and aquaculture and by whom (with information disaggregated by sex, age, caste, ethnic group, and other relevant social categories)?
8. What level of access and control do women and men from different segments of the population have over the resources and technologies<sup>3</sup> required to effectively harvest coastal marine resources and carry out aquaculture?
9. What local knowledge and skills do men and women from different segments of the population have about coastal fisheries and aquaculture?
10. Do men and women have access to education and training about fisheries/aquaculture? Does this access vary for men and women from different segments of the community?
11. How do women and men from different segments of the population perceive their roles in coastal fisheries or aquaculture?
12. What are the benefits of coastal fisheries activities and aquaculture, as perceived by women and men from different segments of the community?
  - Food security (how many times do they eat the fish they collect per day/week/etc.) What proportion of protein intake does this fish represent (e.g. half the protein intake per week)?
  - Incomes: What is the investment in terms of time and money? What percentage of total household incomes comes from these activities? How is the income distributed within the family? What do people do with the income (buy food, save, pay school fees, etc.)
  - Are there other benefits (e.g. cultural)?

## Decision-making for coastal fisheries/aquaculture

13. What organisations are involved in managing natural resources used for coastal fisheries and aquaculture (e.g. local government, provincial fisheries agencies, community leadership and authorities)?
  - What is the social composition of these governing bodies (by gender, age, caste, landowning status, ethnic group, etc.)?
14. What are the decision-making processes of these bodies?
  - Are women and other socially excluded groups able to participate effectively, or do older men's perspectives dominate?
15. At the household level, how are financial decisions made in relation to fishing/aquaculture (e.g. buying equipment; paying for help with harvesting; selling products; using the income generated by aquaculture production, etc.)?
  - Are women, young people, and other socially excluded groups happy with the decision-making process? Do they think some things should be done differently?

<sup>3</sup> Technology can include farm equipment, mobile phones, or computers used for fishing or aquaculture operations.

## Impacts of proposed changes

16. How would changes proposed by legislation, by policy or by a fisheries/aquaculture project impact on different segments of the population? (Refer to activities performed, time dedicated to those activities, workload, use patterns, productivity, financial benefits, nutritional benefits, access to and control over productive resources, etc.)
- Break the impact assessment down by gender, age, ethnic group, and any other relevant social category.
17. How will changes proposed by the project affect gender and other social relationships?
- Could they worsen the social exclusion experienced by women or other groups?
  - Do they have the potential to positively transform situations of inequality by reducing exclusion and leading to equality in development outcomes across communities?

This module contributes to the following outcomes of *A new song for coastal fisheries*<sup>4</sup> and the *Small-scale fisheries guidelines*<sup>5</sup>

- A new song Outcome 2 – Adequate and relevant information to inform management and policy
- Small-scale fisheries guidelines Part 3 – Ensuring an enabling environment and supporting implementation; Section 11 – Information, research and communication

4 SPC. 2015. *A new song for coastal fisheries – Pathways to change: The Noumea Strategy*. Noumea: SPC.

5 FAO. 2015. *Voluntary guidelines for securing sustainable small-scale fisheries in the context of food security and poverty eradication*. Rome: FAO.



Collecting mud shells in Solomon Islands ©Jan van der Ploeg

# Gender analysis checklist for coastal fisheries and aquaculture in a programme or project cycle

Ensuring that gender considerations are accounted for throughout the programme or project cycle requires consideration of key issues and questions at each stage. Reflecting on the results of this checklist will indicate if and where the programme or project cycle's proposals (for objectives, activities and mechanisms for engagement and analysis) should be modified and improved to maximise the participation of men and women and thus the effectiveness of the programme or project.<sup>7</sup>

This checklist is adapted from the 'Pacific gender and climate change toolkit – Tools for practitioners'<sup>6</sup>

## Phase 1: Preparatory

### Institutions and governance

- Describe the current bodies or committees that deal with fisheries or aquaculture. How gender sensitive are the people/groups represented here? Have participants received any kind of gender training?
- Describe the mechanisms that exist to ensure balanced representation of different groups (men, women, youth, elders, people with disabilities) within these structures.
- Describe the mechanisms that will be used to raise awareness and share information about the project/programme/policy. How will these mechanisms ensure that all groups have access to information that targets their specific information needs?
- Identify the type of scientific information and socio-economic analysis needed to inform the programme or project. What expert support may be needed to ensure that gender considerations are addressed adequately?
- Identify how social structures (such as traditions, governance, religion, rights and status of groups) promote or reduce the ability of men and women to access resources and information critical to fisheries/aquaculture.

## Phase 2: Situation analysis and

## Phase 3: Problem analysis

### Policies, plans, strategies

- Are gender issues in relation to fisheries/aquaculture clearly identified and addressed in current policies, programmes and institutional arrangements? How?
- What fisheries/aquaculture development plans and policies already exist? To what extent do these reflect gender equality commitments? Do these policies and plans contribute to addressing gender issues in relation to access to and control of critical resources for fisheries/aquaculture?

### Conduct an initial stocktake of roles and responsibilities – who is doing what in the following areas?

- Identify who (women or men) is responsible for fishing/aquaculture.
- Identify who (women or men) is responsible for post-harvest activities (e.g. marketing, drying, smoking, etc).
- Identify relevant employment and income-generating activities. Who (women or men) does what?

<sup>6</sup> [www.pacificclimatechange.net/sites/default/files/documents/Pacific\\_gender\\_toolkit\\_full\\_version.pdf](http://www.pacificclimatechange.net/sites/default/files/documents/Pacific_gender_toolkit_full_version.pdf)

<sup>7</sup> PACC. 2014. Mainstreaming climate change adaptation in the Pacific: a practical guide. Apia: SPREP/UNDP.

### Knowledge and skills – who knows what and who can do what?

- Identify what resources men and women use, e.g. land for aquaculture, fishing grounds). Who (men or women) has particular knowledge of these resources, e.g. where they are located, their seasons? Identify who has control over these resources.
- Describe what knowledge and skills are used by men and by women to manage fisheries resources or develop aquaculture.
- What fishing or aquaculture techniques are used? Who (women or men) uses what?

### Access to (use rights) and control of (decision-making rights) resources – who controls what?

- What are the different levels of access to each of the following, for women and for men? Who has access to: aquaculture and fisheries inputs (fishing vessels, outboard motors, bait, nets, freezers); aquaculture or fisheries extension officers; local NGOs or other community members; traditional knowledge of fisheries practices; land; coastal fisheries; transport?
- Who has control over: land, traditional fishing grounds, oceanic fisheries, transport, and finances for accessing credit to purchase inputs, advisory services, access to markets?

### Knowledge gaps

- Are sex-disaggregated data or indicators available for fisheries/aquaculture? If so, what information do they provide?
- What information needed to complete a gender analysis is missing? How will these gaps be filled during the planning phase?

## Phase 4: Solution analysis and Phase 5: Design

### Needs – who needs what and for what?

- Describe how project objectives and activities adequately address the fisheries/aquaculture needs and priorities of men and women? What mechanisms are used to identify these needs and priorities? How do these mechanisms ensure that men and women contribute equally? (Note: this is especially relevant if one group is perceived as having the main role in the activity.)
- What resources do men and women need to gain benefits from fisheries/aquaculture? How might current differences in the ability of men and women to access these resources affect programmes/projects?
- What are the expected benefits and opportunities that the project will generate? Indicate ones that may be more accessible for women than men and vice versa (e.g. aquaculture and fisheries training; juggling carer responsibilities with income opportunities, etc.)

### Knowledge and skills – who needs to know what?

- What capacity building needs in relation to fisheries/aquaculture were identified? For each one, indicate whether it was identified by men, women or both groups.
- Will the project provide training, awareness and education to enhance the current skills and knowledge of men and women? What mechanisms will be used to ensure that men and women contribute and benefit equally?

(Note: this is especially relevant if one group is perceived as having the main role in a particular aspect of fishing/aquaculture.)



## Inputs from social scientists

- How and to what extent have social scientists, including gender specialists, been involved in the design process?
- Has a gender analysis of proposed policies and interventions been undertaken? If not, when is it planned to carry out such an analysis?
- What resources are allocated to ensure that gender considerations are acted on?

## Phase 6: Implementation, monitoring and evaluation

### Implementation

- Do the implementing partners already have commitments to achieving gender equity?
- Do they have the skills and capacity to implement programmes using gender-sensitive approaches? If not, include capacity building for partners at the outset.
- Describe the mechanisms that are being used to ensure the full and active participation of men and women at all stages of the implementation process.
- Have any specific measures to address gender issues been identified during the planning phases? If so, describe how they will be resourced and their implementation tracked.

### Monitoring and evaluation

Through the use of sex-disaggregated indicators and specific tools, the monitoring and evaluation framework should allow us to track the following issues:

- How the programme or project has addressed women's and men's fishing/aquaculture needs.
- How the programme or project has affected women's and men's workloads.
- What additional resources have been made available for women and for men for fisheries/aquaculture development, e.g. aquaculture supplies, training, improved access to extension services, improved access to credit? Has this included any shifts in knowledge and skills?
- Capacities and knowledge developed by women and men relating to fisheries/aquaculture and how they are using this to strengthen development outcomes for all groups within communities.
- Reduction in gender inequalities, for example in terms of access to benefits from or control over aquaculture activities/fisheries resources.



## Tool 1: Division of labour and activity matrix

**Objective:** To identify the roles of women and men in contributing to livelihoods and household well-being through fisheries or aquaculture.

**Gender considerations:** A division of labour matrix can provide information on the respective roles of men and women in livelihood strategies. It should provide information about the level of involvement of women and men in:

- Food production – agriculture (cash crops, livestock production, subsistence crops), fisheries (coastal and offshore), other activities related to food security (collection of wild nuts).
- Household work – cooking, cleaning, collection of water or fuel, maintenance of water tanks, taking care of children, elders or persons with disabilities, etc.
- Employment and income generating activities – handcraft production, services, and small-scale businesses
- Community work – involvement in customary institutions, church groups, traditional celebrations, NGOs, collective work, etc.

### Why do it?

This information can be used to examine the extent to which a programme/project will affect each of these activities and therefore any differences in the way in which impacts will be felt by women and men. Understanding who does what, who uses and controls which resources, is vital to being able to design programmes/projects that bring equitable benefits to communities. Similarly, resource management directed toward changes in the way resources are currently managed must be based on understanding who uses the resources. Attempts to improve resource management may otherwise fail.

### When to do it?

This is an important part of an initial situation and problem analysis, to ensure that proposed solutions are correctly targeted. It can be integrated into the planning phase of a project or policy.

### Steps

The following steps illustrate this process with respect to community-based fisheries management.

#### Step 1:

Identify activities that men and women perform in relation to fishing.  
How are these activities affected by resource depletion?

#### Step 2:

How do the activities performed by women and men themselves affect underlying resource management? Do these activities put pressure on fisheries resources? Do any of these activities contribute to conservation of fisheries resources?

#### Step 3:

Combine these activities with information about how fishing pressure will affect resources.

#### Step 4:

Using the information generated in steps 1-3, identify and discuss how men and women may be differently affected by fisheries management measures. In particular, do some activities deplete fisheries resources more than others, and if so, will they be more affected by management measures?

## Tool 2: Time use survey

**Objective:** To identify the daily tasks carried out by men and women and identify the differences or similarities in activities, workload and roles.

### Why do it?

This tool facilitates the capturing of daily activities by men and women. Information obtained from this tool may be useful for identifying target groups for specific project activities and also for planning project activities to ensure that they do not add too much extra burden to men's and women's workloads. It is also a useful method of making everyone more aware of the different workloads borne by men and women.

### When to do it?

This tool provides useful insights into the following questions: Who does what (roles)? When are different activities carried out? How much time is consumed by activities (household, community, individual)? It should be used as part of the situation and problem analysis to inform solution and design options.

### Steps

#### Step 1:

Together with relevant stakeholders, distribute the time matrix to each participant or group.

#### Step 2:

Ask participants to think of a typical family they are familiar with, or think of their own families.

#### Step 3:

Ask them to think about the typical activities that men and women in the family would do in a typical day. Using the time matrix, indicate activities that each would carry out for each of the hours of a 24 hour day (such as getting children ready for school, washing, leisure time, sleeping etc.).

#### Step 4:

Following this, ask participants to compare the two timetables and discuss the following questions:

- Are there commonalities and differences between the two timetables?
- Are activities the same or different?
- Is the same amount of time spent on activities that are common to both?
- Is there a distinct division of labour between men and women? Why do you think so?
- Are the activities of the man and the woman interchangeable?
- How can men and women assist each other with their respective workloads?

