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

FAME
Fisheries, Aquaculture and Marine Ecosystems Division

HRSD
Human Rights and Social Development

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

Second Edition

Kate Barclay, Sangeeta Mangubhai, Brigitte Leduc, Connie Donato-Hunt, Natalie Makhoul, Jeff Kinch and Josephine Kalsuak

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About this handbook

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Barclay Kate, Leduc Brigitte, Sanders Jessica, Raubani Jason, Streeter Megan. 2021. Module 5: The policy cycle. In: Barclay K., Mangubhai S., Leduc B., Donato-Hunt C., Makhoul N., Kinch J. and Kalsuak J. (eds). Pacific handbook for gender and social inclusion in coastal fisheries and aquaculture. Second edition. Noumea, New Caledonia: Pacific Community.

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Schwarz Anne-Maree, Makhoul Natalie, Lalavanua Watisoni, Cohen Philippa. 2021. Module 7: Coastal fisheries management. In: Barclay K., Mangubhai S., Leduc B., Donato-Hunt C., Makhoul N., Kinch J. and Kalsuak J. (eds). Pacific handbook for gender and social inclusion in coastal fisheries and aquaculture. Second edition. Noumea, New Caledonia: Pacific Community.

Stacey Natasha, Govan Hugh. 2021. Module 8: Livelihoods. In: Barclay K., Mangubhai S., Leduc B., Donato-Hunt C., Makhoul N., Kinch J. and Kalsuak J. (eds). Pacific handbook for gender and social inclusion in coastal fisheries and aquaculture. Second edition. Noumea, New Caledonia: Pacific Community.

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Purpose of 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.

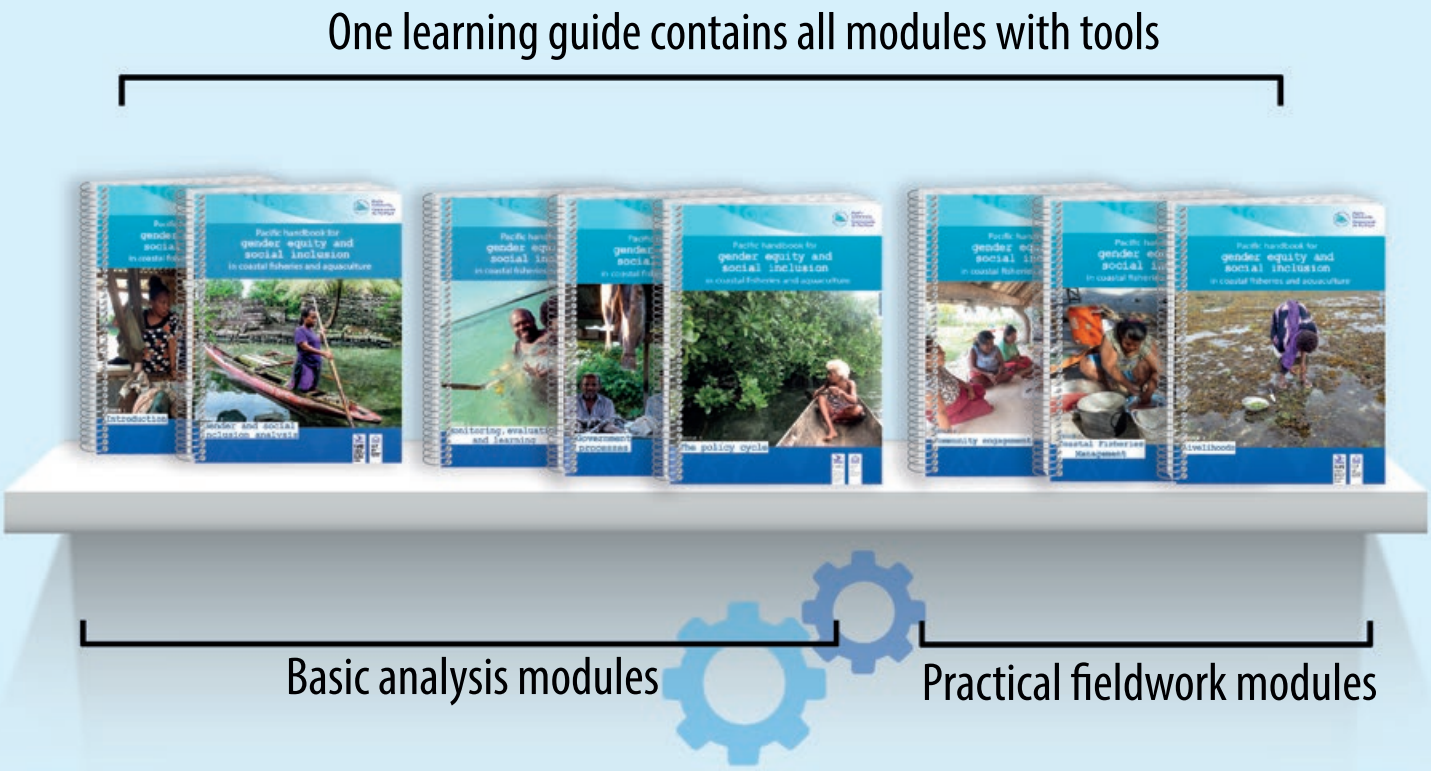
Structure and concept

The handbook was developed in a two-stage process. The first edition of the handbook (modules 1–5) provides the basis for a general understanding of gender and social inclusion, an overview of key commitments by Pacific Island leaders, and basic analysis tools. Modules 1–5 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, and policy development.

The second edition includes three additional modules (6, 7 and 8), which shift the focus to practical fieldwork on the regional priorities of coastal fisheries management and livelihoods. Community engagement processes are presented as a prerequisite for inclusiveness and effective people-centred consultation.

There are tools attached to several modules to assist direct and easy application of the suggested methods.

While the modules are designed as stand-alone units, the handbook is one learning tool with important links between modules. There is a level of progression beginning with introductory or foundational content, which subsequent modules build on or reference, with overlapping or complementary themes.



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

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 transformative and socially inclusive approaches strive to initiate social change to transform social relations that perpetuate inequality and exclusion.[1]

People-centred approaches place people and their environment at the centre of planning, implementation, decisions, discussions, monitoring and reporting. They recognise people as unique individuals with valuable contributions, experiences and skills in a particular cultural context and set of values. A people-centred approach is particularly important in the Pacific context, as issues of environmental sustainability, gender, youth, culture and human rights cut across all areas of development work.

Women's economic empowerment "is the capacity of women and men to participate in, contribute to and benefit from growth processes in ways which recognise the value of their contributions, respect their dignity and make it possible to negotiate a fairer distribution of the benefits of growth."[2]

Gender-blind projects, programmes, policies or attitudes ignore the different rules, roles, rights, responsibilities and needs associated with women and men, as well as underlying power dynamics. Consequently, gender blindness maintains existing inequalities.

Gender-exploitative interventions use, and reinforce, gender inequalities or stereotypes to achieve outcomes. Such interventions take advantage of existing inequalities.

1 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 pp.

2 Eyben R., Kabeer N. and Cornwall A. 2008. Conceptualising empowerment and the implications for pro-poor growth. Institute of Development Studies, University of Sussex, Brighton. Page 9.

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 it is assumed they stay at home and are not 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 opportunities 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 in attending workshops and speaking up in public meetings increased. Men recognised 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 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.

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in coastal fisheries and aquaculture

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MODULE 1

Introduction

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

Module 1: Introduction

Kate Barclay, Brigitte Leduc, Sangeeta Mangubhai, Aliti Vunisea,
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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.[1]
- 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'.[2] 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.[3]

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

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 handicrafts 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.[4,5,6]

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.[7,8,9]

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 handicrafts 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., Smith G., Sharma S., Foale S. and Hamilton R.J. 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.[10] 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.[11,12] 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.[13]

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.[14]

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[15] (high caste, low caste, commoner); sexual orientation (e.g. heterosexual, gay, lesbian, 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.

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

15 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[16]

- 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.[17]
- 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. These rights are often not recognised or not translated into effective legislation, policies and services.

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

Gender-based violence is often considered by agencies that deal with women's affairs, but is not usually taken into account in work relating to fisheries and aquaculture. However, development activities of any type carry risks of increasing this violence.[18] 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.

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

17 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

18 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

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;[19] 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.[20] 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).

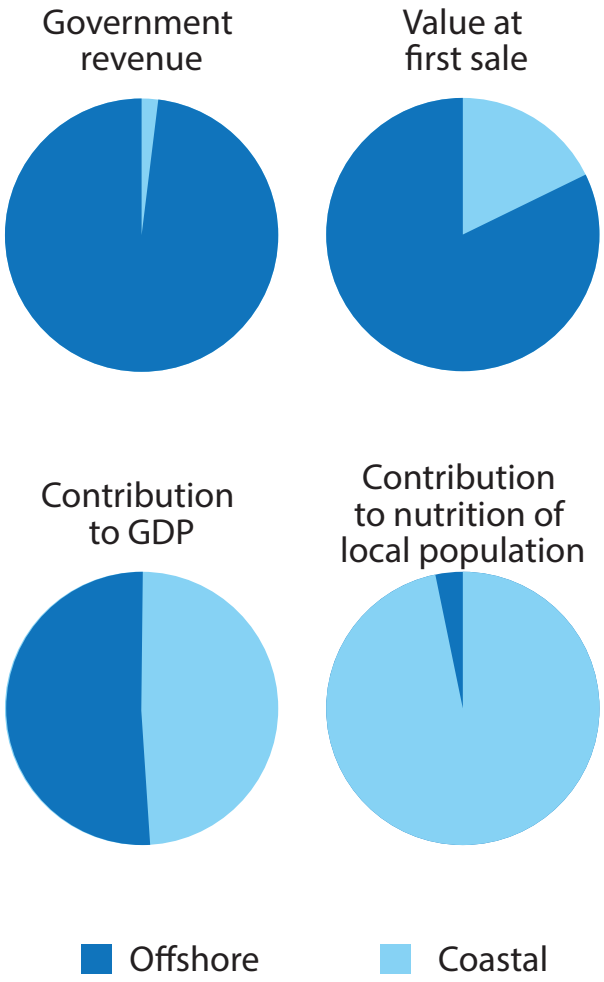

Figure 1.1. Relative importance of offshore and coastal fisheries in the Pacific Islands region in terms of benefit (Pacific Community, 2014).[21]

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

Experience shows that when equity and inclusion issues are thoroughly addressed in community livelihood activities and national policies and strategies, better development outcomes result.[22] 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.[23] 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 handicrafts 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: [24]

- 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 illustrates the difference between 'equality' and 'equity'.