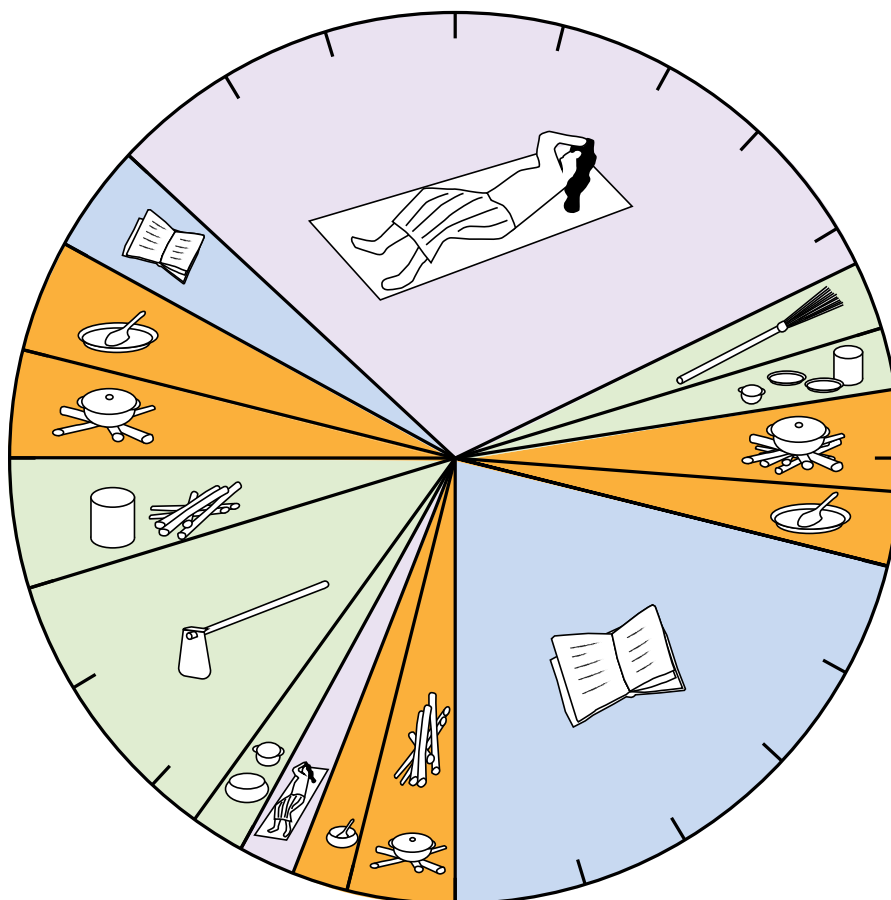
## Time use survey results

Different methods can be used to show the results of a time use survey, e.g. you can use a table to list activities, or you can draw them.

(Complete the survey table for a whole day (24 hours))

Time	Elder women (60 years old +)	Women (26-59 years old)	Daughters (15-25 years old)	Elder men (60 years old +)	Men (26-59 years old)	Sons (15-25 years old)
5.00 am	Prepare breakfast	Wakes up and prepares children's school lunches and breakfast				
6.00 am		Wakes children up and gets them dressed for school	Help younger children to get dressed			
7.00 am		Family breakfast			Family breakfast	
8.00 am			Go to school		Leaves for work in the nearby town	Go to school
				Go to the market		

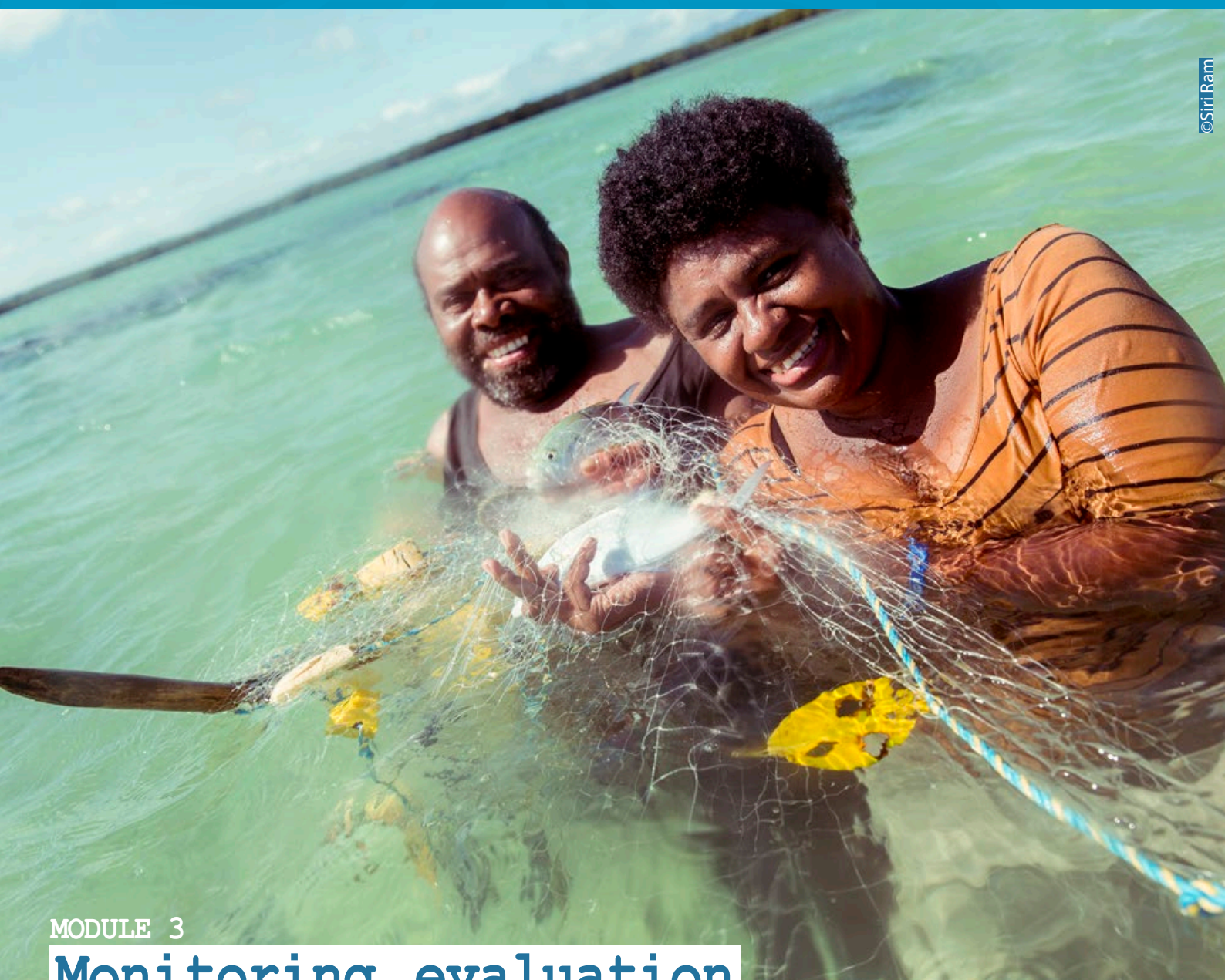
Alternatively, you can illustrate activities done during the time use survey period, as in the following diagram:







# Pacific handbook for gender equity and social inclusion in coastal fisheries and aquaculture



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MODULE 3

## Monitoring, evaluation and learning





Pacific handbook for

# gender equity and social inclusion

in coastal fisheries  
and aquaculture

## Module 3: Monitoring, evaluation and learning

Sangeeta Mangubhai, Connie Donato-Hunt and Danika Kleiber



Noumea, New Caledonia, 2019

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# Key points

- MEL (monitoring, evaluation and learning) is designed to answer the question 'Is what we are doing working?' A MEL framework that is sensitive to gender and social inclusion (GSI) should be integrated throughout the life of a project or programme.
- MEL is part of good project management. It enables project progress to be monitored and changes to be made, if necessary, to interventions or indicators to ensure the project's goals are achieved and are sustainable.
- Participatory approaches to developing MEL help ensure the project is inclusive and the community is engaged from the start.

## What is MEL?

MEL is part of the project or programme management process (Fig. 3.1 and Table 3.1). It allows us to determine if interventions or management actions are **making a difference**, and if a project or programme is producing the **intended results or outcomes**.<sup>1</sup>

- MEL can be applied to a new project or to an existing programme. The MEL process can:
- Improve the performance of projects or programmes by tracking progress and enabling adjustments to be made if necessary.
  - Identify the extent of change that a project or programme has contributed to, including unplanned effects (both positive and negative).
  - Strengthen the ability of an organisation, community or sector to implement future projects or programmes.

### Monitoring: Are we doing things right?

Monitoring is the systematic and ongoing collection of information on project implementation, with a focus on processes, activities<sup>2</sup> and outputs.<sup>3</sup> It identifies strengths and limitations to help track progress and guide implementation. Data collected continuously, or at regular intervals during the programme or project, can help determine whether goals or outcomes (e.g. improved livelihoods, empowerment of marginalised groups) are being achieved.

### Evaluation: Are we doing the right things?

Evaluation looks at the overall picture, i.e. the whole project and its broader context. It includes periodic assessment of the design, implementation and results of a project and is usually carried out at the mid-point and end of projects. Evaluations can examine relevance, efficiency, effectiveness, impact and sustainability. They should provide findings that can be used in decision-making by project beneficiaries, implementers and funders.

### Learning: Have we adapted how we do things?

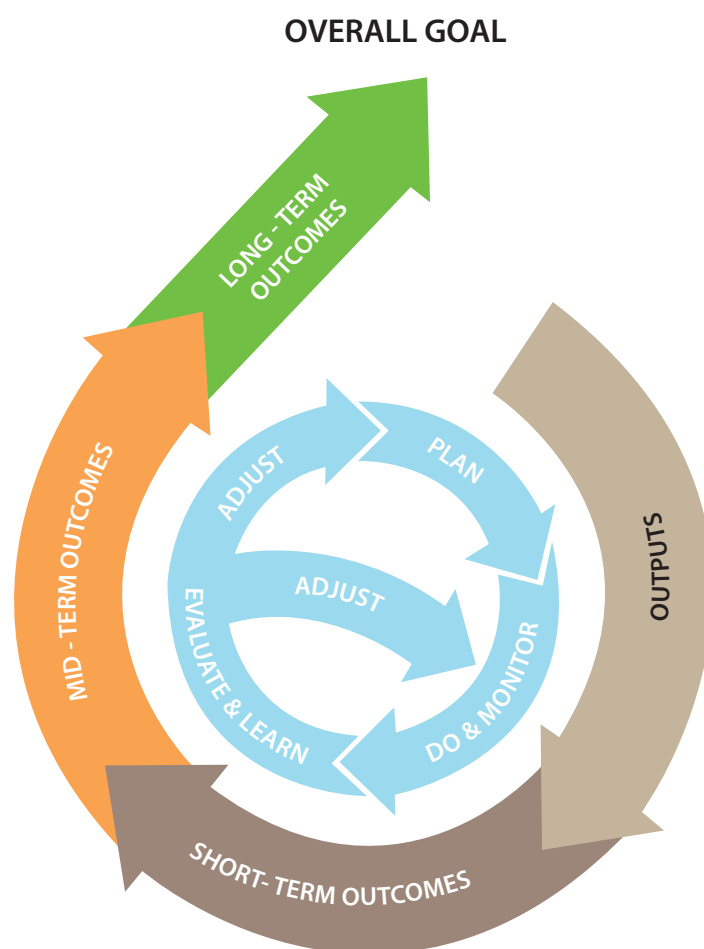
Monitoring and evaluation information can be used to refine, adapt and improve project design, planning, implementation and management. Lessons learned from both successes and failures can be used to modify a programme or project to ensure goals are met. By incorporating learning in the design and implementation of future projects, we avoid making the same mistakes again.

1 Outcomes are defined as the likely or achieved short-term and medium-term effects or changes resulting from activities or interventions. Additional MEL tools, guides and resources are suggested at the end of this module.

2 Activities are actions taken, interventions made, or work performed.

3 Outputs are the products, goods or services that result from activities.

## Key steps for conducting MEL in a project management process



**Figure 3.1.** Monitoring, evaluation and learning as part of adaptive management.

**Table 3.1:** Key steps in MEL for projects and programmes.

	Define what is being evaluated	Identify the goals and outcomes of the project or programme, and the activities and outputs that will address these
	Identify the methodology	Work out how you will know whether the project or programme is achieving what it has set out to do. To do this, identify indicators and decide how you will measure them
	Collect data	Data collection may include collating existing information (e.g. from GSI analysis) or gathering new information. Data must be collected by sex, age, and other relevant social groupings
	Analyse data and answer key questions	During data analysis ensure data is disaggregated and presented by gender, age, and other relevant social groupings, and is linked to the goals and outcomes
	Report results	Communicate disaggregated monitoring and evaluation information to all relevant stakeholders to inform ongoing review
	Identify and report learning	Use results to adapt activities and revise and/or improve outcomes as necessary

## Tips for integrating GSI in MEL processes

### *GSI-sensitive MEL*

- **Include participatory approaches:** It is important that project stakeholders are themselves participants in the MEL process and are engaged and invested in the outcomes from beginning to end. Their involvement ensures that the MEL process is meaningful, relevant and transparent, and not just a box-ticking exercise. Participatory MEL also helps gather information on issues that are less easily captured by non-participatory approaches (e.g. sensitive or personal information, unintended outcomes, etc.).<sup>4</sup> In addition to taking part in the project's planning stages, stakeholders can participate by contributing data, being part of the evaluation team, assisting in interpreting results, etc. It is essential to have an adequate representation of the key stakeholders to ensure buy in and support. Evaluations and processes that leave out 50% (or more) of the population (e.g. women) are not representative and can lead to biased information and ineffective and unequal governance.
- **Keep it simple:** Keep your MEL system and methods as simple as possible. For example, select a realistic number of indicators to measure. Use participatory approaches to identify the indicators that stakeholders feel are the most important ones to measure, in order to simplify a complex MEL system.<sup>4</sup>

### *Integrating GSI in the planning stage*

- **Include GSI in the planning stage:** GSI considerations for MEL should be included in the planning stage to ensure GSI reporting and acting on feedback (i.e. learning) is built in from the start of the programme or project. Embedding GSI into MEL involves observing and documenting to what extent the initiative includes and benefits different people, especially women and those from marginalised groups.
- **Use information from GSI analysis for MEL:** The GSI analysis process itself collects information that can also be used for MEL (Module 2: Gender and social inclusion analysis). For example, conducting a time use analysis as a baseline and follow-up can measure outcomes relating to women's participation and access to resources. Where possible, build on existing data to measure indicators. This minimises MEL labour and costs.

### *Choosing indicators for monitoring*

- **Consider broader social and economic impacts:** Often, performance and monitoring indicators are narrowly defined, for example the impacts of different management systems could be assessed mainly in terms of fish stocks, with economic factors (e.g. harvest costs, market access) or community factors (e.g. participation in the fisheries sector, decision-making, food security, cultural values) being overlooked or given low priority. MEL should attempt to capture the full range and value of people's contributions and incorporate links with the broader development outcomes of food security, nutrition and poverty eradication.<sup>4</sup>
- **Consider indicators related to conflict in communities:** Although coastal fisheries and aquaculture staff do not have the training to deal with gender-based violence, MEL should attempt to capture any gender-related or other social conflicts arising from the implementation of a project or programme. These might include indicators of trust, perceptions of fairness and equity (e.g. over access to resources, or economic opportunities and benefits), number of conflicts, compliance with fisheries rules, and whether there are effective mechanisms to resolve conflict.

<sup>4</sup> FAO. 2017. Towards gender-equitable small-scale fisheries governance and development – A handbook. In support of the implementation of the Voluntary guidelines for securing sustainable small-scale fisheries in the context of food security and poverty eradication, by Nilanjana Biswas. Rome, Italy.





## Types of GSI indicators

An indicator is a variable that provides a way of measuring one aspect of a project to understand how it is being implemented or what changes are occurring.<sup>5</sup> Table 3.2 provides an ‘Indicator reference sheet template’ to assist in defining indicators.

There are two main types of indicators:

- **Quantitative indicators** are numeric. They are presented as numbers, percentages or ratios, or as the results of other numeric calculations.
- **Qualitative indicators** may be presented as descriptive narratives. They provide information about the context in which a project is operating or stakeholders’ experiences of outcomes achieved.<sup>6</sup>

**Table 3.2.** Indicator reference sheet template.<sup>6</sup>

<b>Indicator</b> <ul style="list-style-type: none"> <li>• What is the indicator being measured?</li> <li>• Is the indicator linked to an outcome(s)?</li> <li>• Is the indicator SMART? (specific, measurable, achievable, relevant, time-bound)</li> <li>• Is the indicator defined clearly and unambiguously?</li> </ul>	
<b>Target</b> <ul style="list-style-type: none"> <li>• What is the population of interest?</li> <li>• What is the desired representative sample size?</li> </ul>	
<b>Rationale</b> <ul style="list-style-type: none"> <li>• Why should this indicator be in the MEL plan?</li> <li>• Why is the indicator important for implementation and/or decision-making?</li> </ul>	
<b>Unit</b> <ul style="list-style-type: none"> <li>• Unit of measurement</li> <li>• Usually a number or percentage</li> </ul>	<b>Disaggregation</b> <ul style="list-style-type: none"> <li>• How will the data be disaggregated? (e.g. by sex, age, social status, etc.)</li> </ul>
<b>Type</b> <ul style="list-style-type: none"> <li>• Is the indicator measuring an activity, output or outcome?</li> </ul>	<b>Direction of change</b> <ul style="list-style-type: none"> <li>• Should the desired units be higher or lower than the baseline?</li> </ul>
<b>Data sources</b> <ul style="list-style-type: none"> <li>• What are the existing data sources that can be used? (e.g. from a GSI analysis, monitoring programmes, national surveys such as household income and expenditure surveys, etc.)</li> <li>• Do new data need to be collected?</li> </ul>	
<b>Notes on measurement</b> <ul style="list-style-type: none"> <li>• Level at which data is collected</li> <li>• Who will collect data for this indicator?</li> <li>• How should it be collected?</li> <li>• Frequency of collection (e.g. initial evaluation, mid-term evaluation, final evaluation)</li> <li>• Important assumptions</li> </ul>	
<b>Data use</b> <ul style="list-style-type: none"> <li>• How will the data be analysed and who is responsible?</li> <li>• How will the data be communicated to decision-makers?</li> <li>• How will the data be used to make project or programmatic changes?</li> <li>• Who should be involved?</li> <li>• How and when will the MEL process engage stakeholders, or be accountable to stakeholders?</li> </ul>	

5 OECD/DAC. 2002. Glossary of key terms in evaluation and results based management. <https://www.oecd.org/dac/evaluation/2754804.pdf>

6 Modification of Tool 16 in Fehring, J., Iskarpatyoti, B., Adamou, B. and Levy, J. 2017. Integrating gender in the monitoring and evaluation of health programs: A toolkit. MEASURE Evaluation.

GSI-sensitive indicators can be categorised in two ways:

1. **Disaggregated baseline indicators** (Table 3.3): These are indicators that are disaggregated by key population characteristics, most often by sex, but also by other relevant demographic factors such as age, ethnic group, social group, socioeconomic status, etc.
2. **GSI-specific indicators** (Table 3.3): These indicators address GSI issues directly and go beyond disaggregation of data. They address more complex issues such as changes in attitudes and social/gender norms, power differences, decision-making, division of labour, unpaid care work and workload, access to educational and economic opportunities, etc.<sup>7</sup>

**Table 3.3.** Examples of disaggregated indicators versus GSI indicators.

Indicator type	Example indicators
Disaggregated indicators	Disaggregated information on participants and beneficiaries.  Examples: <ul style="list-style-type: none"> <li>• Number of people attending and participating in meetings or training by demographic group (men, women, youth, other groups)</li> <li>• Number of people receiving resources or support through the project or programme by demographic group (men, women, youth, other groups)</li> </ul>
	Extent to which different segments of the community have benefited from a project or programme.  Examples: <ul style="list-style-type: none"> <li>• Change in knowledge among men and women following training</li> <li>• Change in behavior or fishing practices among men and women</li> <li>• Change in income among men and women</li> </ul>
GSI-specific indicators	Extent to which a project or programme included equity-promoting practices.  Examples: <ul style="list-style-type: none"> <li>• Participation in decision making by demographic group (men, women, youth, other groups)</li> <li>• How fisheries and resource management affects men and women differently, and how these perspectives were taken into account during project design and implementation</li> </ul>
	The extent to which the project contributed to equity-promoting outcomes.  Examples: <ul style="list-style-type: none"> <li>• Division of labour between demographic groups (men, women, youth, social groups)</li> <li>• Control over the benefits of their work by men and women (along the value-chain)</li> <li>• Access to resources (e.g. fisheries, money, equipment, supplies) by demographic group (men, women, youth, other groups)</li> <li>• Active participation in managing coastal resources among demographic groups (men, women, youth, social groups)</li> <li>• Level of community recognition of men's and women's roles in fisheries management or aquaculture</li> </ul>

Table 3.4. gives examples of indicators relating to Outcome 7 of *A new song for coastal fisheries* ('More equitable access to benefits and decision-making within communities, including women, youth and marginalised groups') and Outcome 8 ('Diverse livelihoods reducing pressure on fisheries resources, enhancing community incomes, and contributing to improved fisheries management')<sup>8</sup>.

<sup>7</sup> Fehringer, J., Iskarpatyoti, B., Adamou, B. and Levy, J. 2017. Integrating gender in the monitoring and evaluation of health programs: A toolkit. MEASURE Evaluation. <https://www.measureevaluation.org/resources/tools/gender/toolkit-for-integrating-gender-in-the-monitoring-and-evaluation-of-health-programs>

<sup>8</sup> Pacific Community. 2015. A new song for coastal fisheries – Pathways to change: The Noumea Strategy. Noumea: SPC.

**Table 3.4.** Examples of indicators relating to Outcomes 7 and 8 of *A new song for coastal fisheries*.

Intermediate outcomes	Key players	Indicators
Equitable access to resources and benefits of coastal fisheries within communities	Communities, champions for change, researchers	# of gender-differentiated studies # of community action plans in which access to benefits for women, youth and marginalised groups are improved Indicators of well-being are gender-differentiated and socially disaggregated Engagement of women and youth and other marginalised groups in fisheries activities
Greater inclusivity of decision-making while acknowledging cultural norms and traditional values	All demographic and social groups within a community, including village leaders	# of women, youth, and other marginalised groups involved in decision-making forums New stakeholder groupings are developed in decision-making forums
Decision-making processes are transparent, and the roles of government and traditional authorities are clear	Communities, leaders	# of community members aware of decisions and decision-making processes
Plans take account of equity issues, especially those involving women and youth	Communities, leaders, women and youth	# of plans that explicitly address equity issues
Diverse livelihoods, contribute to coastal fisheries management	Communities, private sector, fisheries agencies	Healthy stocks (with assessment of all stocks harvested, including those targeted by women, youth and other marginalised groups) Diversity of livelihoods Gender division of labour in livelihoods Social breakdown of access to livelihood activities Proportion of income from coastal fisheries Distribution of income across social groups within communities
Enhance value of wild-caught fisheries	Fishers, private sector	Total household income Distribution of income within households
Aquaculture, tourism and inshore fish aggregation devices (FADs) contribute cost effectively to sustainable livelihoods	National departments, private sector, communities, SPC and NGOs	Household income Who controls individual and household income? Status of fish stocks (with assessment of all stocks harvested, including those targeted by women, youth and other marginalised groups)

#### Checklist for GSI sensitive indicators<sup>9</sup>

- Does the project have a systematic way to collect and analyse information on its social impacts on a regular basis?
- Can the indicators be disaggregated appropriately (e.g. by sex, age, social status, economic level, ethnicity, social group)?
- Has baseline data been collected on people of different sex, age, social status, economic level, ethnicity, and other social groups to ensure good understanding of the situation before the start of the project?
- Are there specific GSI indicators to measure changes in gender relations, social interactions, inequalities, and access to services, resources and power?
- Does the project have policies about what to do when MEL data reveals inequities?

<sup>9</sup> Fehringer, J., Iskarpayoti, B., Adamou, B. and Levy, J. 2017. Integrating gender in the monitoring and evaluation of health programs: A toolkit. MEASURE Evaluation. <https://www.measureevaluation.org/resources/tools/gender/toolkit-for-integrating-gender-in-the-monitoring-and-evaluation-of-health-programs>



Fisher on Koro Island, Fiji ©VCreative

## Collecting GSI data

It is important to think about the methods used to gather data that informs the indicators. Here are some things to consider:

- Is there existing data you can use (e.g. GSI analysis, household income expenditure survey)?
- How big is your sample? Quantitative disaggregated data sometimes requires larger sample sizes to be representative.
- Where are you collecting data? If you focus on economic centres where fishery products are sold, such as markets or wharves, you may miss capturing data on subsistence fisheries labour.
- Who is collecting the data? In some cases, women may prefer to be interviewed by women, men by men and youth by youth.
- In group settings is everyone's voice being heard? In focus groups, it may be necessary to consider cultural barriers to attendance and participation, as well as the household and community commitments of different groups (e.g. childcare, catering for the meeting).

## Ethical considerations for collecting socioeconomic data

When collecting socioeconomic data, it is important to incorporate the following social and ethical considerations:


- Participation in the surveys must be **voluntary**. No one should be pressurised or coerced into being interviewed. There should not be any consequences for any person refusing to participate.
- All participants must understand the survey and the risks involved in the study, and must give their **consent** to participate.
- No-one should be put at **risk of harm** or any form of persecution as a result of their participation in the study.
- Confidentiality** must be guaranteed. It should be clear who the data will be shared with, and how it will be presented. Aggregation of data can help protect individual identities.

## Adaptive management

Monitoring and evaluation information is used to take action if necessary to improve a project or programme. Adaptation involves changing assumptions and interventions to respond to the new information obtained through monitoring and evaluation to improve long-term management outcomes.

Information collected through MEL processes may also assist in other projects or programmes. Government agencies may be able to use the data collected to report on other global, regional or national obligations.

### Case study: Including women as community-based fisheries monitors in Vanuatu and Fiji



There are many gaps in the data for community-based small-scale fisheries. To fill these gaps, community-based monitoring programmes are being established across the Pacific Islands region. For example, in 2017, community monitoring was established in Vanuatu (19 communities) and Fiji (24 communities) to monitor fish catches in selected villages using an app called 'Tails', which was developed by SPC. Each community has one community monitor who uses a mobile phone or tablet to collect data and submit it to a regional database.

Vanuatu was the first country to use the system. Communities were asked to nominate a community monitor to attend data collection training. All the monitors who attended training in Vanuatu were male. To achieve gender balance, the implementing team decided that when asking communities to nominate their data collector they should specify that villages were encouraged to select women. This was done when the training was held in Fiji and as a result, 13 of the monitors were women and 11 were men. Vanuatu has also included female community-based data collectors since the initial roll out.

Emerging data indicates that female monitors increase the diversity of resources for which harvest data is collected. For example, in November 2017, data collected by female and male community monitors in Fiji was compared. The results showed that females recorded that 'collecting' or 'gleaning' made up 11% of fishing activities. In contrast, males recorded that collecting/gleaning made up only 2% of fishing activities.

Gleaning is a type of fishing that is often overlooked or not considered as fishing. As a result, fishing activities commonly undertaken by women and young people are discounted or ignored. The inclusion of female community monitors ensures that women's fishing activities are more visible. In addition, women selected as community monitors have access to training, skills development and resources associated with the role, rather than this opportunity being limited to men.

### Case study: Monitoring and evaluation to support adaptive management in Ra Province, Fiji



The traditional fishing grounds surrounding Vatu-i-Ra Island are shared by all 28 villages in Ra Province. Because the reefs are 15 km from shore, the area is fished mainly by men. The reefs surrounding the island were made a *tabu* area (fisheries closure) in 2012 and have become highly popular with the dive industry.

In 2015, community leaders and representatives and the tourism industry began discussions to expand the *tabu* area and declare a conservation park over the island and surrounding reefs, which would include a large no-fishing zone. In return, the tourism industry proposed to seek 'voluntary contributions to conservation' from visitors to the park to support its day-to-day management and to establish an education fund for students.

To assess the impact of the initiative, biological and socioeconomic surveys were conducted in 2016. The socioeconomic assessment examined the community's knowledge of the current management arrangements for their customary fishing ground, the status of their fisheries, community perceptions of the Vatu-i-Ra Conservation Park, and the scheme for voluntary contributions to conservation. Efforts were made to interview an equal number of male and female heads of households.