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

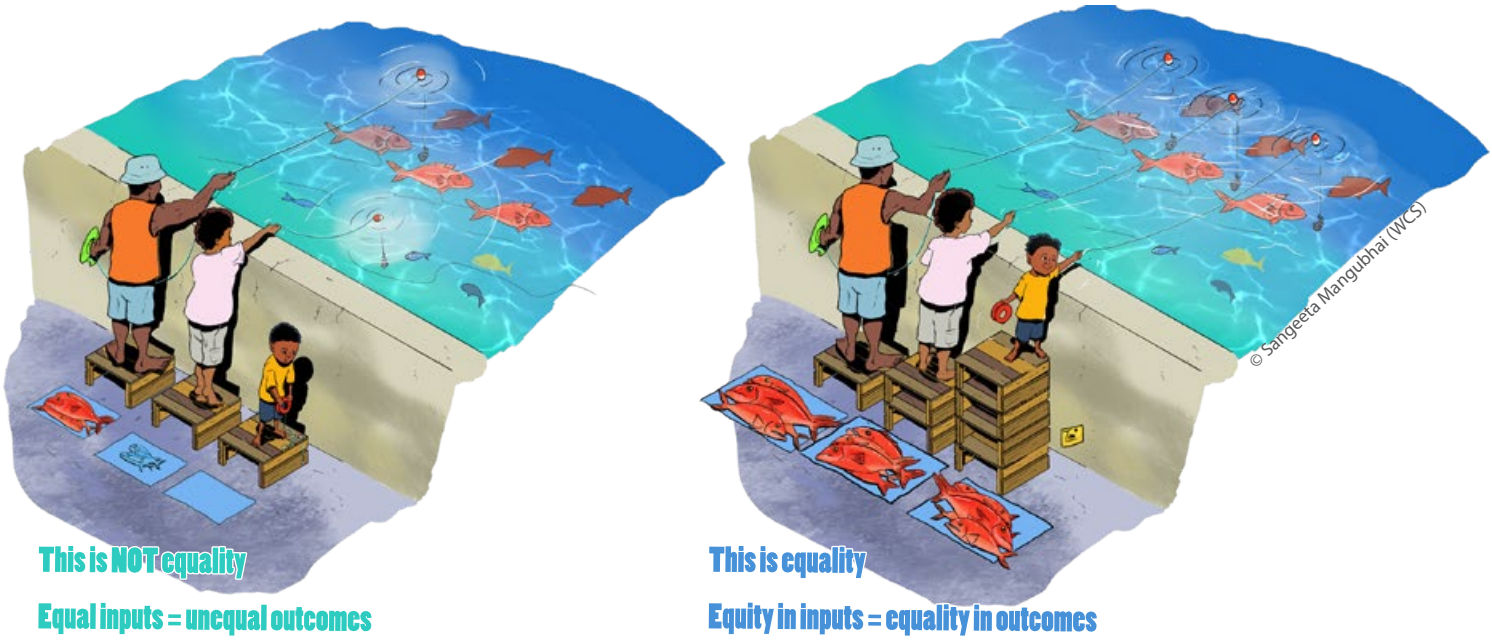

Figure 1.2. Equality and equity.

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, for 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 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 them in their role 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.

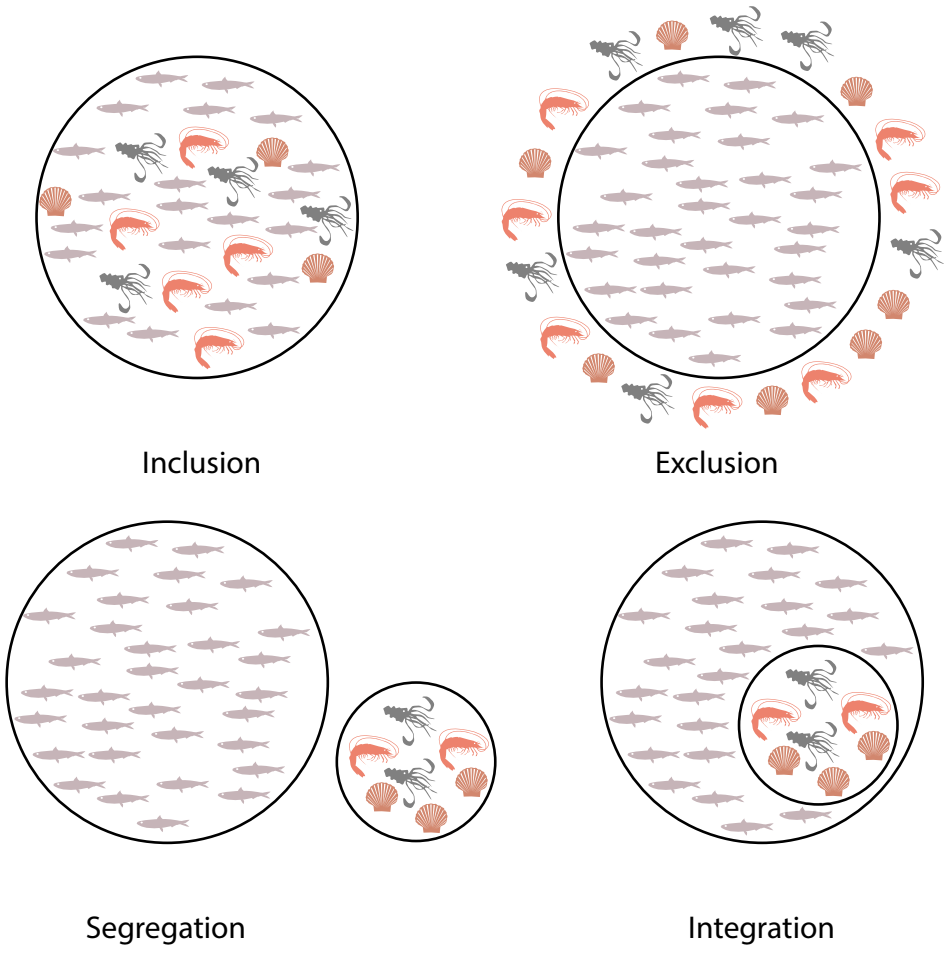

Figure 1.3. Difference between inclusion, exclusion, segregation and integration.

Mainstreaming gender and social inclusion

THIS HANDBOOK PROPOSES THE APPROACH OF MAINSTREAMING GSI PERSPECTIVES.[25] THIS MEANS:

- 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 them and benefit from them

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

25 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). https://www.un.org/womenwatch/daw/csw/GMS.PDF

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).[26]

Table 1.1. Summary of international and regional commitments made by Pacific Island governments to GSI.

Commitment	Relevance to GSI in coastal fisheries and aquaculture
International	
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: • ensuring tenure and therefore resource access • social development, employment and decent work • considering post-harvest, trade and whole value chains as well as fisheries • gender equality 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)	**Article 1** 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. **Article 11** is about equality in employment. **Article 14** 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 non-governmental organisations (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: • Women and poverty • Education and training of women • Women and the economy • Women in power and decision-making • Institutional mechanisms for the advancement of women • Human rights of women • Women and the environment

26 For an analysis of how well international commitments are followed through in regional and national documents, see: FAO. (in press). Coastal Fisheries Policies: Linkages between Pacific Island and global policies. FAO Fisheries and Aquaculture Circular No. C1192. Apia, FAO.

Commitment	Relevance to GSI in coastal fisheries and aquaculture
Commission on the Status of Women, 62nd Session. Agreed conclusions (2018)	The Commission recognises 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). • Poverty alleviation including agriculture and fisheries production (para. 46 m) • Mainstreaming a gender perspective in agriculture and fisheries development, taking into account the SSF guidelines (2015) (para. 46 r) • Empower rural women as actors for food security and improved nutrition, including their local environmental knowledge and contributions to conservation (para. 46 v) • Encourage and facilitate rural women's entrepreneurship (para. 46 dd)
Regional	
A new song for coastal fisheries: The Noumea strategy (2015)	'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.
Melanesian Spearhead Group (MSG) roadmap for inshore fisheries management and sustainable development 2015–2024	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.
SAMOA Pathway (2014) – Outcome of the Third International Conference on Small Island Developing States	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). • Eliminate all forms of discrimination against women and girls (para. 77 a) • Integrate a gender perspective in priority areas for sustainable development (para. 77 b) • Strengthen women's economic empowerment and ensure equal access to productive employment (para. 77 c) • End all forms of violence against women and girls (para. 77 d) • Support women in leadership (para. 77 e) • Guarantee equal access to good-quality education and health care (para. 77 f) • Ensure sexual and reproductive health and reproductive rights (para. 77 g) • Tackle multiple intersecting forms of discrimination affecting women and girls, including those with disabilities (para. 77 g) • Give women equal rights to economic resources including access to, ownership of and control over land and other forms of property, credit, inheritance, natural resources and appropriate new technologies (para. 77 i).

Commitment	Relevance to GSI in coastal fisheries and aquaculture
Pacific Platform for Action on the advancement of women and gender equality (1994, revised 2004 and 2017)	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. The 2004 revision included: • Women's legal and human rights: leadership; elimination of violence; human rights. • Women's access to services: health and education; economic empowerment of women. The 2017 revision included: • 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). • 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. • 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.
Pacific Youth Development Framework (2014)	Four outcomes: 1) More young people secure decent employment 2) Young people's health status is improved 3) Governance structures empower young people to increase their influence in decision-making processes 4) More young people participate in environmental action

Commitment	Relevance to GSI in coastal fisheries and aquaculture
Pacific Leaders Gender Equality Declaration (2012)	**1. Gender-responsive policies and programmes** Strengthen consultative mechanisms with civil society groups, including women's advocacy groups, on key budget and policy issues of national and subnational governments. Support the production and use of sex-disaggregated data and gender analysis to inform government policies and programmes. Incorporate articles from CEDAW in legislative and statutory reforms and policy initiatives across government. **2. Leadership and decision-making** 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. Advocate for increased representation of women in private sector and local-level governance boards and committees (e.g. school boards and produce market committees). **3. Women's economic empowerment** 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. 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. 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. Target support for women entrepreneurs in the formal and informal sectors. **4. Ending violence against women** Implement essential services (protection, health, counselling, legal) for survivors of violence. Enact and implement legislation to protect women from violence and impose appropriate penalties for perpetrators.
Pacific Framework for the Rights of Persons with Disabilities (2016)	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.

Pacific Community
Communauté du Pacifique

Pacific handbook for gender equity and social inclusion

in coastal fisheries and aquaculture

MODULE 2

Gender and social inclusion analysis

FAME
Fisheries, Aquaculture and Marine Ecosystems Division

HRSD
Human Rights and Social Development

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

Module 2: Gender and social inclusion analysis

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CONTENTS

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 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)
- 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 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.

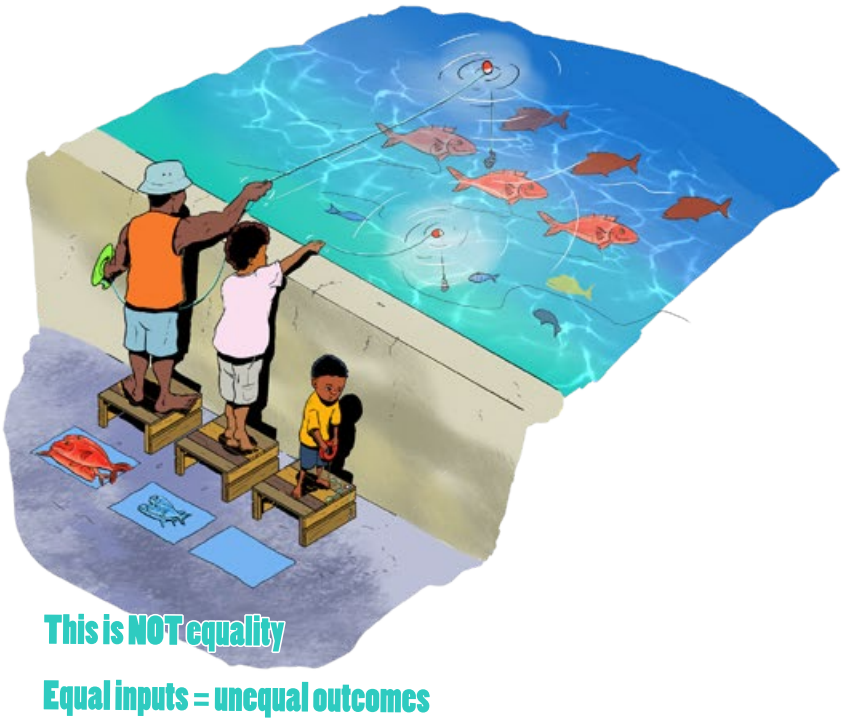
Using the findings of GSI analyses in policy-making and programme and project design enables all segments of the population to gain development benefits from fisheries and aquaculture.