The socioeconomic assessment found: (i) there were gender differences in the responses received, with women having less knowledge of the *tabu* area, the existing rules and the proposed voluntary contribution scheme; and (ii) the majority of women felt they were not involved, or only passively involved in decision-making about natural resources.

The monitoring and evaluation process highlighted that the community outreach programme had not been effective in engaging women in the discussions. Although women do not fish in the proposed conservation park area, they have access rights to all waters within their customary fishing grounds and play a large role in the education of their children. As a result, the project has been adapted and resources have been allocated to meet with the women in the village to ensure their inputs into the process are taken into consideration.

This study was a valuable demonstration of: (i) the role of monitoring and evaluation in measuring impact and enabling adaptive management; and (ii) the need for sex-disaggregated data to understand the impact of a project on men and women in a community.

This module contributes to the following outcomes of *A new song for coastal fisheries* and the *FAO Small-scale fisheries guidelines (SSF)*.

- If *A new song* is to be effective, it is vital to monitor progress, identify and address critical issues in a timely manner, and take into account the dynamic nature of coastal communities and ecosystems. Monitoring implementation of *A new song* will provide an opportunity for the region to report to Pacific Island leaders on coastal fisheries, including under the *Regional Roadmap for Sustainable Pacific Fisheries*.
- *A new song* Outcome 7 – More equitable access to benefits and decision-making within communities, including women, youth and marginalised groups
- *A new song* Outcome 8 – Diverse livelihoods reducing pressure on fisheries resources, enhancing community incomes, and contributing to improved fisheries management

# Additional MEL tools, guides and resources

<http://www.betterevaluation.org/en>

An international collaboration to improve evaluation practice and theory by sharing and generating information about options (methods or processes) and approaches.

<https://www.measureevaluation.org/>

Funded by the United States Agency for International Development, with a mandate to strengthen health information systems in low-resource settings.

<https://evaluationtoolbox.net.au/>

A 'one-stop' site for the evaluation of community sustainability engagement projects that aim to change household behaviours.

Lawless, S., Doyle, K., Cohen, P., Eriksson, H., Schwarz, A.M., Teioli, H., Vavekaramui, A., Wickham, E., Masu, R., Panda, R. and McDougall, C. 2017. Considering gender: Practical guidance for rural development initiatives in Solomon Islands. Penang, Malaysia: WorldFish. Program Brief: 2017-22. [http://pubs.iclarm.net/resource\\_centre/2017-22.pdf](http://pubs.iclarm.net/resource_centre/2017-22.pdf)

Wongbusarakum, S. and Pomeroy, B. 2008. SEM-Pasifika: Socioeconomic monitoring guidelines for coastal managers in Pacific Island countries. Apia, Samoa: SPREP.







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MODULE 4

## Government processes



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## Module 4: Government processes

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## Key points:

- For sustainable and equitable development of coastal fisheries and aquaculture, fisheries agencies must ensure gender and social inclusion (GSI) is part of normal work structures and processes.
- Embedding GSI throughout government processes, structures and practices is called mainstreaming.
- Mainstreaming GSI perspectives in fisheries and aquaculture requires combining interventions at policy level, development of capacity, and establishment of systems in fisheries agencies.
- Capacity building in GSI goes beyond formal training. It requires development of knowledge and skills in identifying social inequity through GSI analysis and integrating gender and social perspectives in the design of programmes and services, planning and allocation of resources, and monitoring and evaluation of implementation.
- Staff of fisheries agencies need to be specifically tasked with applying a gender and social inclusion perspective in their work to achieve results in this area.

## Mainstreaming GSI in government processes

When designing policies, strategies and programmes, or assisting in drafting legislation, fisheries agency staff must include consideration of GSI to ensure coastal fisheries and aquaculture contribute to sustainable development, including at community level. Placing coastal communities at the centre, as advocated in the FAO *Small-scale fisheries guidelines (SSF guidelines)*<sup>1</sup> and *A new song for coastal fisheries*,<sup>2</sup> provides an enabling environment for governments and organisations to meet national, regional and international commitments on fisheries management and environmental protection.

First we need to build more capacity for mainstreaming GSI principles in coastal fisheries and aquaculture management and development within governments. This also involves ensuring GSI activities are adequately resourced.

Mainstreaming GSI perspectives in government and organisational processes requires specific knowledge and training, including expertise in social analysis. Social scientists acquire this expertise in the same way as fisheries scientists become experts in their field – through study, research and years of practical experience. They have also developed tools to analyse the causes of social issues and the way in which these issues are reflected in practices and institutions. It is therefore important for fisheries agencies to work with social scientists who have expertise in GSI mainstreaming, as well as to consult with the communities concerned.

1 FAO. 2015. Voluntary guidelines for securing sustainable small-scale fisheries in the context of food security and poverty eradication. Rome: FAO. <http://www.fao.org/3/a-i4356e.pdf>

2 SPC. 2015. A new song for coastal fisheries – pathways to change: The Noumea strategy. Noumea, New Caledonia: SPC. <http://www.spc.int/coastfish/compoent/content/article/461-a-new-song-for-coastal-fisheries.html>

Misconception: 'I'm a woman so the gender perspective is covered.'  
'I'm a youth representative, so youth issues are covered.'

Women may have experience of the issues that women are facing, but this does not mean they are qualified as gender experts. Some women may be strong 'gatekeepers', who oppose women's empowerment and gender equality initiatives, just as some men do. Older women may exercise control over younger women to make sure they 'behave' properly. On the other hand, there are men who actively and consciously promote gender equality and social inclusion. You do not need to be a woman to promote gender equality and to mainstream gender.

Similarly, a young man may have a good understanding of an issue faced by young people from the same background (e.g. young, educated, urban men). This does not necessarily mean he is able to represent the concerns of young people with disabilities, those living in hardship, migrant and landless groups, or young women.

## GSI capacity of Pacific governments

In Pacific Island countries and territories, gender mainstreaming is the main pathway for achieving GSI in government.

From 2010 to 2014, SPC worked with 15 Pacific governments to carry out 'stocktakes' of their capacity to mainstream gender in a systematic and sustainable way.<sup>3</sup> The gender stocktakes consisted of reviewing the 'enabling environment' for gender mainstreaming, including legal and policy frameworks, political will, organisational culture, accountability mechanisms, technical capacity and allocation of resources (Box 1).

The results showed that there were some instruments in place to support the promotion of gender equality, such as the ratification of human rights instruments and the adoption of national policies for gender equality and empowerment of women. However, most Pacific Island countries and territories lacked political will for progressing gender equality, and technical capacity and resources for mainstreaming gender. Organisational cultures were also not particularly supportive of the process.

### WHAT IS GENDER MAINSTREAMING?

Gender mainstreaming is '*the process of assessing the implications for women and men of any planned action, including legislation, policies or 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 benefit equally and inequality is not perpetuated*'.<sup>4</sup>

3 Gender stocktakes were carried out in Cook Islands, Fiji, Federated States of Micronesia, Kiribati, Marshall Islands, Nauru, New Caledonia, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu, Wallis and Futuna.

4 ECOSOC. 1997. Mainstreaming the gender perspective into all policies and programmes in the United Nations System. Chapter IV, Coordination Segment. Report of the Economic and Social Council of the 1997 General Assembly, Fifty-second Session. New York: United Nations Economic and Social Council (ECOSOC). <http://www.un.org/documents/ga/docs/52/plenary/a52-3.htm>



## Mainstreaming gender in fisheries agencies

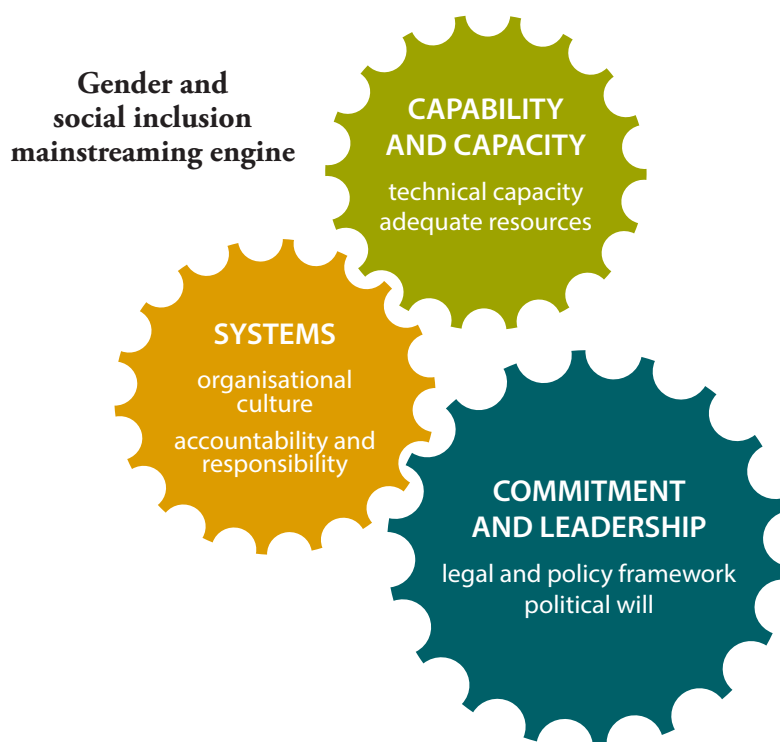
The results of the gender stocktakes described above align with those of a recent study that found Pacific Island countries have not yet incorporated the gender aspects of regional and international fisheries agreements in national frameworks.<sup>5</sup> The stocktake process also revealed that in most countries, fisheries agencies staff said they believed it was important or useful to include gender perspectives in their work, but they had very limited technical capacity to conduct gender analysis.<sup>6</sup>

*'We've been supporting gender mainstreaming policies and strategies by the Ministry of Women and SPC ... Our question is how do we integrate gender into this kind of sector? At the national level, we need to have some guidelines on what the government really wants out of gender, what is our message around gender, what are the national indicators and targets we want to reach? ... It's stating a case for why considering gender is useful for the ministry to achieve its overall outcomes.'* (pers. comm. Senior manager, Ministry of Environment, Climate Change, Disaster Management and Meteorology, Solomon Islands, 2017).

To support gender mainstreaming in national agencies for fisheries and aquaculture, SPC organised training for Aquaculture Extension Officers in Fiji in 2014. This was followed by the production of case studies on gender roles in aquaculture in Fiji and Samoa in 2015 and 2016, respectively, to inform programmes and practices in this sector.

SPC has also been mainstreaming gender in its own programmes, including in fisheries. Approaches to gender issues are discussed in the recruitment of all new staff for the coastal fisheries programme. The programme also includes strategic actions for mainstreaming gender in its business plan.

These examples of GSI activities taking place in the region show the linkages between information and awareness, **capability and capacity**, **commitment and leadership**, and **systems** (Fig. 4.1). All of these components are necessary to mainstream GSI.



**Figure 4.1.** Gender and social inclusion mainstreaming 'engine'. Source: Social Development Programme, SPC.

5 Song, A. M., Cohen, P. J., Hanich, Q., Morrison, H. and Andrew, N. 2019. Multi-scale policy diffusion and translation in Pacific Island coastal fisheries. *Ocean & Coastal Management*, 168. 139–149. <https://doi.org/10.1016/j.ocecoaman.2018.11.005>

6 Reports on the gender stocktakes are available on SPC's website: <https://www.spc.int/sdp/publications>

## Commitment and leadership

Mainstreaming GSI needs both commitment and strong leadership in an organisation. Stakeholders must recognise the value of the contributions of different segments of their communities to the development of fisheries and aquaculture. For this to happen, we must ensure equal opportunity for everyone at all levels, including senior management. In the workplace, this might require implementing flexible working practices for staff with carer responsibilities, and strategies to prevent discrimination. Commitment is shown by including funding for GSI analysis, training, and other necessary activities in operational budgets.

## Capability and capacity

Fisheries agencies need to develop their capacity to mainstream GSI. That means learning to identify gender and social issues in coastal fisheries and aquaculture activities and designing programmes and services that promote development for all groups within communities.

Sector-specific awareness of the problems caused by gender inequality and social exclusion, and the benefits for the sector of mainstreaming GSI, should be part of the training of government personnel, including those working in coastal fisheries and aquaculture, such as extension officers. Capacity development can include producing sex-disaggregated data and using it in analysis (see Module 2: GSI analysis), and integrating a gender perspective in policy development, planning and budgeting, delivery of services, and monitoring, evaluation and learning (see Module 3: Monitoring, evaluation and learning).

The government agency in charge of women's affairs is a good source of information on gender issues and organising awareness raising. However, women's affairs agencies cannot implement fisheries programmes 'for women' – this remains the role of the agencies responsible for fisheries, including coastal fisheries and aquaculture.

Besides national fisheries agencies, several other institutions play a role in coastal fisheries and aquaculture. They include provincial governing bodies, who may be in charge of licensing, extension services and data collection; island councils and town councils; fishers' associations and other civil society organisations; and the private sector. These institutions also need to be made aware of GSI issues so they can develop their capabilities and capacity to address them within their mandates. Table 4.1 describes the relevant institutions in Vanuatu as an example.



**Table 4.1.** Institutional stakeholders in Vanuatu fisheries and aquaculture.

Stakeholder	Fisheries and aquaculture responsibilities	GSI perspective
<b>Government</b>		
Vanuatu Fisheries Department	Governance and regulatory	Mainstream GSI into fisheries and aquaculture policy Promote gender balance in recruitment
Department of Environmental Protection and Conservation	Governance and regulatory	Mainstream GSI into environmental policies
Department of Local Authorities	Administration and implementation of the Decentralisation Act	Mainstream GSI into key local government policies and by-laws
Biosecurity	Governance and regulatory	Mainstream GSI into biosecurity policies Promote gender balance in staff recruitment
Vanuatu Investment Promotion Authority	Promotion of foreign investment	Evaluate investments to ensure equal opportunities for employment
Vanuatu Kaljoral Senta	Documentation, protection and practice of culture	Identify traditional roles of men and women in fisheries resource management
<b>NGOs</b>		
Wan Smolbag Theatre	Education/awareness relating to resource management, gender, crime and other social issues through theatre and film	Promote GSI awareness/materials
Live & Learn	Environmental education	Promote GSI in educational materials
Vanuatu Environmental Science Society	Coastal resource management and environmental protection and development	Mainstream and promote GSI in its work programme
WorldFish	Research into harnessing fisheries and aquaculture resources to reduce hunger and poverty	Design research to promote GSI
<b>Others</b>		
Donor partners	Financial support for fisheries and aquaculture management, research and development	Include requirement for GSI in terms and conditions for accessing funding
Regional and international organisations (FFA, FAO, SPC, SPREP) <sup>7</sup>	Technical support and services for sustainable development of fisheries and aquaculture	Mainstream GSI into technical support services Ensure GSI policies are in place
Private sector	Fisheries and aquaculture development	Promote GSI and gender equal rights in employment Ensure workplace health and safety policies and practices are GSI sensitive

## Systems

It is good practice to embed a GSI perspective throughout policy and programme cycles and to build the capacity of institutions to effectively mainstream GSI in their day-to-day work. However, when a department, agency or institution has no mechanism in place for mainstreaming GSI as part of its core business, efforts tend to be made only occasionally and are not sustainable in the long-term. Setting indicators to be reported against provides a driver for action on GSI issues.

### GSI MUST BE:

- part of an institution's culture
- visible in its mandate and job descriptions
- monitored and reported on as part of the standard work of the organisation.

An important part of systemic support for GSI is collaboration between the different sections of fisheries agencies, and also between agencies and partner organisations and stakeholder groups. For example, fisheries agencies could link with the agency responsible for international reporting on the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) for reporting on the fisheries and aquaculture sectors.

<sup>7</sup> FFA – Pacific Islands Forum Fisheries Agency; FAO – Food and Agriculture Organization of the United Nations; SPC – Pacific Community; SPREP – Secretariat of the Pacific Regional Environment Programme.

# Accountability of senior management

For GSI to become a reality in the work of governments, it must be the responsibility of senior managers. The 'gender focal point' in a government department should be in a senior organisational position, such as a Director with managerial authority and oversight of all work in a ministry. The Permanent Secretary, Managing Director, Secretary, Cabinet Secretary or CEO should be accountable for GSI, and relevant key performance indicators (KPIs) should be part of their annual performance evaluation.

Often, women in middle or lower-level positions in organisations have been expected to take on the role of gender focal point on top of their normal workload. Experience in the Pacific shows that this does not lead to transformation. Unless specific responsibility is allocated, gender focal points lack the time to follow through on GSI initiatives, and middle-level staff do not have enough authority to direct organisation-wide integration.



## Case study: Building gender equality in the Solomon Islands Public Service

Solomon Islands' national policy on gender equality and women's development includes a specific outcome related to gender mainstreaming across government policies and programmes. However, until recently, progress was slow.

In 2013, following a review of the Public Service, the Permanent Secretaries of all ministries were made accountable to the Public Service Commissioner for mainstreaming gender in their ministry. Their contracts have a specific key result area on gender mainstreaming and performance indicators including:

- production of sex-disaggregated data
- demonstration of striving for gender-balanced staffing at all levels
- inclusion of a gender strategy in the ministry's business plan
- implementation of measures against sexual harassment
- reporting on efforts and results of mainstreaming gender
- establishment of a gender focal point.

An orientation session was held to increase the Permanent Secretaries' understanding of gender mainstreaming. One of the first measures taken by most ministries was to appoint a gender focal point. Many ministries, including the Ministry of Fisheries and Marine Resources, have initiated a process for building the capacity of their staff to mainstream gender. Some ministries (e.g. the Ministry of Fisheries and Marine Resources, Ministry of Education, and Ministry of Environment, Climate Change, Disaster Management and Meteorology) have also adopted, or started a process to develop a gender policy for their sector.



**Box 1: What does it take to create an enabling environment for gender mainstreaming?**

**POLITICAL WILL:** Demonstrated political will means that action is taken on stated gender equality commitments and action is formalised within systems and mechanisms to ensure that mainstreaming is sustainable.

**ORGANISATIONAL CULTURE:** The extent to which the attitudes of staff and institutional systems, policies and structures support or marginalise gender equality as an issue.

**LEGAL AND POLICY FRAMEWORK:** The extent to which gender equality and mainstreaming commitments are in place because governments have ratified relevant international human rights treaties, and constitutional and legislative provisions, and government policy mandates have been established.

**TECHNICAL CAPACITY:** The extent of skills and experience that organisations can draw on to support gender and human rights mainstreaming initiatives across and within their operations and programmes.

**ADEQUATE RESOURCES:** The allocation and application of sufficient human and financial resources to match the scope of the task of mainstreaming.

**ACCOUNTABILITY AND RESPONSIBILITY:** The ways in which action on commitments to gender mainstreaming can be traced and monitored within organisations, and the mechanisms through which individuals at different levels demonstrate results relating to gender equality.



## Strategic documents

The work of government is in many ways driven by strategic documents, which include: significant pieces of legislation; national sustainable development strategies; fisheries and aquaculture policies, and plans for management, development and implementation. Public servants are tasked with implementing the activities outlined in these documents, and they report progress towards the goals against the indicators specified. Embedding GSI considerations in key government documents is an effective way of supporting mainstreaming (Table 4.2).

There is considerable overlap between mainstreaming GSI in strategic documents and in the policy cycle (as shown in Table 4.2 below and also in Module 5: The policy cycle).

**Table 4.2. Inclusion of GSI in strategic documents.**

Components	Key considerations	Recommendations
<b>Introduction, country context, background</b>	<p>What are the major social inequality issues in the country? How are these linked to coastal resource management and development?</p> <p>What are the needs and capacities of different segments of the population?</p>	<p>Provide an overview of the GSI situation in the country and status of women relevant to coastal resource use and management.</p> <p>Recognise differences in needs and capacities.</p>
<b>Principles</b>	<p>Do the guiding principles for the document include GSI?</p>	<p>Ensure that gender equality is included as an overarching principle across all areas.</p>
<b>Summary of existing plans and policies for fisheries and aquaculture</b>	<p>What are the key GSI priorities for the country? Are they recognised in fisheries and aquaculture policies?</p> <p>How are different fisheries and aquaculture needs identified and addressed by policies? Are these needs analysed by age and gender?</p>	<p>Ensure the national gender policy and other policies addressing social exclusion (e.g. youth or disability policies) articulate links with coastal resource management and development.</p> <p>Acknowledge regional and international GSI commitments, such as CEDAW, the <i>New song for coastal fisheries</i>, and the <i>Small-scale fisheries guidelines</i>.</p>
<b>Fisheries and aquaculture assessments</b>	<p>Does the framing of issues take into account social issues?</p> <p>How will the main issues affect different segments of the population?</p> <p>Which cultural and social factors make some people more vulnerable to these issues than others?</p>	<p>Ensure issues are framed to consider social as well as biophysical impacts.</p> <p>Frame issues based on the GSI analysis in the strategic document.</p>
<b>Identification and ranking of priority needs</b>	<p>Are the priorities of different segments of the community considered?</p>	<p>Ensure that different segments of the population who take part in coastal fisheries and aquaculture, including women or civil societies representing women and other disadvantaged people, are involved in the prioritising process.</p> <p>Ensure priorities align with GSI outcomes.</p>

## Steering committees

It can be challenging for agencies whose core business is coastal fisheries and aquaculture to adequately cover GSI considerations. GSI requires input from the social sciences. It is rare for people trained and experienced in biological sciences relating to coastal fisheries or aquaculture to also have social science expertise. Seeking advice from GSI experts is one way to address this problem. Another way is to include staff from agencies whose core business is GSI (e.g. Ministry of Women's Affairs) on steering committees. These may be project-level steering committees, senior management committees or national advisory bodies, such as a task force (see Table 4.3).

**Table 4.3. GSI expertise on steering committees.**

Components	Key considerations	Recommendations
<b>Committee composition and selection</b>	<ul style="list-style-type: none"> <li>Is there a gender balance on the committee?</li> <li>Are representatives of women practising coastal fisheries or aquaculture involved in the committee?</li> <li>Are staff from the agency responsible for women's affairs or civil society organisations representing women on the committee?</li> <li>Is someone on the committee championing GSI considerations?</li> </ul>	<ul style="list-style-type: none"> <li>Ensure there are women and men on the committee, especially people who practise coastal fisheries and/or aquaculture. If relevant, the committee should also include representatives of disadvantaged people</li> <li>Include staff from the agency responsible for women and civil society organisations representing women</li> <li>Identify committee members who can advocate for GSI considerations and support action</li> </ul>
<b>Committee capacity</b>	<ul style="list-style-type: none"> <li>Do committee members understand and value GSI approaches in this sector?</li> <li>Are links between GSI and coastal resources recognised by committee members?</li> </ul>	<ul style="list-style-type: none"> <li>Build the GSI capacity of all members of the committee</li> <li>Develop specific GSI guidelines to support the governance of the committee</li> </ul>
<b>Committee decision-making</b>	<ul style="list-style-type: none"> <li>How are decisions made?</li> <li>Are there dominant voices within the committee?</li> <li>Are representatives of women and disadvantaged groups able to express their views and influence decisions?</li> <li>Do members have equal decision-making powers?</li> <li>Do members receive enough information to make meaningful contributions?</li> </ul>	<ul style="list-style-type: none"> <li>Develop guidelines to ensure decisions are made in an equitable manner</li> <li>Ensure members receive appropriate information in a timely manner</li> <li>Ensure equal participation of the whole committee in decision-making processes, including by inviting all members to express their concerns and views</li> </ul>
<b>Committee accountability and reporting</b>	<ul style="list-style-type: none"> <li>Who chairs the committee?</li> <li>Who does the committee report to?</li> <li>How will the performance of the committee be assessed, especially in relation to GSI?</li> </ul>	<ul style="list-style-type: none"> <li>Ensure the committee is held accountable and reports regularly on progress, including in addressing GSI issues</li> </ul>

## Fisheries negotiations

We often focus on GSI at the community level but it is important at all levels, including the international level, e.g. Pacific Heads of Fisheries meetings, regional technical meetings on coastal fisheries, and biosecurity meetings for aquaculture. The decisions made at these regional or international meetings have impacts on policy in national jurisdictions.

To improve GSI nationally, it is necessary to ensure the effects of decisions on different social groups are also considered at the international level (Table 4.4).

**Table 4.4. Negotiations at international level.**

Components of national delegations to international meetings	Key considerations	Recommendations
Develop opening statement	Sharing relevant documentation	Ensure that a gender expert reviews the documentation
Country consultations	Stakeholder consultations to discuss the issues being covered in the negotiations	Ensure effective participation from all relevant segments of the population involved in coastal fisheries and aquaculture
Delegation composition and selection	Is there a gender balance in the national delegation? Does the delegation include representatives from the private sector and civil society? If there is not enough funding to include representatives from all stakeholder groups, is there some other way to make sure GSI perspectives are covered?	Ensure the delegation is reasonably gender balanced Include representatives from civil society and the private sector in delegations When there is not enough funding to include a full complement for the delegation, have an internal cross-ministerial meeting/consultation (fall-back position)
Delegation capacity	Do delegates understand GSI approaches in the sector? When the delegation does not include enough GSI capacity, can the delegation use communications technology to link with government staff with GSI capacity at home?	Provide briefs on GSI considerations in coastal fisheries and aquaculture to support delegates in the negotiations Build the capacity of delegates to promote gender equity and social inclusion and make gender-responsive, socially inclusive recommendations during the negotiations Enable key individuals who cannot attend to link with the team during negotiations (e.g. via Skype or similar apps)
Negotiation and decision-making	Which delegation member/s will advocate for GSI issues in negotiations? Are there specific sectoral issues affecting women or other disadvantaged groups that should be tabled and discussed at the meeting?	Identify GSI champions in the delegation and provide technical support to them before and during the negotiations
Delegation accountability and reporting	How will the delegation report the outcomes of the negotiations?	Ensure there is clear agreement on the negotiation outcomes sought, including on GSI within the sector Share negotiation outcomes with stakeholders





This module contributes to the following outcomes of *A new song for coastal fisheries*<sup>8</sup> and the *Small-scale fisheries (SSF) guidelines*<sup>9</sup>

- SSF 10 – Policy coherence, institutional coordination and collaboration
- SSF 12 – Capacity development
- SSF 13 – Implementation support and monitoring
- *A new song* Outcome 3 – Recognition of, and strong political commitment and support for, coastal fisheries management on a national and sub-national scale
- *A new song* Outcome 4 – Re-focused fisheries agencies that are transparent, accountable and adequately resourced, supporting coastal fisheries management and sustainable development underpinned by a community-based ecosystem approach to fisheries management (CEAFM)
- *A new song* Outcome 5 – Strong and up-to-date management policy, legislation and planning
- *A new song* Outcome 6 – Effective collaboration and coordination among stakeholders and key sectors of influence