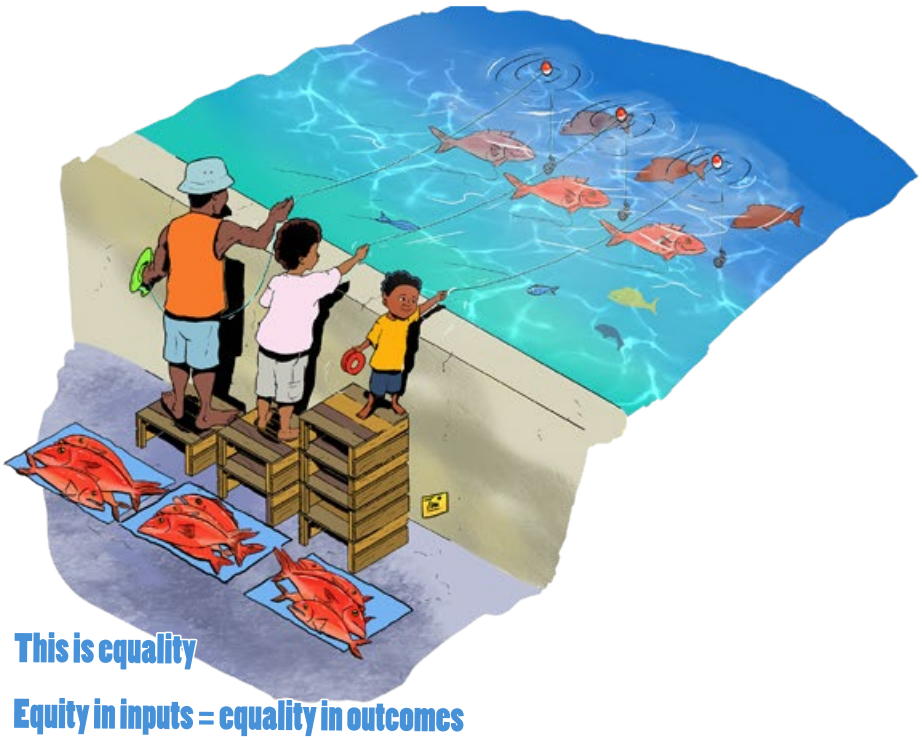
This section introduces simple principles of GSI analysis that can be used to identify:

- 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.



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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 some 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[1]

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.

1 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[2]

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 training in GSI analysis. 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.

2 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 pp.

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
- Towards gender-equitable small-scale fisheries governance and development: A handbook. 2017. Biswas N. , and International Collective in Support of Fishworkers. 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. A gender analysis checklist for coastal fisheries and aquaculture is provided in the attachment to this module.

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	• What are the needs of each group in the community (disaggregated by sex, age, other social categories)? • What are the perspectives of different groups on proposed aquaculture activities? • Who will be doing what kinds of work in the activities? • What are the costs and benefits of the activities for different groups in the community?
Fisheries stock assessments	• Make sure that stock assessments include species that women, children and old people fish for. • Include women's and men's different knowledge of local ecology.
Market surveys	• Count how many women and men are selling seafood in the market. • Are they are selling on behalf of someone (another trader) or for their family? • Is their father/spouse/family member the fisher or are they the fisher? • How is the income from seafood sales distributed in families? • Who makes decisions about the sale of seafood, who uses the income generated, and what do they buy?

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, the 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?

Mud crab fattening pens © Margaret Fox

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[3] 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?

3 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*[4] and the *Small-scale fisheries guidelines*[5]

- *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.[7]

This checklist is adapted from the 'Pacific gender and climate change toolkit – Tools for practitioners'[6]

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?

6 www.pacificclimatechange.net/sites/default/files/documents/Pacific_gender_toolkit_full_version.pdf
7 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 finance 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 these 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.

Fish at the Labasa market © Sangeeta Mangubhai

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 – handicraft 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, and 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?

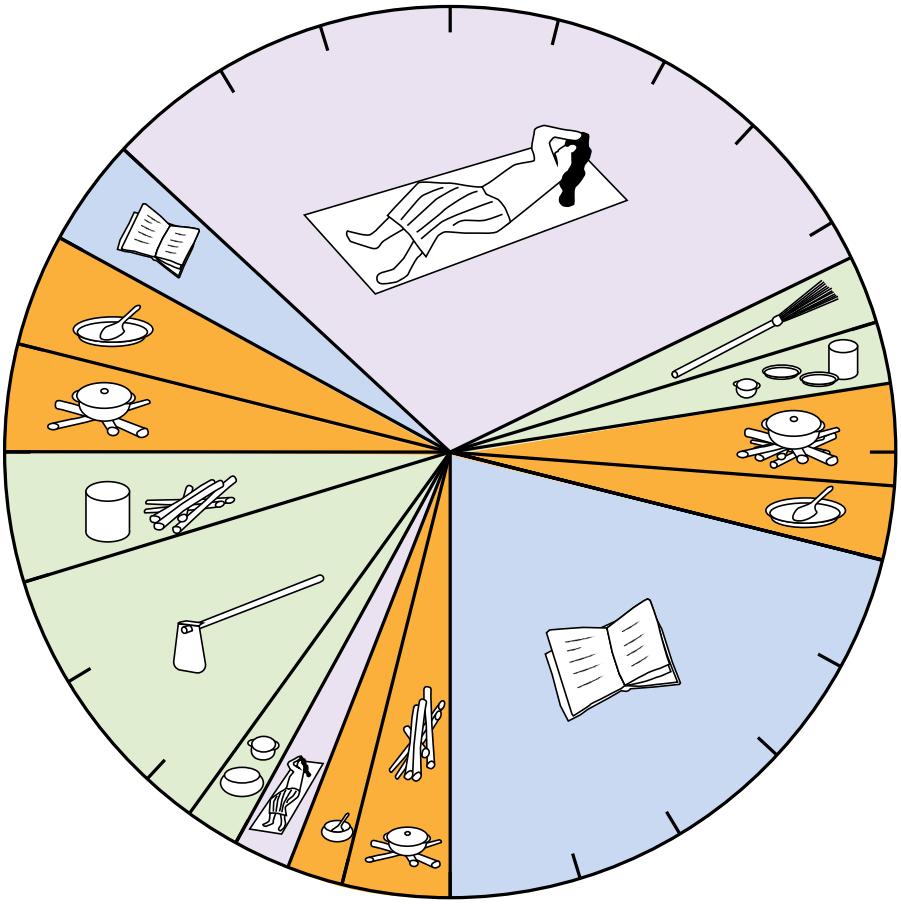
Time use survey results

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	Wake up and prepare children's school lunches and breakfast				
6.00 am		Wake children up and get them dressed for school	Help younger children to get dressed			
7.00 am		Family breakfast			Family breakfast	
8.00 am			Go to school		Leave 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:



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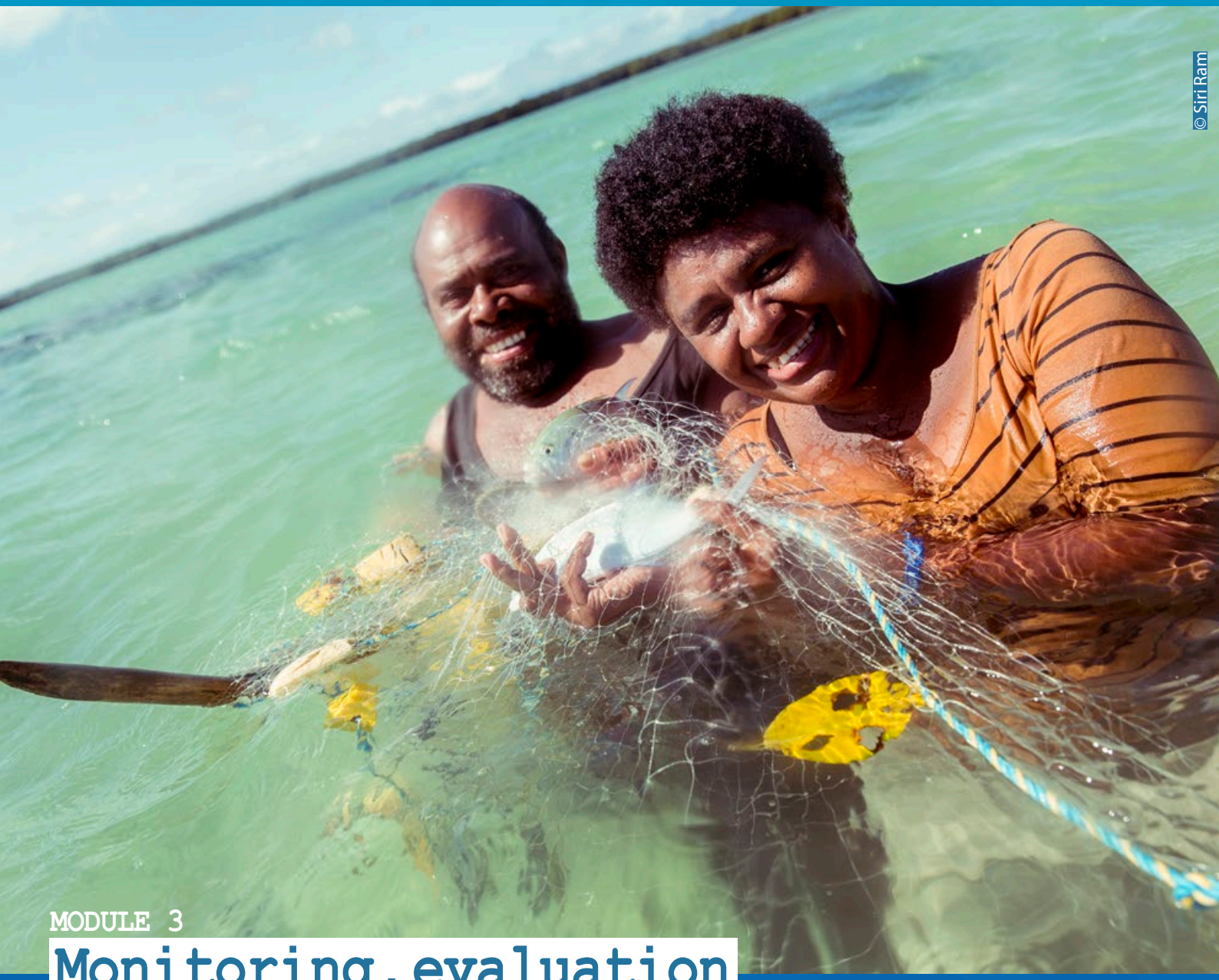
Pacific handbook for gender equity and social inclusion in coastal fisheries and aquaculture



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MODULE 3

Monitoring, evaluation and learning

FAME
Fisheries, Aquaculture and Marine Ecosystems Division

HRSD
Human Rights and Social Development

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

Module 3: Monitoring, evaluation and learning

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CONTENTS

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**.[1]

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[2] and outputs.[3] 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

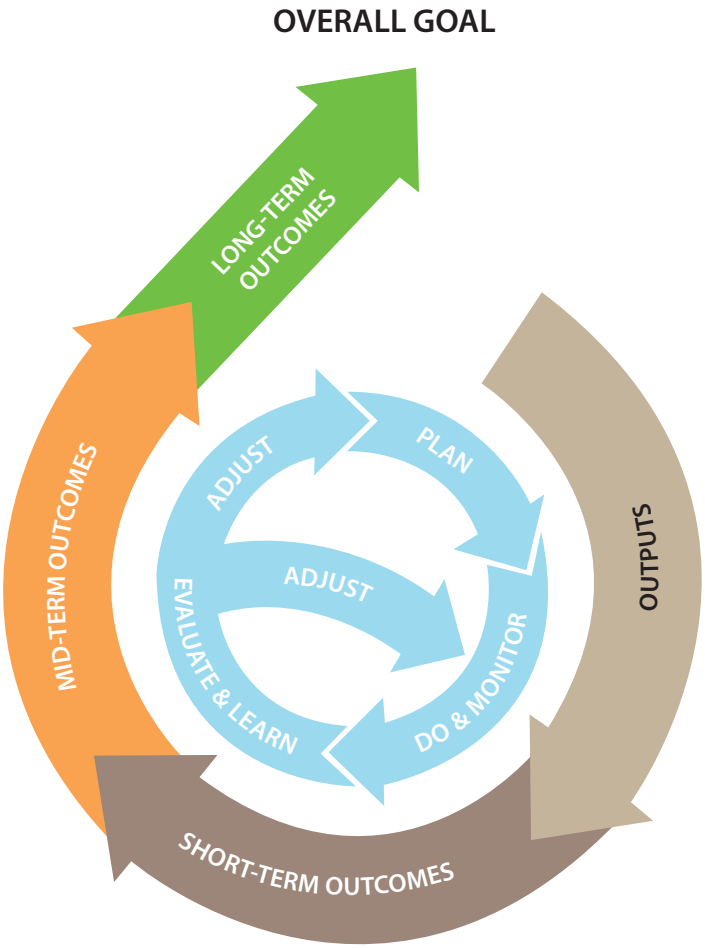

Figure 3.1. MEL as part of adaptive management.