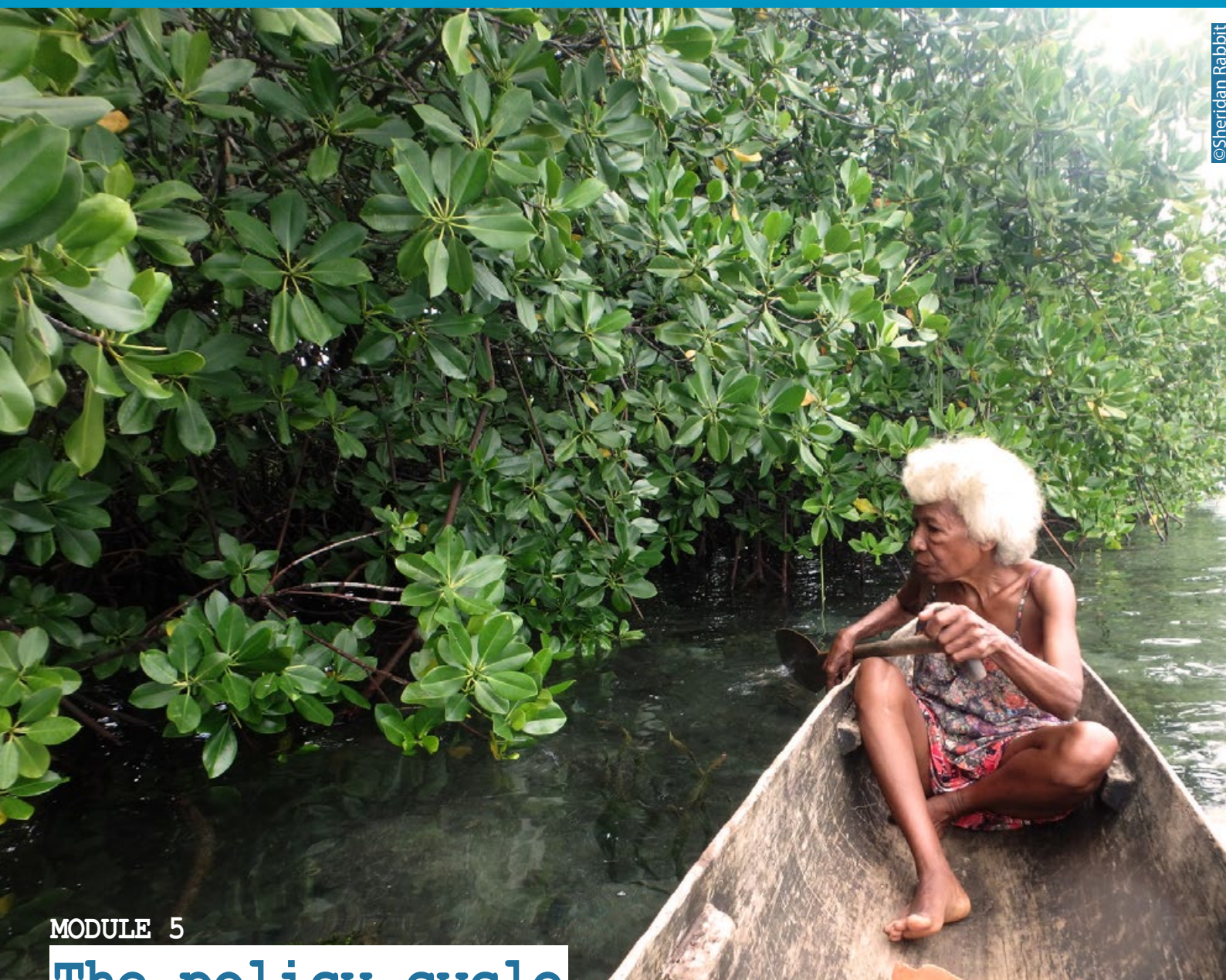
8 FAO. 2015. Voluntary guidelines for securing sustainable small-scale fisheries in the context of food security and poverty eradication. Rome: FAO.

9 SPC. 2015. A new song for coastal fisheries – Pathways to change: The Noumea Strategy. Noumea: SPC.





# Pacific handbook for gender equity and social inclusion in coastal fisheries and aquaculture



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MODULE 5

## The policy cycle



Pacific handbook for

# gender equity and social inclusion

in coastal fisheries  
and aquaculture

## Module 5: The policy cycle

Kate Barclay, Brigitte Leduc, Jessica Sanders,  
Jason Raubani and Megan Streeter



Noumea, New Caledonia, 2019

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# Key points

- Integrating gender and social inclusion (GSI) in the policy cycle for coastal fisheries and aquaculture helps ensure that the work of the fisheries agency:
  - Promotes positive outcomes for everyone whose livelihood depends on the sector.
  - Does not perpetuate or worsen inequalities.
- There are several key phases in the policy planning and implementation cycle in which GSI approaches should be incorporated.
- Policy implementation is a continuous process, requiring ongoing review and feedback from stakeholders to ensure the effectiveness of fisheries and aquaculture initiatives.

## Addressing GSI at all stages in the policy cycle

Improving social inclusion in fisheries and aquaculture policy helps ensure that all groups in the community gain equal outcomes from the development of these sectors. In Pacific Island countries and territories, gender mainstreaming is the main pathway for achieving social inclusion in government.

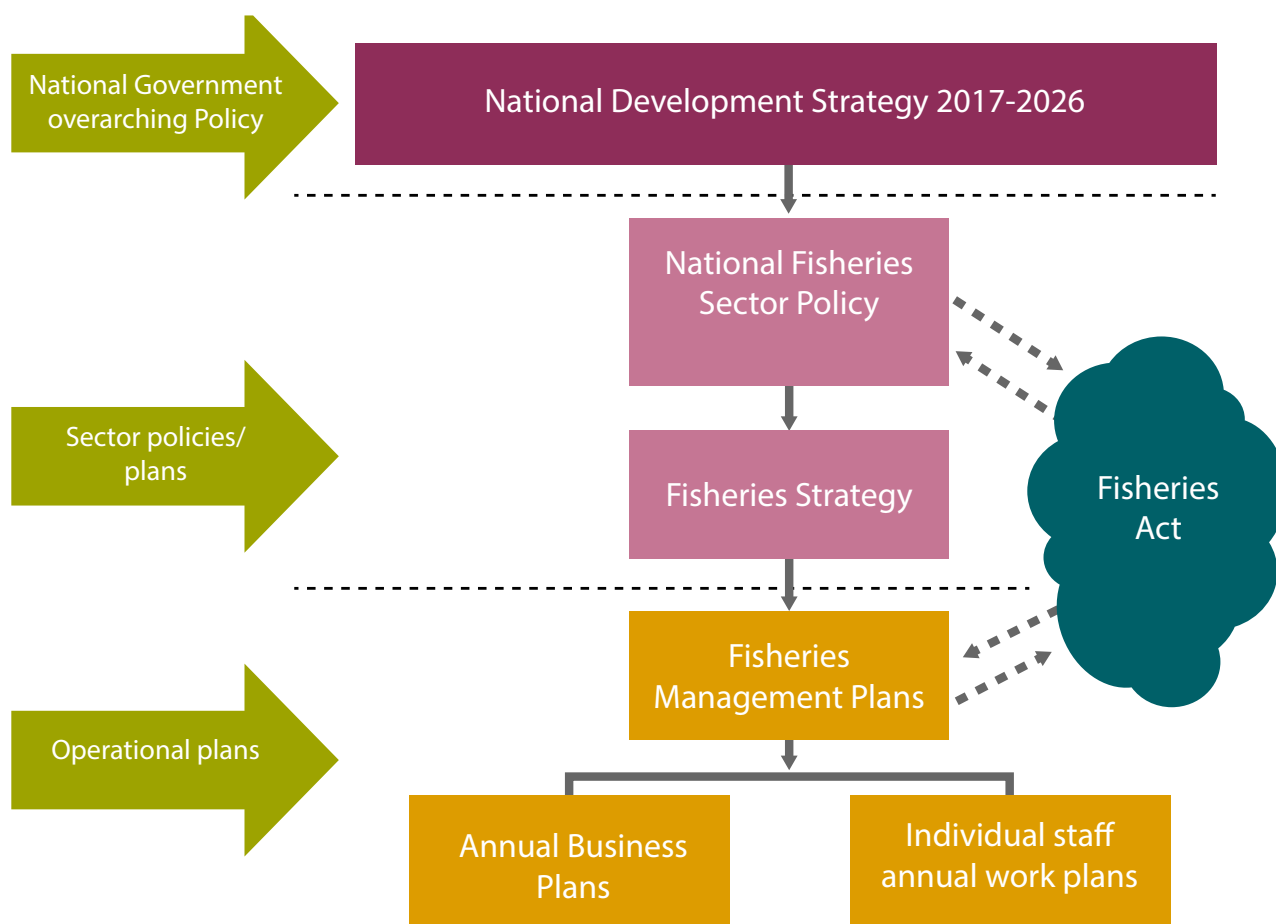
*Gender mainstreaming is 'the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated'.<sup>1</sup>*

Mainstreaming gender throughout policy and legally binding documents can take on many different forms in Pacific Island governments. Figure 5.1 details the process or flow for developing coastal fisheries and aquaculture policy, legislation and plans. In the Pacific Islands, customary law, local tenure arrangements and community rules are also important considerations in framing policies, strategies and plans for managing and conserving marine resources. GSI should be considered at every stage of policy planning and implementation.

A useful tool for checking whether GSI has been appropriately considered in the policy cycle is the *Checklist for legislation and policy on small-scale fisheries*<sup>2</sup> (attached to this module). Establishing a GSI strategy for an agency provides a solid foundation for ensuring GSI is considered throughout policy work. This handbook can help fisheries agency staff implement a GSI strategy.

1 ECOSOC. 1997. Mainstreaming the gender perspective into all policies and programmes in the United Nations system, Chapter IV, Coordination Segment. Report of the Economic and Social Council of the 1997, General Assembly, Fifty-second Session. New York: United Nations Economic and Social Council (ECOSOC). <http://www.un.org/documents/ga/docs/52/plenary/a52-3.htm>

2 FAO. (forthcoming, 2019). Appendix in: Towards legislating for sustainable small-scale fisheries. A guide to implementing the voluntary guidelines for securing sustainable small-scale fisheries in the context of food security and poverty eradication in national legislation. Rome, Italy: FAO.



**Figure 5.1.** Process for developing policies, plans and legislation for the Pacific fisheries and aquaculture sector. Source: SPC.

## How governance systems affect GSI


Governance systems, which include entitlements and limitations in using coastal resources, affect who can use those resources and when they can use them. These systems have the potential to benefit or disadvantage people.

Incorporating GSI principles when designing governance policies can reduce social inequalities in sharing the benefits of coastal fisheries and aquaculture among people in the community whose livelihood depends on those resources for subsistence, income, and well-being:

- The first principle is to acknowledge that different people use marine resources and coastal areas for different purposes.
- The second principle is to be aware of and make visible people's various types of involvement in coastal fishing and aquaculture activities and their respective interests regarding marine resources.

For example, women are more involved in the use of marine and coastal resources for subsistence and recreation, while the private sector may be interested in using the same resources for commercial sale. Data should be collected on all forms of coastal fishing and aquaculture, and all the people involved in each form, to produce an accurate picture for planning resource management and development. A GSI approach ensures more women and disadvantaged people participate in a project or programme, and also helps identify where and how people are excluded.

## Case study: Addressing the exclusion of women from management observer programmes




To be employed as a 'debriefing', trainer or manager for fisheries observer programmes, experience as an observer on board a fishing vessel was considered necessary. Working as an observer on male-dominated fishing vessels is considered a high risk for women and very few women work as observers. The requirement for on-board experience therefore excluded many degree-qualified women from applying for management positions in national or regional observer programmes.

In 2015, the Pacific Islands Regional Fisheries Observer (PIRFO) Certification and Training Standards were amended to permit entry into observer programme management with a minimum requirement of a diploma or degree, and work experience in fisheries administration, instead of always requiring on-board experience.

This example shows that changing the rules can make a big difference in opening up opportunities for qualified people. It demonstrates how 'inclusion' works – by identifying the causes of exclusion and transforming rules and practices that act as obstacles. In this case, relevant qualifications in the technical aspects of an observer's role remained the main criteria for employment, but the requirement for experience at sea, which was not necessary for the tasks of debriefing and management, was dropped because it excluded qualified women from promotion opportunities.

**Misconception: 'We have already addressed gender and social inclusion because the staff of our department has lots of women, including managers. There is a man with a disability working at reception and a transgender woman in finance'.**



An increasing number of women are at senior management level in fisheries agencies in the Pacific, which is important progress. But GSI goes beyond having diverse people in the workplace.

A socially inclusive organisation thinks of the people the organisation serves. Promoting the sustainable development of coastal fisheries and aquaculture may mean increasing the involvement of women, young people and people from other disadvantaged segments of the population in policy-making to ensure that policies succeed.

A gender-responsive and socially inclusive workplace also looks at working conditions, making sure that they are:

- safe for everyone including men
- accessible, especially for people with disabilities
- family friendly

For example, primary carers of children may need flexibility around the times they start and finish work so that they can combine their work duties and child-rearing responsibilities. Making workplaces inclusive does take some effort and resources; for example, providing paid parental leave, and installing ramps or lifts for accessibility. It may not be easy to achieve, but if an organisation is serious about promoting gender equality and social inclusion, it will develop and implement the necessary measures and policies. Workplaces that are inclusive and value diversity perform better.<sup>3</sup>

3 Hunt, V., Layton, D. and Prince, S. 2015. Diversity matters: Study on the relationship between levels of gender and ethnic diversity in leadership and financial performance. McKinsey & Company, London, United Kingdom. <https://www.mckinsey.com/~/media/mckinsey/business%20functions/organization/our%20insights/why%20diversity%20matters/diversity%20matters.ashx>

## Key stages of the policy cycle

Figure 5.2 illustrates the key stages of a generic policy cycle. We can apply a gender lens to each phase, asking the following questions:

- How have men and women from different segments of the population (e.g. youth, migrants, people from various ethnic or social groups) participated in the decision-making and priority-setting process?
- Do men and women from different segments of the population have equal access to information, opportunities and other resources necessary to participate and benefit fully?
- Are their respective needs and priorities being met?
- Are their specific knowledge and skills being utilised to contribute to outcomes and solutions?
- What are the expected impacts of the policy on men and women from different segments of the population – for example, in terms of access to sector resources, incomes, markets, capacity development, productivity, workload, rights, relationships, and management/control of natural resources and other productive assets?

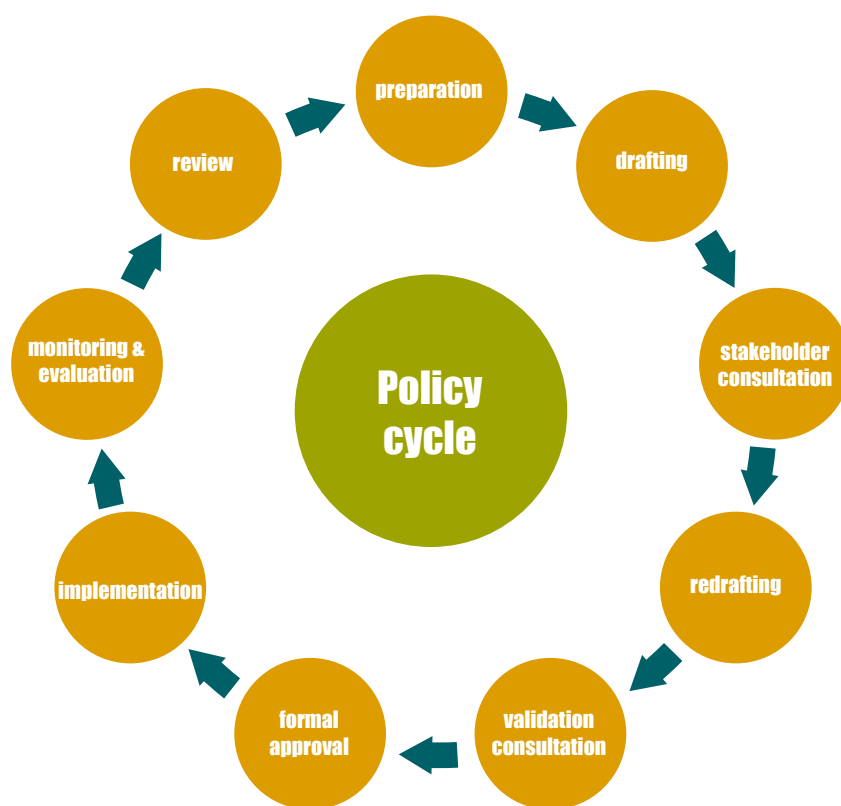


Figure 5.2. Key phases in the policy cycle. Source: SPC.

## 1. Preparation phase

Policy work starts with a directive from a government minister or parliament, and from there moves into preparation. The preparatory phase helps lay the political, organisational and institutional foundations for policy. This first phase in the policy cycle is the most crucial one for embedding GSI principles. It also sets the platform for the following phases.

### MAIN TASKS OF THE PREPARATION PHASE:

1. Raise awareness about the policy work with colleagues, senior management, government line agencies, donors, regional partners and relevant NGOs.
2. Undertake research, including situational analysis using GSI analysis (Module 2), to define problems and identify potential solutions.
3. Select an implementation approach. Define objectives, outcomes, outputs and activities.
4. Ensure the team working on the policy has the necessary capacities. Obtain stakeholder support, choose partner organisations and establish institutional arrangements.
5. Ensure there is an adequate budget for the work.
6. Design the monitoring, evaluation and learning (MEL) system for the policy (Module 3).

GSI considerations can be addressed in each of these planning tasks (see Table 5.1).

**Table 5.1:** Examples of GSI consideration during the preparation phase.

Activities	What to do to ensure thorough GSI consideration
Scoping key stakeholders and raising awareness with stakeholders	Agency responsible for gender and youth should be recognised as a key stakeholder and be made aware of the intention to develop a fisheries policy
Collecting and collating documents	Should include overarching government policies, gender policy and policies for other key stakeholders including, youth and marginalised groups
Raising awareness among staff of fisheries agency	All staff should be made aware of, and be free to be part of the policy team or to contribute if they wish
Creating a policy team	Include a staff member who is a gender contact point in the agency or who has had some gender awareness training

Awareness materials should explain that marine resource management and development are for everyone in the community, and that women, men, youth and other groups are affected differently due to their roles, responsibilities, access to resources and participation in decision-making.

### QUESTIONS THAT CAN HELP EMBED GSI IN THE PLANNING PROCESS:

- Are women and youth and other disadvantaged people who depend on coastal fisheries and aquaculture for their livelihoods included in the planning process?
- Is the approach well suited to the socio-cultural context?
- Are the objectives and outputs gender reinforcing, gender accommodating, gender transformative? (See Definition of terms.)
- Do the outcomes include empowerment of marginalised groups?
- Will both women and men from different segments of the population have their respective needs addressed, considering their different capacities?
- Will activities address the needs and capacities of all segments of the population who depend on coastal fisheries and aquaculture for their livelihoods?

### Current status

An important part of the preparatory phase is research to produce a status report with baseline data on the social, cultural, economic and environmental context, and information on the political and institutional environment (Fig. 5.3). This report should include:

- identification of types of relevant scientific information and expert support;
- existing relevant policies, such as the national gender equality policy;
- cost-benefit analyses of solutions;
- priorities and solutions for policy, with an explanation of the process for identifying these.

Including GSI analysis in the research can identify ways of doing marine resource management and development that bring about long-term positive change for all groups in coastal communities (see Module 2: GSI analysis). To understand how GSI research can inform the planning stage of the policy cycle, the following should be considered:

- Data should be disaggregated by sex, age, caste, social status, socio-economic grouping, ethnicity, religion, etc.
- Look at the data for evidence about what people do, rather than reinforcing existing stereotypes. For example, do not assume that no women fish or that women are only interested in value-adding activities. Keep an open mind.
- The different roles of women and men in livelihood systems, in households and in communities, and their knowledge and capacities, should be documented to determine how the policy problem affects groups of people differently.
- Avoid worsening inequalities, for example, by increasing women's workloads.
- Costs and benefits should be disaggregated by sex, age, caste, social status, socio-economic grouping, ethnicity, religion, etc.
- Ensure appropriate attention is paid to the social context, not just to environmental or economic conditions.
- Ensure that people from every group are able to participate fully in identifying priorities.
- Document the process of priority selection considering GSI impacts (that is, which groups will benefit from these priorities) and how these were considered.



### Team capacity and establishing stakeholder support

All team members should be aware of and committed to addressing gender issues in the sector. Where necessary, training for staff and stakeholders should be provided at the outset to ensure there is a common understanding of the importance of GSI in marine resource management and development, including aquaculture.

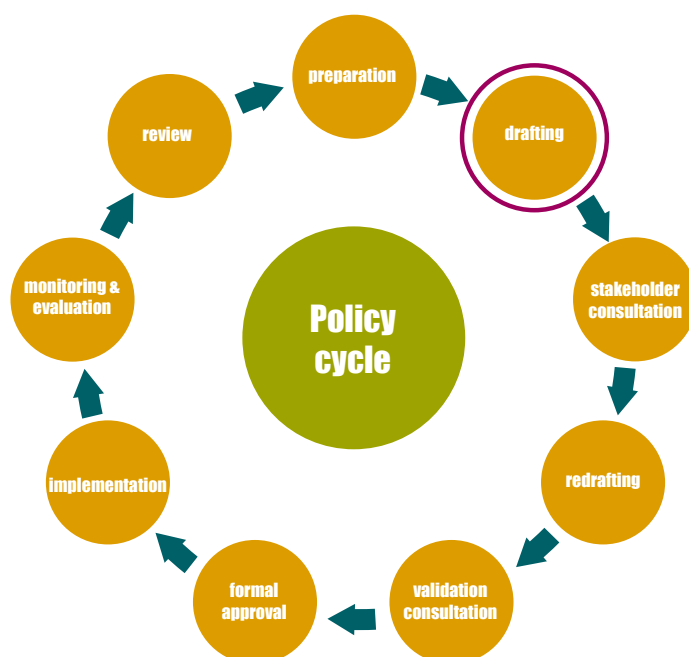
- Is the team gender balanced?
- How many team members have training and experience in GSI analysis or mainstreaming?
- How many team members have demonstrated their commitment to addressing GSI problems in their previous work?

The organisations responsible for coordinating and steering policies should identify the support needed to integrate GSI throughout the cycle in this phase. Partners should be chosen on the basis that they can provide support, e.g. women's organisations. Collaborating organisations could include the ministry responsible for women's affairs or community development, and civil society organisations working on human rights. Interagency committees and stakeholder groups can guide and support gender mainstreaming in fisheries agencies, which are likely to have less skills in GSI.



**Figure 5.3.** The pieces that together create the institutional environment. Source: SPC.

## 2. Drafting phase



The purpose of this phase is to produce strategic documents that clearly articulate policies and plans of action for fisheries and aquaculture management and development. These documents might include revised sections of the National Sustainable Development Strategy; fisheries and aquaculture policies; the Fishery Management Act; management plans for specific species; aquaculture development plans; and GSI strategies for fisheries agencies.

### THE DOCUMENTS SHOULD BE BASED ON AND INCLUDE:

- The directive that initiated the policy development.
- Information gathered, analyses conducted, and decisions reached during the preparatory phase, including a literature review.
- Relevant existing national policy documents and plans (including gender policy, plan, strategy), and ratified regional and international guidelines.
- An overview of relevant sectors (coastal fishery, aquaculture, environment, economy, etc.).
- Linkages between the national development strategy and sectoral policies and programmes for management and development of fisheries and aquaculture;
- An implementation strategy.
- Targets and indicators for a MEL plan (see Module 3: MEL).

The draft should include GSI considerations. These could be in the form of indicators and processes to measure the effectiveness of the policy in benefiting all groups in the community equitably. The indicators may make explicit reference to groups within communities, e.g.:

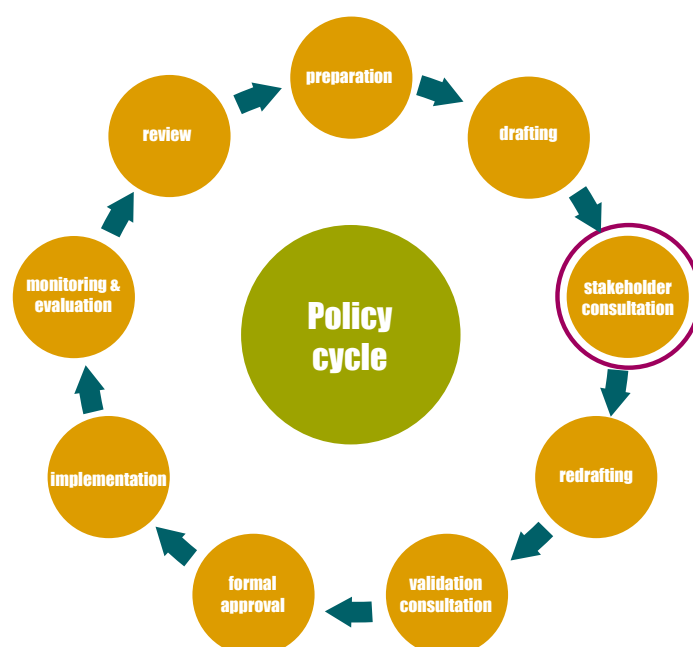
- 50% of men, women and youth in coastal communities indicate that their incomes have improved as a result of measures implemented through the policy. Or
- Fisheries management (or environmental protection) measures incorporating GSI principles have been implemented in 10 provinces.



## OTHER EXAMPLES OF WRITING GSI CONSIDERATIONS INTO DRAFT POLICY DOCUMENTS INCLUDE:

- Integrating GSI in contracts for technical assistance and other jobs, procurement rules, and steering committees.
- Building in GSI training as part of implementing the policy.
- Specifying a GSI action plan with defined stakeholder roles and responsibilities, with activities identified to be reported on.
- Explicitly including GSI in MEL goals, objectives, activities and indicators to ensure it is monitored and reported on. Indicators should be disaggregated by sex, age, caste, social status, socio-economic grouping, ethnicity, religion, etc. so different impacts can be measured (see Module 3: MEL).

### 3. Stakeholder consultation phase

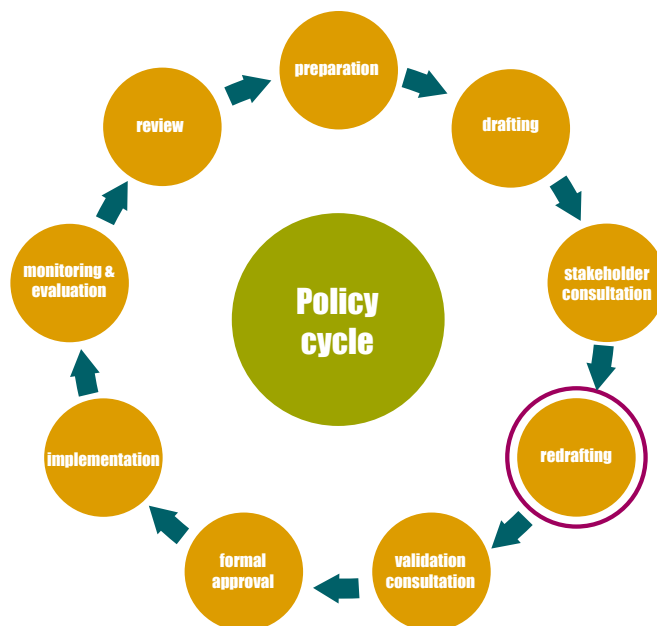


Various groups of stakeholders should be consulted on the draft policy. These groups may include other government agencies; communities depending on fishing and aquaculture for their livelihoods; private sector businesses involved in fishing and aquaculture; and civil society organisations.