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.).[4] 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, to simplify a complex MEL system.[4]

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) are 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.[4]

- **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.

4 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. Prepared by Nilanjana Biswas. Rome, Italy.

Tarawa Atoll © Quentin Hanich

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.[5] 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.[6]

Table 3.2. Indicator reference sheet template.[6]

<table>
<tr><td colspan="2">Indicator
• What is the indicator being measured?
• Is the indicator linked to an outcome(s)?
• Is the indicator SMART (specific, measurable, achievable, relevant, time-bound)?
• Is the indicator defined clearly and unambiguously?</td></tr>
<tr><td colspan="2">Target
• What is the population of interest?
• What is the desired representative sample size?</td></tr>
<tr><td colspan="2">Rationale
• Why should this indicator be in the MEL plan?
• Why is the indicator important for implementation and/or decision-making?</td></tr>
<tr><td>Unit
• Unit of measurement (usually a number or percentage)</td><td>Disaggregation
• How will the data be disaggregated? (e.g. by sex, age, social status, etc.)</td></tr>
<tr><td>Type
• Is the indicator measuring an activity, output or outcome?</td><td>Direction of change
• Should the desired units be higher or lower than the baseline?</td></tr>
<tr><td colspan="2">Data sources
• 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.)
• Do new data need to be collected?</td></tr>
<tr><td colspan="2">Notes on measurement
• Level at which data is collected
• Who will collect data for this indicator?
• How should it be collected?
• Frequency of collection (e.g. initial evaluation, mid-term evaluation, final evaluation)
• Important assumptions</td></tr>
<tr><td colspan="2">Data use
• How will the data be analysed and who is responsible?
• How will the data be communicated to decision-makers?
• How will the data be used to make project or programmatic changes?
• Who should be involved?
• How and when will the MEL process engage stakeholders, or be accountable to stakeholders?</td></tr>
</table>

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 Fehringer 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, socio-economic 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.[7]

Table 3.3. Examples of disaggregated indicators versus GSI indicators.

Indicator type	Example indicators
Disaggregated indicators	Disaggregated information on participants and beneficiaries. Examples: • Number of people attending and participating in meetings or training by demographic group (men, women, youth, other groups) • Number of people receiving resources or support through the project or programme by demographic group (men, women, youth, other groups)
	Extent to which different segments of the community have benefited from a project or programme. Examples: • Change in knowledge among men and women following training • Change in behavior or fishing practices among men and women • Change in income among men and women
GSI-specific indicators	Extent to which a project or programme included equity-promoting practices. Examples: • Participation in decision-making by demographic group (men, women, youth, other groups) • How fisheries and resource management affects men and women differently, and how these perspectives were taken into account during project design and implementation
	The extent to which the project contributed to equity-promoting outcomes. Examples: • Division of labour between demographic groups (men, women, youth, social groups) • Control over the benefits of their work by men and women (along the value-chain) • Access to resources (e.g. fisheries, money, equipment, supplies) by demographic group (men, women, youth, other groups) • Active participation in managing coastal resources among demographic groups (men, women, youth, social groups) • Level of community recognition of men's and women's roles in fisheries management or aquaculture

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').[8]

7 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

8 SPC. 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 is improved Indicators of well-being are gender-differentiated and socially disaggregated Engagement of women, 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[9]

- ☐ 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?

9 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

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 socio-economic data

When collecting socio-economic 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 socio-economic surveys were conducted in 2016. The socio-economic 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 socio-economic 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

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

Pacific Community
Communauté du Pacifique

Pacific handbook for gender equity and social inclusion

in coastal fisheries and aquaculture

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MODULE 4

Government processes

FAME
Fisheries, Aquaculture and Marine Ecosystems Division

HRSD
Human Rights and Social Development

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

Module 4: Government processes

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CONTENTS

Key points

- To insure sustainable and equitable development of coastal fisheries and aquaculture, fisheries agencies must make gender and social inclusion (GSI) 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 incorporating GSI perspectives 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*)[1] and *A new song for coastal fisheries,*[2] provides an enabling environment for governments and organisations to meet national, regional and international commitments to 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/component/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.[3] 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'.*[4]

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). https://www.un.org/womenwatch/daw/csw/GMS.PDF

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.[5] 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.[6]

> *'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.

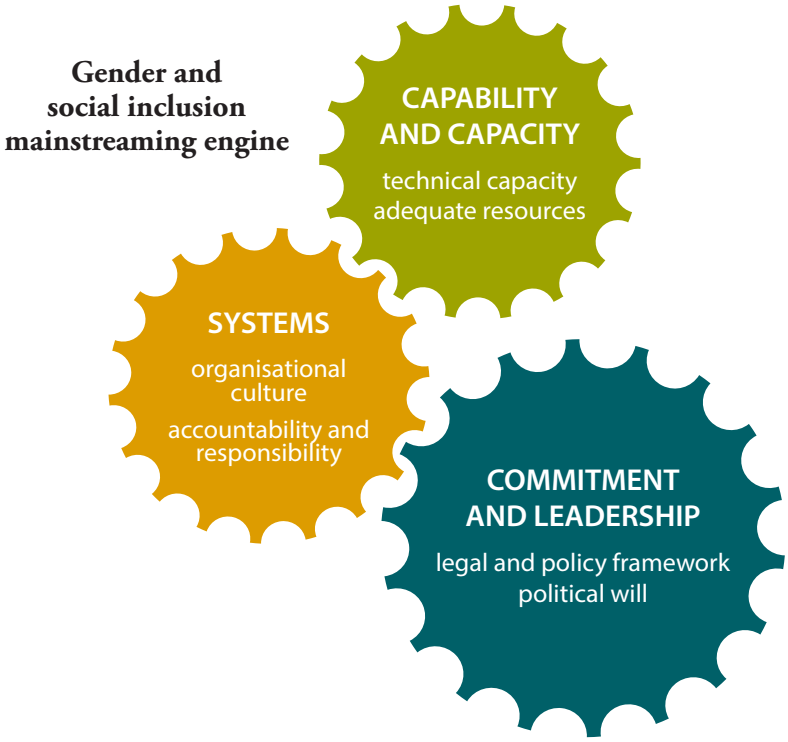

Figure 4.1. GSI mainstreaming 'engine'. Source: Social Development Programme, SPC.

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.

Market fish sellers in Solomon Islands © Jan van der Ploeg

Table 4.1. Institutional stakeholders in Vanuatu fisheries and aquaculture.

Stakeholder	Fisheries and aquaculture responsibilities	GSI perspective
Government		
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
NGOs		
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
Others		
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)[7]	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.

7 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.

Women fishing on shallow reefs on Koro Island © Sangeeta Mangubhai

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
Introduction, country context, background	What are the major social inequality issues in the country? How are these linked to coastal resource management and development? What are the needs and capacities of different segments of the population?	Provide an overview of the GSI situation in the country and status of women relevant to coastal resource use and management. Recognise differences in needs and capacities.
Principles	Do the guiding principles for the document include GSI?	Ensure that gender equality is included as an overarching principle across all areas.
Summary of existing plans and policies for fisheries and aquaculture	What are the key GSI priorities for the country? Are they recognised in fisheries and aquaculture policies? How are different fisheries and aquaculture needs identified and addressed by policies? Are these needs analysed by age and gender?	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. Acknowledge regional and international GSI commitments, such as CEDAW, *A new song for coastal fisheries*, and the *Small-scale fisheries guidelines*.
Fisheries and aquaculture assessments	Does the framing of issues take into account social issues? How will the main issues affect different segments of the population? Which cultural and social factors make some people more vulnerable to these issues than others?	Ensure issues are framed to consider social as well as biophysical impacts. Frame issues based on the GSI analysis in the strategic document.
Identification and ranking of priority needs	Are the priorities of different segments of the community considered?	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. Ensure priorities align with GSI outcomes.

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
Committee composition and selection	Is there a gender balance on the committee? Are representatives of women practising coastal fisheries or aquaculture involved in the committee? Are staff from the agency responsible for women's affairs or civil society organisations representing women on the committee? Is someone on the committee championing GSI considerations?	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 Include staff from the agency responsible for women and civil society organisations representing women Identify committee members who can advocate for GSI considerations and support action
Committee capacity	Do committee members understand and value GSI approaches in this sector? Are links between GSI and coastal resources recognised by committee members?	Build the GSI capacity of all members of the committee Develop specific GSI guidelines to support the governance of the committee
Committee decision-making	How are decisions made? Are there dominant voices within the committee? Are representatives of women and disadvantaged groups able to express their views and influence decisions? Do members have equal decision-making powers? Do members receive enough information to make meaningful contributions?	Develop guidelines to ensure decisions are made in an equitable manner Ensure members receive appropriate information in a timely manner Ensure equal participation of the whole committee in decision-making processes, including by inviting all members to express their concerns and views
Committee accountability and reporting	Who chairs the committee? Who does the committee report to? How will the performance of the committee be assessed, especially in relation to GSI?	Ensure the committee is held accountable and reports regularly on progress, including in addressing GSI issues

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
Development of 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 online meeting)
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*[8] and the *Small-scale fisheries (SSF) guidelines*[9]

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

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

Bringing in catch to sell at the markets © RAW Fiji

Pacific Community
Communauté du Pacifique

Pacific handbook for gender equity and social inclusion

in coastal fisheries and aquaculture

© Sheridan Rabbit

MODULE 5

The policy cycle

FAME
Fisheries, Aquaculture and Marine Ecosystems Division

HRSD
Human Rights and Social Development

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

Module 5: The policy cycle

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Pacific Community
Communauté du Pacifique

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CONTENTS

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, and
  - 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*'.[1]

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*[2] (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). https://www.un.org/womenwatch/daw/csw/GMS.PDF

2 FAO. 2020. Legislating for sustainable small-scale fisheries – A guide and considerations for implementing aspects of the Voluntary guidelines for securing sustainable small-scale fisheries in the context of food security and poverty eradication in national legislation. Rome. https://doi.org/10.4060/cb0885en

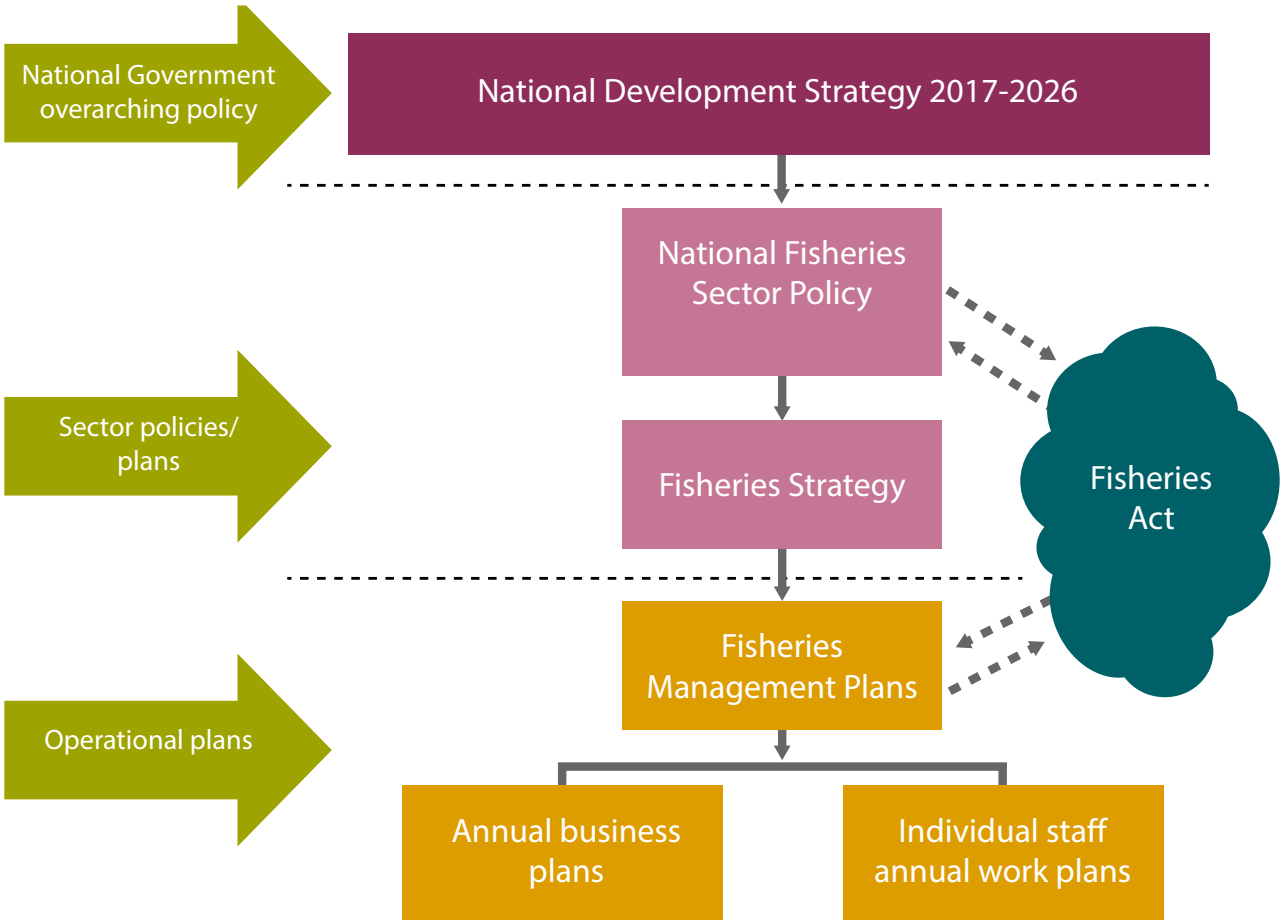


Figure 5.1. Process for developing policies, plans and legislation for the Pacific fisheries and aquaculture sector. Source: SPC.

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 'debriefer', trainer or manager for fisheries observer programmes, experience as an observer on 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 onboard 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 onboard 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.[3]

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?

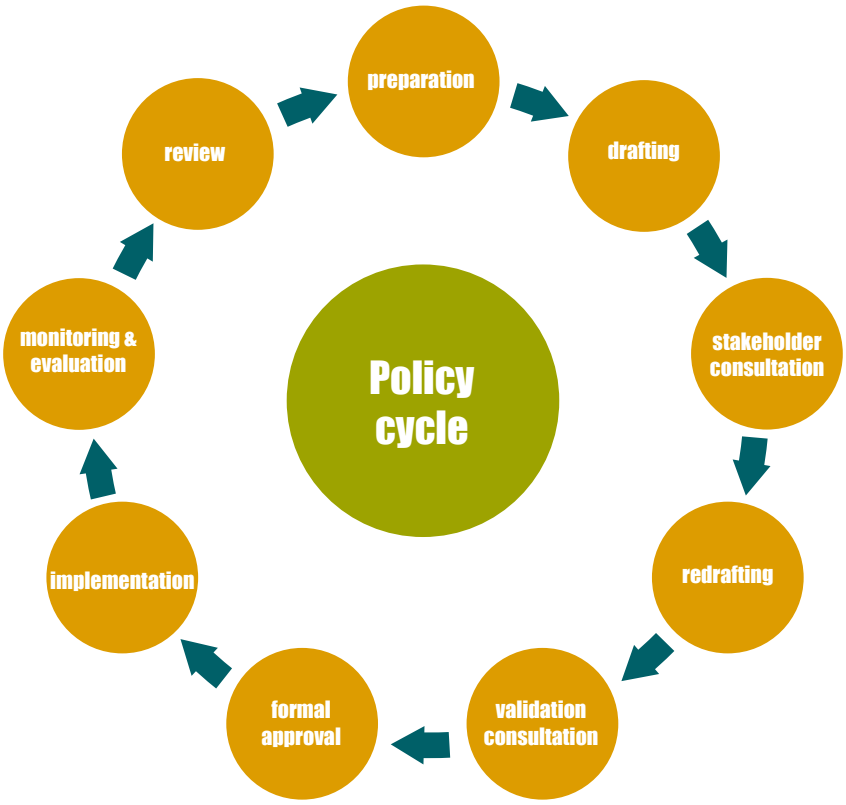


Figure 5.2. Key phases in the policy cycle. Source: SPC.

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 accommodative, 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.

Local communities assessing fish maturity © WCS

Team capacity and establishing stakeholder support

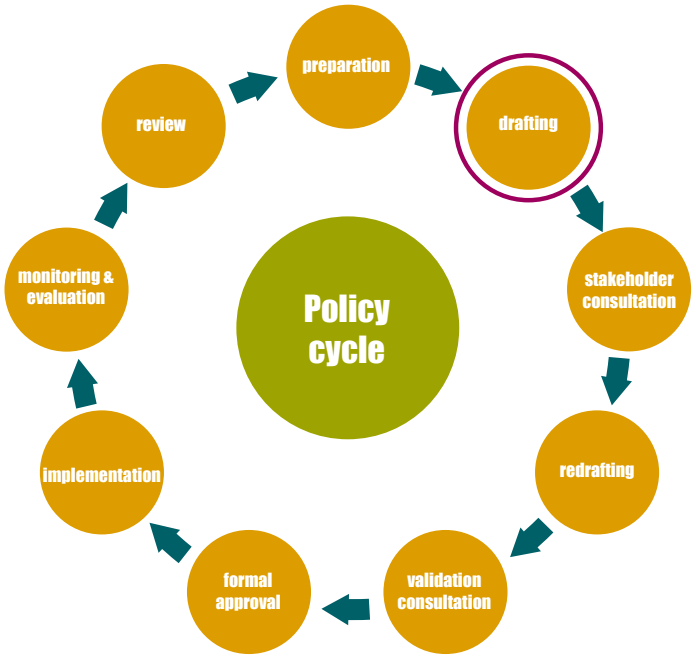
All team members should be aware of and committed to addressing gender issues in the sector. Where necessary, training for staff and stakeholders should be provided at the outset to ensure there is a common understanding of the importance of GSI in marine resource management and development, including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

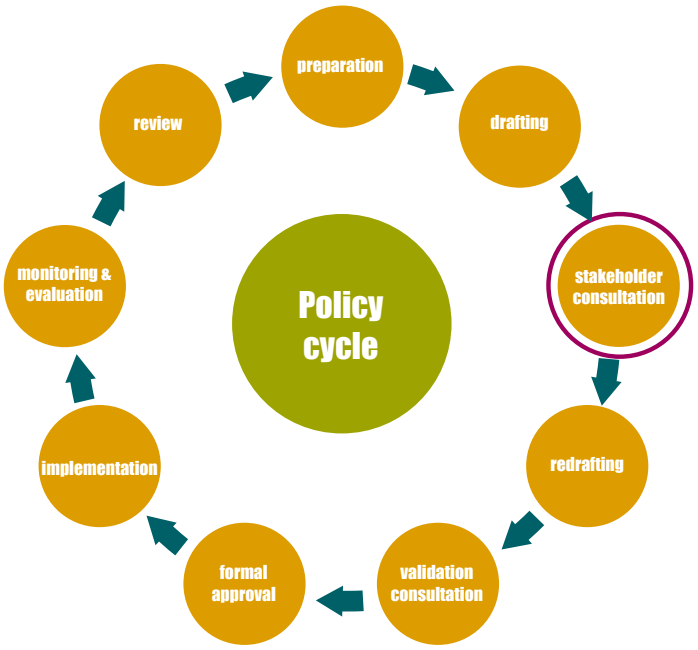
The draft should include GSI considerations. These could be in the form of indicators and processes to measure the effectiveness of the policy in benefiting all groups in the community equitably. The indicators may make explicit reference to groups within communities, e.g.:

- 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:

- 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: Monitoring, evaluation and learning).

3. Stakeholder consultation phase

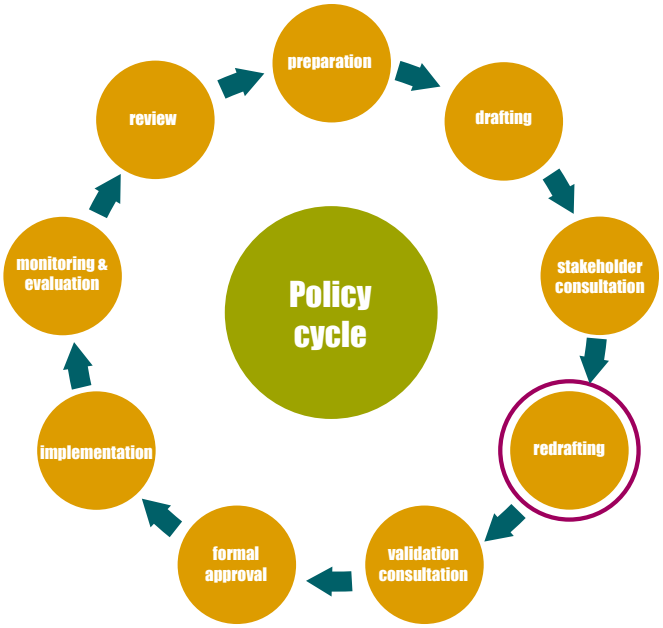


Various groups of stakeholders should be consulted on the draft policy. These groups may include other government agencies; communities depending on fishing and aquaculture for their livelihoods; private sector businesses involved in fishing and aquaculture; and civil society organisations.

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 (see Module 6: Community engagement). 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.

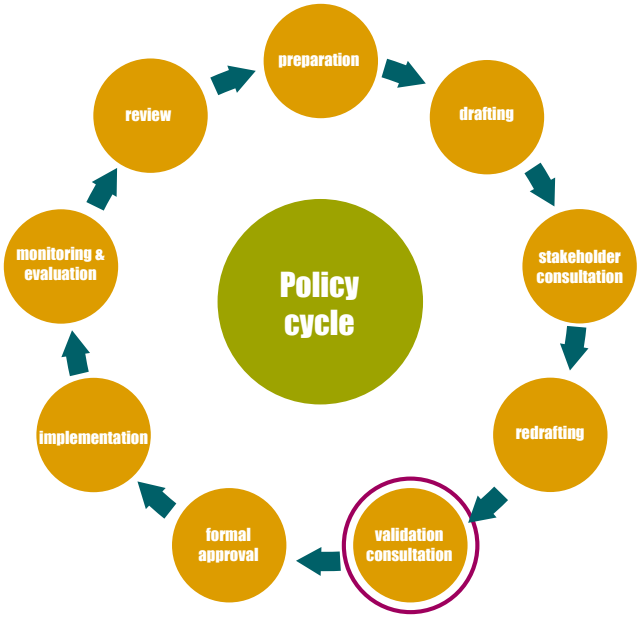
The GSI perspectives gathered in the consultations should then be faithfully documented in the records of the consultation, which will be used in redrafting the policy.