Ensure that the perspectives of all social groups, including women, are heard during the consultations. This requires devising consultation questions to bring out sector-relevant GSI information and perspectives (a module on *Community engagement* is currently being drafted for this Handbook). It is important to allow the perspectives of all groups, not just of the dominant group (in many cases, older men), to come out. It may be best to talk to different groups (e.g. women, youth) separately.

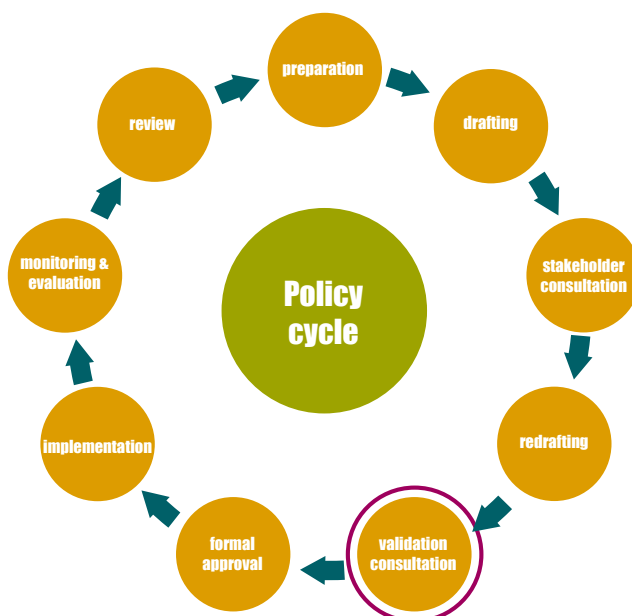
The GSI perspectives gathered in the consultations should then be faithfully documented in the records of the consultation, which will be used in redrafting the policy.

#### 4. Redrafting phase



Check that GSI considerations which were incorporated in the first draft, including from the GSI analysis, have not been weakened or lost in the redraft. Apply any new GSI considerations emerging from the consultations.

#### 5. Validation consultation phase

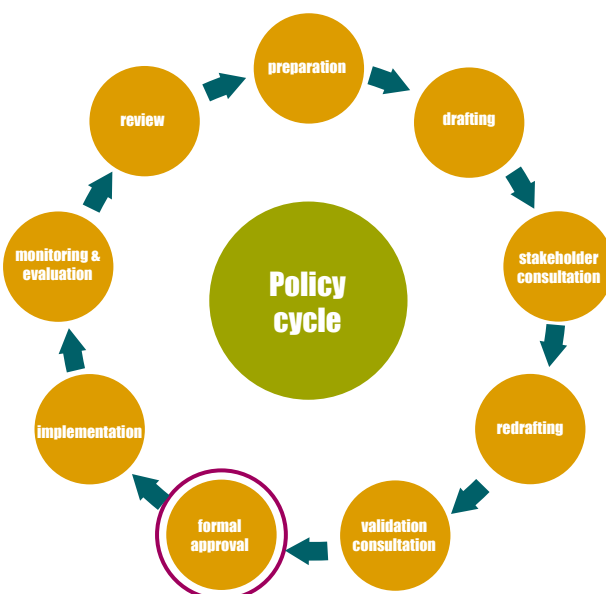


In general, the approach for this round of consultation should follow the approach for the initial stakeholder consultation, with some additional points:

- Check that GSI considerations applied in the first draft have not been weakened or lost in the redraft.
- Apply any new GSI considerations emerging from the consultations.
- Are the results of the GSI analysis still incorporated in the redraft?
- Have GSI factors that emerged in the consultations been considered in the redraft?
- Specify GSI-aware processes used in the consultations. Are these processes clearly articulated?
- Specify sector-relevant GSI information and perspectives from the feedback.
- Consider GSI in the plan for the way forward.
- Have the GSI information and perspectives gathered in the consultations been faithfully communicated?



## 6. Formal approval phase

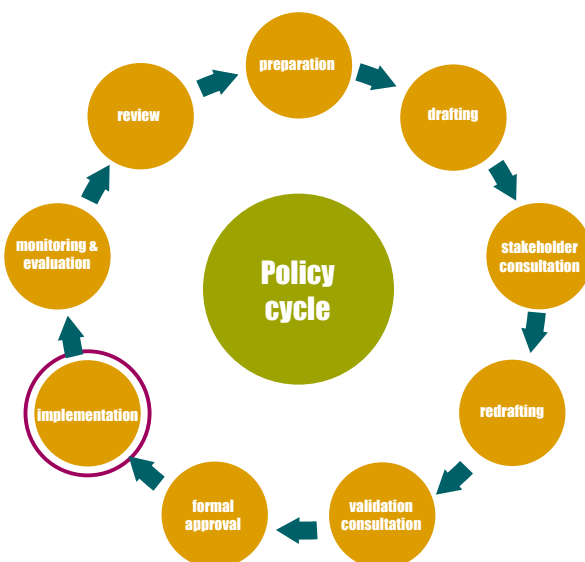


At this stage, staff prepare papers for cabinet/parliament, e.g. briefing documents and presentations, which should include:

- An explanation of why GSI is important for this policy area.
- Links to national, subregional, regional and international policies that highlight the importance of GSI in coastal fisheries and aquaculture, e.g. specific coastal fisheries and aquaculture policies, the Melanesian Spearhead Group fisheries roadmaps<sup>4</sup>, *A new song for coastal fisheries*<sup>5</sup>, and the *Small-scale fisheries guidelines*<sup>6</sup>.

Be aware of where there might be issues or resistance to GSI. It will be important to build relationships with ministers across ministries to get their support before submitting the policy to cabinet or parliament.

## 7. Implementation phase



This is another phase where it is important to fully embed GSI considerations, or risk making fisheries and aquaculture management and development less effective than it could be. For example, development might be unsustainable, or benefits inequitably distributed in communities.

Implementation must not increase inequalities, such as by increasing women's workloads or skewing resources towards coastal fisheries and aquaculture projects for men. Care must be taken to avoid reinforcing marginalisation of young people, people with disabilities, and any other socially excluded group.

<sup>4</sup> Melanesian Spearhead Group (MSG) roadmap for inshore fisheries management and sustainable development 2015–2024


<sup>5</sup> SPC. 2015. *A new song for coastal fisheries – Pathways to change: The Noumea Strategy*. Noumea: SPC.

<sup>6</sup> FAO. 2015. *Voluntary guidelines for securing sustainable small-scale fisheries in the context of food security and poverty eradication*. Rome: FAO.

Integrating GSI in the implementation process requires skilled individuals taking intentional steps to make sure relevant factors are identified and acted on. This is where the policy steering committee and GSI training conducted earlier will be valuable. For example, advice can be sought on draft terms of reference and job descriptions for staff and consultants to make sure there is equity and diversity in recruitment.

### Hypothetical case study:

#### Sea cucumber (beche-de-mer) harvest



On the Island of Pasifika, the people of Coral Village depend on the sea for their income and nutritional needs. In particular, the men and women of the village harvest sea cucumbers to earn cash. They boil and dry the sea cucumbers and sell them to traders. Some species of sea cucumber live in deeper waters, and these are mainly harvested by young men who dive for them. The species of sea cucumber that live in shallow waters close to the village, including the valuable sandfish variety, are harvested by all villagers, including women.

Sea cucumbers have been harvested in the Pacific for over 200 years for export. Over the last three decades, exploitation has been intense, with a 'boom-and-bust' pattern. Recognising the need to take strong action due to overfishing, many Pacific countries (e.g. Fiji, Papua New Guinea, Solomon Islands and Tonga) have closed the fishery for periods by banning exports of sea cucumbers.

In 2018, some women from Coral Village took some dried sea cucumbers to the local trader to sell. They found out that the Ministry of Fisheries had recently imposed an export ban, and that they had actually broken the law by fishing for sea cucumbers at that time. The women were taken by surprise as they were not aware of the ban. They later found out that two men from Coral Village had been invited to government consultations about the closure. The consultations had taken place in a nearby village five days earlier. The intention was that the men who attended the government consultations would communicate the news throughout the village. They had informed the other men, but no-one thought to tell the village women.

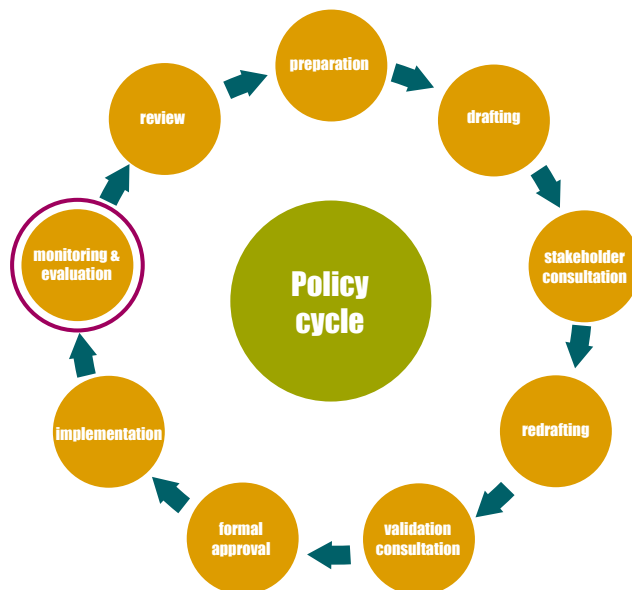
#### ACTION POINTS FOR LEARNING:

- When considering closing a fishery, it is important for government fishery officials to (1) be aware of the gendered roles men and women play in harvesting the natural resource, and (2) know what the resource is used for. How will this closure affect the fishers who use this resource differently? How long will it last? Who will police it?
- When disseminating information, it is important to ensure it is not just distributed to village heads or circulated among the men, especially if women are involved in harvesting, or in post-harvest processing and marketing.
- It is important to provide training in gender-sensitive engagement strategies to agency staff to ensure national policies or decisions are communicated to all stakeholders, including marginalised groups.

To draw on all available knowledge and skills, women, men, youth and all segments of communities involved in coastal fisheries or aquaculture should participate at all stages of implementation. Special attention will be required to ensure women and other marginalised groups can participate effectively and have equal access to benefits from training or income-generating activities. This may mean adapting approaches to overcome barriers restricting the participation of women, youth, people living in hardship, or people of a certain caste, etc. For example, it may be best to hold separate meetings, and to ensure the set-up of these meetings encourages women, or other groups who do not normally speak at meetings, to feel comfortable in expressing their views.

- Do all segments of the communities have opportunities to participate in decision-making and in beneficial activities?

## 8. Monitoring, evaluation and learning (MEL) phase

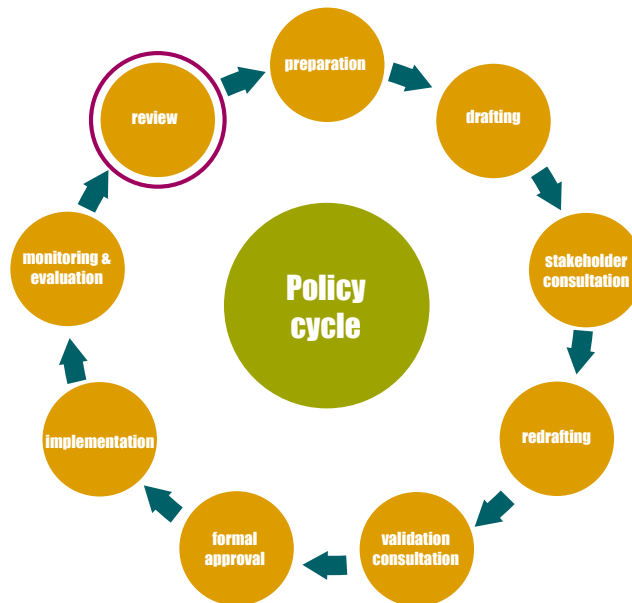


Sharing challenges, successes and best practice for GSI is part of continuous learning for teams that drive human resources development in organisations.

Module 3 describes how to embed GSI in MEL processes. In addition to using Module 3, here are some questions that can help make sure the MEL for the policy addresses GSI considerations:

1. Is there a gender and social inclusion expert on the independent evaluation committee?
2. How will key outcomes and lessons learned be documented and shared among all stakeholders, such as evaluations of:
  - The roles of women and men from different segments of the communities in achieving outcomes.
  - Impacts of interventions on women and men from different segments of the communities concerned.
  - Whether, and how, the intervention empowered women or other disadvantaged people.
  - Whether, and how, existing stereotypes and relations have been challenged.

## 9. Review phase



Policy implementation is a continuous process requiring ongoing review and feedback from stakeholders to ensure coastal resource management and development initiatives are fully effective. It is important to avoid falling back into habits of focusing only on technical solutions to problems for coastal fisheries and aquaculture. If social aspects are not considered, and feedback only comes from the people who turn up to meetings, then the effectiveness of policy implementation will suffer.

There are several occasions when a policy might be reviewed, e.g. when it expires, when its expected outcomes are not achieved, when marine resources decline or recover, or when there is a major change in government direction. Communicating the results and lessons learned from reviews of policies, and associated projects and interventions, can influence public perceptions and political decisions about the sector. This can then feed into policy renewal. Champions who understand the importance of GSI in the fisheries and aquaculture sector can help to keep it on the political agenda.

- Has the policy review included input from a GSI expert with local knowledge?

This module contributes to the following outcomes of *A new song for coastal fisheries*<sup>7</sup> and *the Small-scale fisheries guidelines*<sup>8</sup> (SSF)

- *SSF 10* – Policy coherence, institutional coordination and collaboration
- *A new song Outcome 5* – Strong and up-to-date management policy, legislation and planning
- *A new song Outcome 6* – Effective collaboration and coordination among stakeholders and key sectors of influence

7 FAO. 2015. Voluntary guidelines for securing sustainable small-scale fisheries in the context of food security and poverty eradication. Rome: FAO.

8 SPC. 2015. A new song for coastal fisheries – Pathways to change: The Noumea Strategy. Noumea: SPC.