4. Redrafting phase



Check that GSI considerations 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

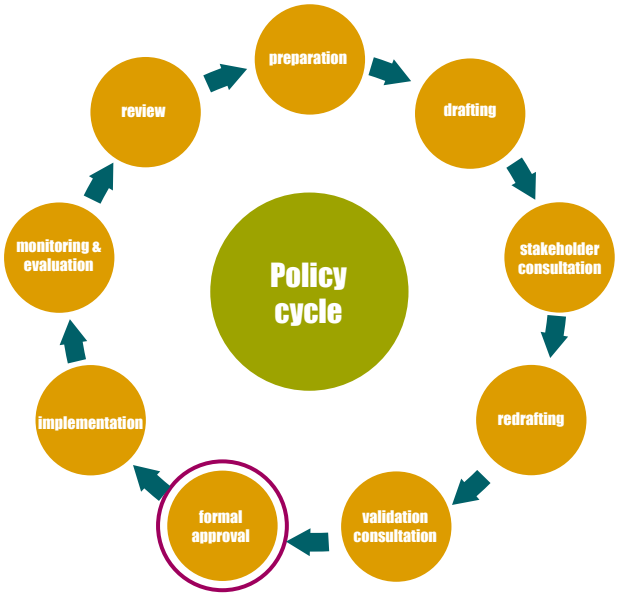


In general, the approach for this round of consultation should follow the approach for the initial stakeholder consultation, with some additional points:

- 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?

Solomon Islands © Francisco Blaha

6. Formal approval phase

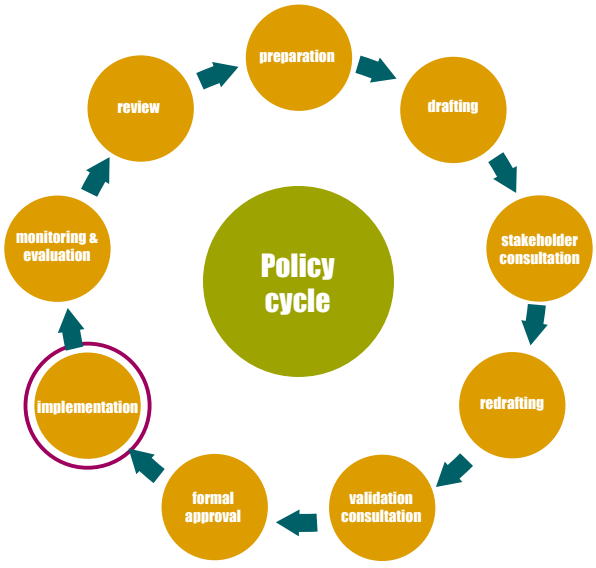


At this stage, staff prepare papers for cabinet/parliament, e.g. briefing documents and presentations, which should include:

- 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,[4] *A new song for coastal fisheries*[5] and the *Small-scale fisheries guidelines.*[6]

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 they 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.

4 Melanesian Spearhead Group (MSG) roadmap for inshore fisheries management and sustainable development 2015–2024.
5 SPC. 2015. A new song for coastal fisheries – Pathways to change: The Noumea strategy. Noumea: SPC.
6 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.

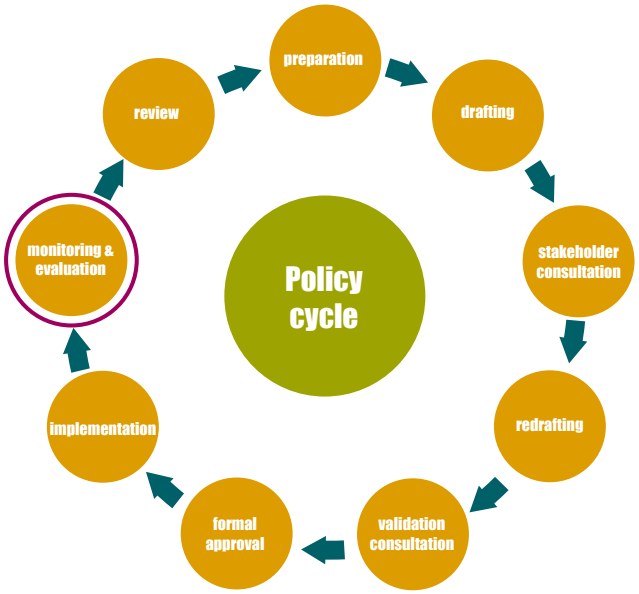
ACTION POINTS FOR LEARNING:

- 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 phase



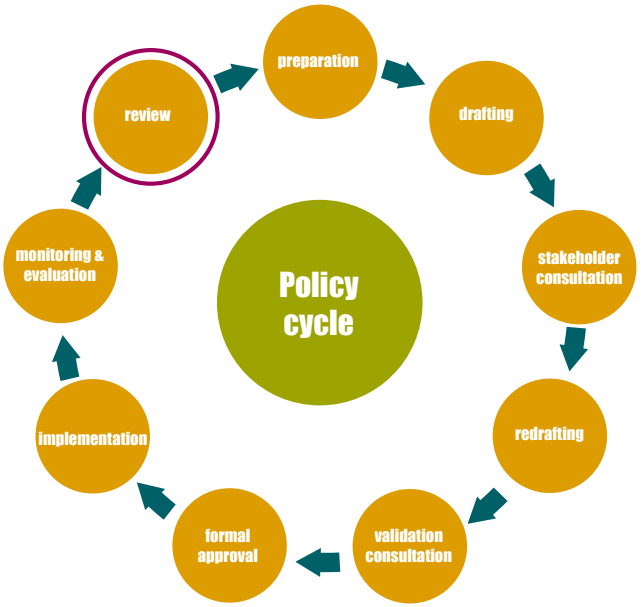
Sharing challenges, successes and best practice for GSI is part of continuous learning for teams that drive human resources development in organisations.

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*[7] and *the Small-scale fisheries guidelines*[8] *(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 SPC. 2015. A new song for coastal fisheries – Pathways to change: The Noumea strategy. Noumea: SPC.

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

Pacific Community
Communauté du Pacifique

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

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MODULE 6

Community engagement

FAME Fisheries, Aquaculture and Marine Ecosystems Division

HRSD Human Rights and Social Development

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

Module 6: Community engagement

Aurélie Delisle, Sangeeta Mangubhai and Danika Kleiber

Pacific Community
Communauté du Pacifique

Noumea, New Caledonia, 2021

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CONTENTS

Key points

- Communities include different people who use, access and rely on coastal fisheries and aquaculture in different ways. Development of coastal fisheries, aquaculture or natural resource management rules can have different effects for women and men, and people of various ages, tribes, clans, religions and abilities.
- Some people have less power and voice, which limits their ability to participate in community decision-making. There are also diversity and power differences within groups – not all women, and not all men, are the same. These differences may create hierarchies and structures within communities, and power imbalances that lead to and reinforce inequality.
- Being *inclusive* means trying to ensure all voices are heard and interests met. External influences and interventions may also create or further widen inequalities if power imbalances are not identified, negotiated and mitigated during community engagement processes.

What is community engagement?

A *community* is a group of people living together in a given physical space, such as a village or group of villages, settlement, town or city. Beyond sharing a physical space, people in communities are often presumed to share common values and beliefs. In the case of marine management and development, people in communities may also be assumed to have equal access to marine resources and rights to their use, and to have common priorities for the management of those resources. In reality, communities are diverse. They contain women, men, people of different ages, tribes, clans, religions and abilities. There is also diversity within groups: not all women are the same, just as not all men are the same. Men and women have different needs, concerns and aspirations. These social differences often come with differences in the ownership, accessibility and use of marine resources, and the power to make decisions about those resources.

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

Engagement[1] is a process and an outcome of making decisions together. This process works to build collaborative relationships. There are different types of participation and inclusion, and some do not actively include everyone in decision-making. Engagement takes specific steps to create inclusion in the decision-making process (e.g. ensuring decisions are made together with the widest possible involvement).

Achieving active, free, effective and meaningful engagement requires:

- supporting people's individual right to participate and be included, while taking into consideration power imbalances between people and, especially, marginalised voices in a community;[2]
- working with excluded or marginalised groups (see the definition of *social exclusion* in Module 1) in the larger community context, and not just working with them in isolation;
- working with men, women and other community members who are well respected, who behave in highly moral and ethical ways, and who may hold influential roles within a community, to help facilitate the inclusion of those who are excluded or marginalised;
- achieving a balance between inclusion and respect for individual versus community rights.[3]

1 See ladder of community participation (Fig. 4, page 7) in Govan H., Aalbersberg W., Tawake A. and Parks J. 2008. Locally Managed Marine Areas: A guide for practitioners. Suva: Locally Managed Marine Area Network.

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

3 The principles of individual versus community or wider society rights are enshrined in the Universal Declaration of Human Rights (1948).

During the engagement process, not everyone has to agree. However, the process should find ways for everyone to work together, and acknowledge and respect other people's views. In other words, the *right to participation* means ensuring everyone has access to the engagement process and creating a platform that upholds this fundamental human right.

> WOMEN'S PARTICIPATION MAY VARY – 'UNCONSCIOUS BIAS'
>
> In many societies, women have less capacity or means to influence and participate in decision-making processes than men, but this is not always the case. A gender and social inclusion (GSI) analysis might identify issues surrounding women's participation in their community or broader society. For instance, *unconscious bias* may make fisheries managers and practitioners see all women as more vulnerable than all men in a community. However, some women — such as those with family ties to village leaders, a pastor's wife in Tuvalu, the eldest daughter in Tonga, or the holder of a *matai* title in Samoa — might hold significantly more power than some men in the same village. Women and men who marry into a community might have less opportunity for decision-making than those born in the community.
>
> *Note: Unconscious bias is described in Module 1. Module 2 describes GSI analysis.*

Why does GSI matter when it comes to community engagement?

The types of approaches we use for community engagement can have a significant impact on the outcomes of an initiative or project, and more importantly on people's lives[4] (Fig. 6.1). A GSI-sensitive lens can guide practitioners and enable them to reflect on their own approaches to leading or facilitating a community engagement process. The concepts in Figure 6.1 can also apply to the social inclusion of other marginalised groups in the community, such as youth, the elderly and people living with disabilities (see Module 1 on how to identify socially excluded groups in a community).

TIP: Use this module as a guide

This module is not about learning how to do community engagement, but about building a GSI lens into community engagement processes, tools and techniques. Use this module as a guide, and implement the tools, strategies and insights in a way that is sensitive to culture and place.

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

Misconception: A GSI approach is about 50:50 representation

In some cases, people assume that a GSI approach to community engagement means insisting on having equal numbers of women and men at meetings. However, even if they are present, women or other marginalised groups may not feel comfortable speaking in front of the men in the village due to cultural protocols. Enforcing attendance quotas (i.e. making numbers equal) may be a culturally insensitive and ineffective engagement approach.

Instead, practitioners who apply good gender practice when engaging with communities understand that it is more about the process of finding unique, culturally sensitive ways to give all groups an equal opportunity to engage, be heard and have their interests and aspirations taken into account. Community engagement processes that include a GSI lens might require (more) time and investment of resources depending on the social and cultural norms at any given place: e.g. consulting with local authorities to explain the importance of diverse participation in meetings to gain their support; mapping those considered more marginalised in the given context/place; choosing a strategic, open and accessible venue; or considering separate meetings with women, youth, etc.

Community engagement approaches that are *gender blind* do not consider gender differences and may unintentionally reinforce or worsen inequalities within a community (Fig. 6.1). For example, a traditional closure (e.g. *tabu, rau'i, sasi*), or establishment of a marine protected area where women glean, can impact food security as the women may need to travel further or work harder to feed their families. An aquaculture project introduced to a community without consideration of gender might create disproportionate time burdens on women, with the result that the costs outweigh the benefits. In community-based management, the risks of being blind to gender or social status may mean that women are excluded from their fishing grounds, or that new rules make life more difficult for migrants (or bar them) from fisheries. As a result, community members might not follow the new rules, conflict may arise and fisheries management may be perceived as not being legitimate or community-based and therefore is not sustained in the long term.

In contrast, community engagement approaches that are *gender aware* consider women's and men's differing gender roles, knowledge, needs and capacity to participate in community decision-making and in planning and implementing new projects or ongoing activities. These approaches take into account the different and sometimes complementary ways that men, women and other groups own, access and use resources, and how they contribute individually and collectively to their community.

Awareness is just one important step. We also need to understand how community engagement processes can impact women, men and other groups differently. Approaches that take advantage of gender inequalities, behaviours or stereotypes to simply achieve ecological, fisheries development or management outcomes are considered *exploitative* as they reinforce or further exploit gender norms and dynamics (Fig. 6.1). For example, a gender-exploitative engagement process might assume that women's interests can be represented by male leaders, male relatives or spouses. Or an external partner might want to accelerate a process (e.g. to establish a marine protected or managed area quickly) and thus might go straight to the community leader to make a decision, without enabling anyone else in the community to provide input.

Gender accommodative approaches work around barriers to women's or men's participation and try to acknowledge and compensate for gender differences, norms, relations and inequalities. While accommodative approaches can be an important first step toward promoting gender equality, they often do not address underlying structures that perpetuate inequalities in a community. For example, holding meetings at times and places that work for both

women and men, or holding separate meetings for them, does not necessarily mean women's opinions will be taken into consideration when the final decisions are being made. Projects that seek to generate income for women may accommodate the norm of women earning less than men, but they do not address the underlying causes of this income gap, such as women's disproportionate responsibility for care duties in their home. In other words, gender-accommodative approaches often do not achieve substantial changes in equity and fair engagement.

A *transformative* approach aims to transform harmful social and gender norms, change power imbalances and eliminate gender-based discrimination. It encourages people to question existing gender and social norms, attitudes, beliefs, structures and power dynamics that impede the achievement of their life goals or the goals of the community. It encourages them to take a more *people-centred* approach that values everyone's contribution and participation. A transformative approach addresses underlying inequalities, and ensures resources and benefits are fairly and equitably distributed. This is the difference between focusing on the symptoms of inequality and tackling the actual root causes. For example, a project could use tools to assist women and men to identify their roles and responsibilities in coastal fisheries or aquaculture activities and then discuss whether these roles could be fairly shared and how.

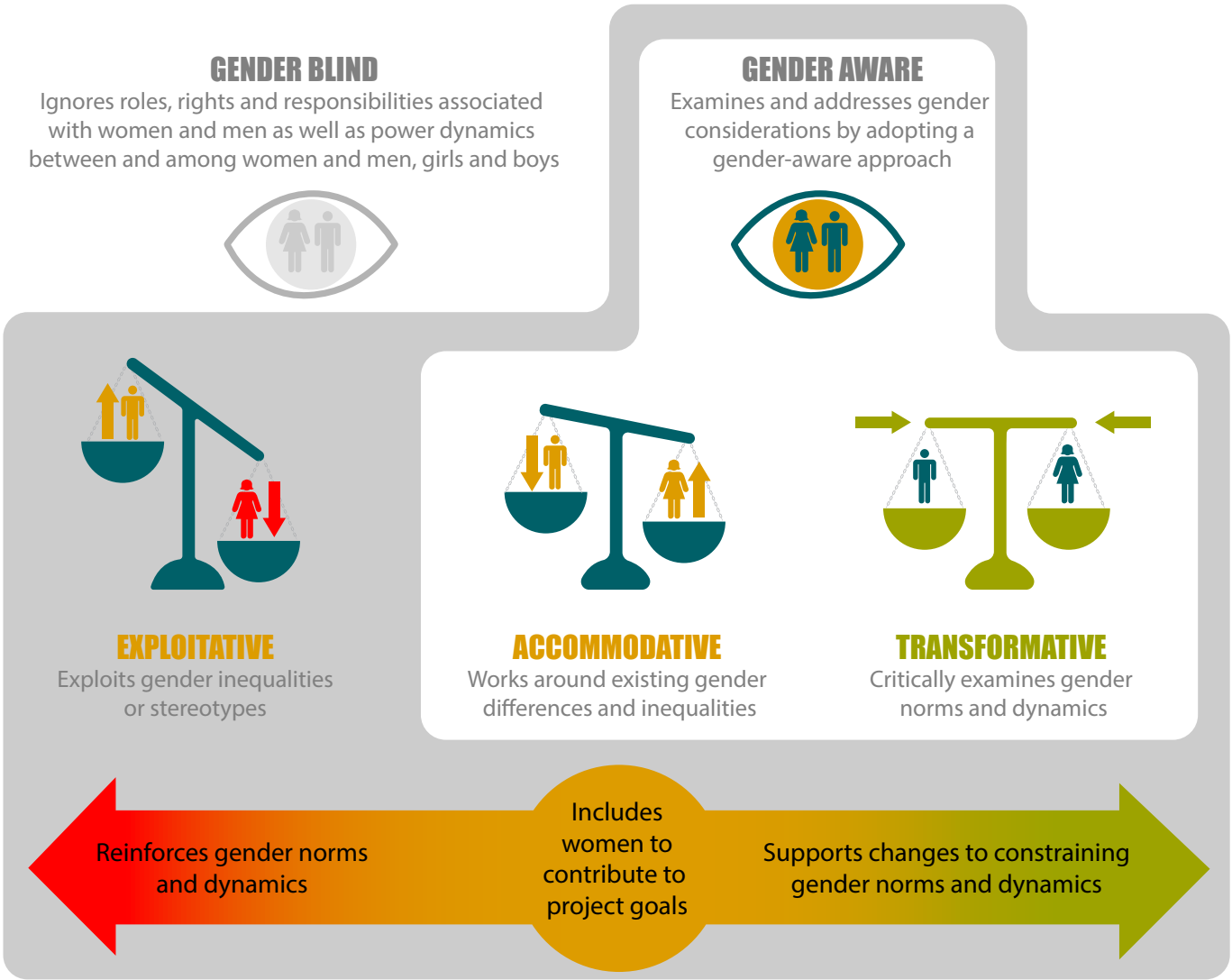

Figure 6.1. Defining gender approaches. (Reproduced with permission from Kleiber et al. (2019a)[5] and adapted from the FISH Gender Strategy.)[6]

5 Kleiber D., Cohen P., Gomese C. and McDougall C. 2019a. Gender-integrated research for development in Pacific coastal fisheries. Penang, Malaysia: CGIAR Research Program on Fish Agri-Food Systems. Program brief: FISH-2019-02.

6 CGIAR Research Program on Fish Agri-Food Systems. 2017. Gender strategy. Penang, Malaysia: CGIAR Research Program on Fish Agri-Food Systems. Strategy: FISH-2017-13.

Case study: Consequences of a gender-blind approach

In Ukiangang, a village on Butaritari Island, Republic of Kiribati, the village leaders were keen to protect their coastal fisheries. Some of the other villages on the island had recently launched community marine protected areas and Ukiangang leaders were eager to use a similar approach to ensure the sustainable use of their coastal resources. They decided to create a marine protected area that was permanently closed to fishing and included a major part of the sand flats and inshore reefs near the village. This meant many women and youth were forced to walk further to access these habitats, and men without boats could no longer access their fishing ground. As a result, many men without boats did not comply with the rules. The Ministry of Fisheries and Marine Resources Development worked with the leaders of the village to widen the participation of other community members in the decision-making. Following meetings with various groups in Ukiangang, the boundaries of the community marine protected areas were revised.

Case study: Gender-transformative approach in aquaculture

Organisation 'Z' wanted to apply a gender-transformative approach to the design and management of homestead ponds. Aquaculture ponds are often owned and managed by men but are operated as a family business with wives or other female relatives involved.

To ensure that all parties were visible, the organisation used a questionnaire to identify 'who is behind the fish farm?', and to document roles, responsibilities and time investments.

To increase women's engagement, the aquaculture project team worked with married couples involved in fish farming. During workshops, men and women were encouraged to draw a diagram of their aquaculture farming systems and their roles. Couples discussed together the significant roles both parties needed to play to ensure the success of their pond and all the other activities they performed around the household. They were then encouraged to discuss ways they could better work together and help one another for the benefit of their aquaculture business, including sharing household duties. Couples also discussed how they used and saved their money.

The discussions were shared, which allowed workshop attendees to hear the diverse ways that each couple planned to divide their workload, and helped promote the idea of couples working as a team in their aquaculture initiative, including making decisions together. Women's participation and self-confidence increased in later workshops. Men accepted the participation of women as they recognised the roles they played in the livelihood activity.

Building GSI into community engagement

Goal of inclusive community engagement

GSI must be included in community engagement processes if they are to be effective. The goal of inclusive community engagement is to consider everyone who could be impacted by a coastal fisheries management or development or aquaculture activity.[7] Practitioners must work to overcome identified barriers that stop certain groups accessing and sustainably using marine resources or contributing to the decision-making process.

GSI community engagement is empathetic and collaborative in its intent. It recognises the characteristics, context, and barriers to participation and inclusion of different groups within a community. It creates an enabling space that builds confidence, where individuals can act independently and also feel free to act collectively. Simultaneously, this inclusive community engagement process can influence the attitudes, norms, institutions and policies that drive inequality in the first place, leading to long-term structural change and reversing the excluded status of some groups.

7 Schwarz A., James R., Teioli H. and Cohen P. 2014. Engaging men and women in community-based resource management processes in Solomon Islands. Case Study: AAS-2014-33. Penang, Malaysia: CGIAR Research Program on Aquatic Agricultural Systems. 7 pp.

Resource management planning © WCS

Inclusive community engagement: a process

Community engagement through a GSI lens is often a dynamic process that follows different strategies during the planning, implementation, monitoring and evaluation of a coastal fisheries or aquaculture activity. We can think of the community engagement process as a cycle (Fig. 6.2). This allows a team of community facilitators to build GSI considerations into the community engagement process before, during and after community meetings (Fig. 6.3).

Figure 6.2. GSI community engagement cycle. (Adapted from Kleiber et al. 2019b.)[8]

8 Kleiber et al. 2019b. Gender-inclusive facilitation for community-based marine resource management. An addendum to "Community-based marine resource management in Solomon Islands: A facilitators guide" and other guides for CBRM. Penang, Malaysia: CGIAR Research Program on Fish Agri-Food Systems. Program Brief: FISH-2019-08.

Step 1. Before entering a community

This step is to aid practitioners or facilitators in planning inclusive community engagement with a clear GSI focus to identify, reduce and mitigate potential barriers to participation. Consider the background and composition of team members and their skills in community engagement and, where necessary, address GSI training needs. It is also important to ensure that community leaders understand what the community engagement process with a GSI lens will look like. (There is a checklist of questions at the end of this module.)

Composition: Practitioners should consider the ratio of men to women on the staff of their institution and who has primary responsibilities that involve community engagement. At the national level, increasing the number of men and women staff working together to undertake community engagement processes with a GSI lens should be given priority.

Capacity: There is limited knowledge and capacity for integrating GSI in the fisheries and aquaculture sectors — many staff have not received any training, and many fisheries institutions do not invest in gender specialists or gender focal points. At the national level, priority should be given to increasing the capacity for GSI in these sectors, including training practitioners on integrating GSI in existing community engagement processes. Facilitation and participatory rural appraisal techniques should be priorities for staff working directly with communities.

Partnership: After assessing the existing capacity of staff for GSI, fisheries managers and practitioners are encouraged to form partnerships with other government agencies or civil society organisations with expertise in GSI. Training and capacity can be developed in partnership with government ministries or agencies for women, development organisations such as SPC and UN Women, or NGO partners and academic institutions with gender expertise.

GSI data: There is little sex-disaggregated data on coastal fisheries and aquaculture activities available to inform management and enable measurement of impacts. Without this information, development and management activities may be *gender blind* and may not achieve their intended outcomes. Design tools to ensure that data collection, analysis and reporting take gender into consideration and data is disaggregated.

Mapping community groups: Community structure, groups, committees, households and individuals who are active in coastal fisheries and aquaculture activities should be identified and mapped, paying special attention to those who have less opportunity to participate, such as youth, the elderly and people living with disabilities (see Module 1 for tips on identifying marginalised groups).

Community awareness: The plans and goals of development or management activities for coastal fisheries and aquaculture should be widely shared through appropriate communication channels (e.g. radio, village meetings, theatre, social media, etc.) and made available at appropriate times to different members of the community (e.g. men, women, youth, the elderly and people living with disabilities). For instance, radio programmes could be broadcast during evening hours when women are more likely to be listening.

Step 2. While in a community

Practitioners should aim to interact with all groups within a community. Decide which strategies and tools to apply according to the goals and objectives for the desired level of participation they want to achieve (Fig. 6.3). It is important to adhere to social and cultural protocols while working with and within communities. It is also critical to ensure compliance with measures to protect children with whom any person involved in the activity might come in contact (e.g. no inappropriate touching, hitting, sleeping arrangements, or being alone with a child without a parent or relative). These measures should include the laws and policies of the country concerned,[9] and social safeguards or codes of conduct developed by the organisation(s) involved to protect children. At the community level, some organisations have developed their own codes of conduct for their staff, or have written agreements with local communities to define the nature of the partnership. Furthermore, practitioners involved in the community engagement process should set and agree on a protocol to assist their staff in case they witness gender-based violence.[10]

Consent for participation: Processes for obtaining free, prior and informed consent must be followed correctly.[11]

> ### WHAT IS FREE, PRIOR AND INFORMED CONSENT?
>
> Free, prior and informed consent (FPIC) is a specific right that relates to work with communities, especially Indigenous Peoples all over the world. *'Consent should be sought before any project, plan or action takes place (prior), it should be independently decided upon (free) and based on accurate, timely and sufficient information provided in a culturally appropriate way (informed) for it to be considered a valid result or outcome of a collective decision-making process.'* FPIC allows communities to give [or withhold] consent to a project that may affect them, their land or sea. They have the right to withdraw their consent at any stage without penalty or repercussions. And, just as importantly, FPIC enables communities to negotiate the conditions under which a project will be designed, implemented, monitored and evaluated.

Grievance mechanism: Complaint mechanisms should be put in place, agreed on, and widely communicated, e.g. through a Memorandum of Understanding between all partners and inclusive of communities, ministries, NGOs and education providers. The raising of a grievance must not preclude communities from continuing to enjoy the benefits generated by a coastal fisheries or aquaculture development or management activity.

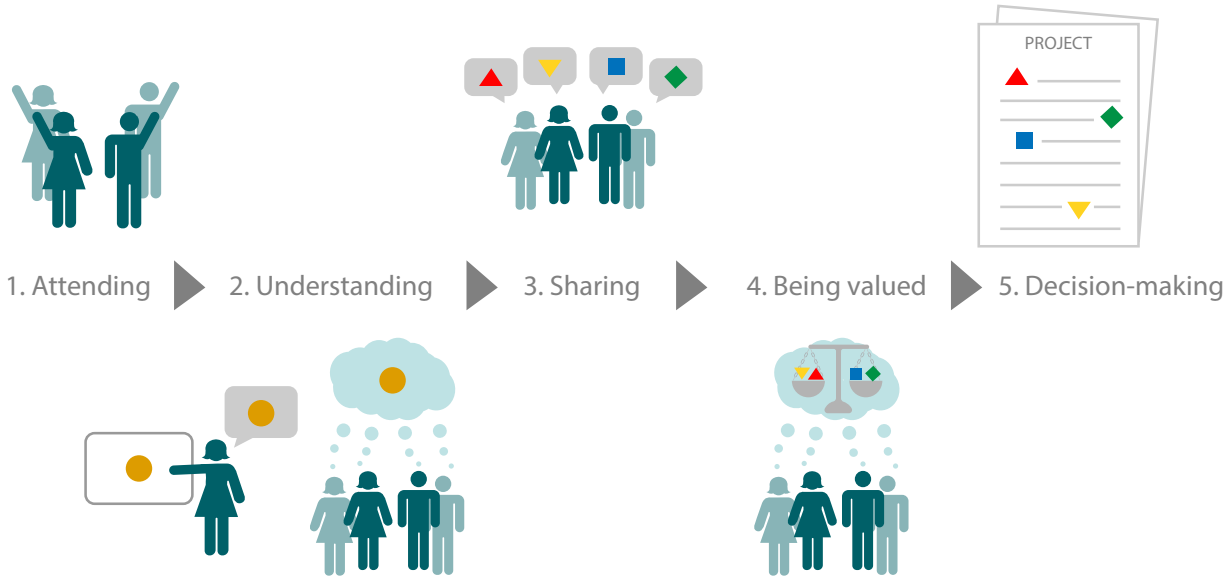

Figure 6.3. Process steps contributing to inclusion. (Reproduced with permission from Kleiber et al. 2019b.)[12]

9 Pacific Island countries are parties to the Convention on the Rights of the Child, and therefore most governments have a ministry dedicated to work on children's issues. Staff undertaking community engagement might not have the expertise to deal with child protection issues. Therefore, practitioners are encouraged to liaise with specific ministries within their countries to understand all the laws and policies in place to protect children.

10 Staff undertaking community engagement might not have the expertise to deal with gender-based violence or may feel it is not their role to interfere. Clear protocols should be put in place by national agencies and other stakeholders to ensure staff are protected and know who to get assistance from (e.g. refer to the appropriate agency in-country).

11 FAO. 2016. Free prior and informed consent: An indigenous peoples' right and a good practice for local communities. Rome: FAO. 52 pp.

12 Kleiber et al. 2019b. Gender-inclusive facilitation for community-based marine resource management. An addendum to "Community-based marine resource management in Solomon Islands: A facilitators guide" and other guides for CBRM. Penang, Malaysia: CGIAR Research Program on Fish Agri-Food Systems. Program Brief: FISH-2019-08.

Attendance: Both formal and informal meetings, where information is shared and/or decisions are made, should include a diversity of members from the community (women, men, elders, youth, people with disabilities). Consider the location, timing and duration of community consultations to ensure they suit all participants. The meeting should take place in a safe venue that all members of the community can easily access. The timing of the meeting should consider when different groups might be available (i.e. outside of times for meal preparation, or subsistence, cultural or faith-based activities). Also think about the length of the meeting — some people might not be available for long periods of time. Multiple workshops (with or without joint reflection) may be needed to reach everyone in the community.

Understanding: Community members are likely to have different levels of ability to access and understand information provided by outside groups. Consider language barriers, level of education including literacy, choice of practitioners (men or women), avoidance of overly academic or scientific language, and means of delivery (e.g. use of appropriate awareness materials or information tools). Different modes of delivery may be required to reach everyone in the community. Also consider the time allocated to different groups to ensure everyone understands the issues. Additional consultations might be necessary to build the knowledge, capacity and confidence of specific groups in the community to enable them to participate meaningfully.

Sharing: There may be significant constraints on the ability of different members of a community to share their own experiences, ideas, opinions and priorities. Consider removing barriers to sharing, such as low confidence or existing conflicts. For example, smaller discussion groups may be needed (e.g. women only, youth only) to allow people to speak in a comfortable and safe space. It is critical to ensure that any approaches used do not result in gender-based violence. Forcing women to speak openly in front of their husbands could result in violence later in the home. Similarly, forcing a young person to express strong views contrary to those of their elders or chief could lead to exclusion or banishment from their community. Following these separate meetings, consider appropriate mechanisms for joint reflection, such as using a spokesperson for each group.

Being valued: The experiences, ideas, opinions and priorities expressed by different members of a community should be available to, and understood by, other members of the community and be given equal value. At the beginning of a meeting, establish the rules (with community agreement if possible) for participation, reflection, deliberation and conflict resolution. Be transparent in documenting and reporting various people's perspectives and also be transparent in reporting towards identifying how different views/opinions may have been treated differently. If necessary, this information can be used to revise existing strategies to ensure that all voices have been heard.

Case study: Equalising power dynamics in community meetings – seating arrangements

In many meeting places, women sit at the back. In Fiji, practitioners often change position and hold the meeting from the back. This means that less vocal groups are closer to the practitioner and may be more confident about asking questions or discussing the topic. Or a practitioner can move to the middle of the meeting so that half the participants (whatever the community group) are on the right while the other half are on the left. Importantly, practitioners must be sensitive to which groups are closest to them, and which are furthest away, and how that might affect participation. Three examples of potential seating arrangements are shown in the image below.

Potential seating arrangements to consider

Mixed group, no defined seating arrangement

Mixed group with defined seating arrangement, with women and other marginalised groups closer to the facilitator

Groups divided into two according to gender, with male and female facilitators

Decision-making: The experiences, ideas, opinions, and priorities of different members of a community can be reflected in initiatives, projects and practice. The opinions and ideas of the diverse members of a community should be given appropriate time for discussion by all and should be reflected in a collective agreement for the project's implementation. Allow time and resources to work with community members who are well respected and who may hold influential roles within their communities to support/facilitate the inclusion of those who are excluded. Practitioners can also work with local governance structures to identify possible avenues for ensuring an equitable engagement process.

TIP: Selecting community champions

Selection of community 'faces' or champions does not necessarily mean focusing on those who have traditional titles, key positions in institutional structures, economic influence or the 'loudest voice'. These members may not be best suited to championing the community engagement process. Pacific communities are often small and tightly knit, 'where everyone knows everyone'. Talk to your local counterparts who are better positioned to identify key influential personalities based on criteria that are more likely to win people's trust, reinforce inclusivity and mobilise people for action. Qualities that build trust include ethical or moral characteristics, for example, people who are known for engagement in, and sacrifice for, community interests; speaking up for marginalised groups; a strong caring and sharing history; religious or spiritual values that are genuine and well respected; or for 'walking the talk'.

Step 3: Post-community meeting – critical reflection and adaptation

Throughout the project cycle and following the use of the chosen GSI facilitation strategies, practitioners should critically reflect on the effectiveness of their engagement in addressing GSI, including evaluating impacts on other community members (Fig. 6.3). As part of this reflection, practitioners can use field trip diaries to capture their experiences and thoughts on the community engagement process. Allocate time to share reflections among practitioners of both genders, and take steps to revise strategies if needed. Consider the best methods of providing the results of a project or initiative to everybody. Lessons learned should also be widely shared with other projects focused on developing or managing coastal fisheries or aquaculture activities.

Adapt: The goals and activities of a coastal fisheries or aquaculture activity should be collectively revised and understood by different members of a community as project implementation progresses.

Compile and share lessons: Identified barriers to participation, the results of reflection, and lessons learned from the strategies and techniques tested to create a community engagement process with a GSI lens, should be compiled and widely shared among practitioners and considered for training purposes.

Take action: Lessons learned about social inclusion during the engagement process should be acted on in the activities that follow.

Strategies and approaches to community engagement

There are four basic strategies (or approaches) that can be applied to community engagement to *reach* all community members, to *benefit* them all, to *empower* them all and to *transform* their lives in a positive way (Fig. 6.4). These strategies provide a useful framework for those working on development or management of a coastal fisheries or aquaculture activity and enable them to rigorously assess how well they are doing. The strategies can be applied to specific community groups (e.g. youth) that may not have equal opportunities to engage in the development or management of a coastal fisheries or aquaculture activity.

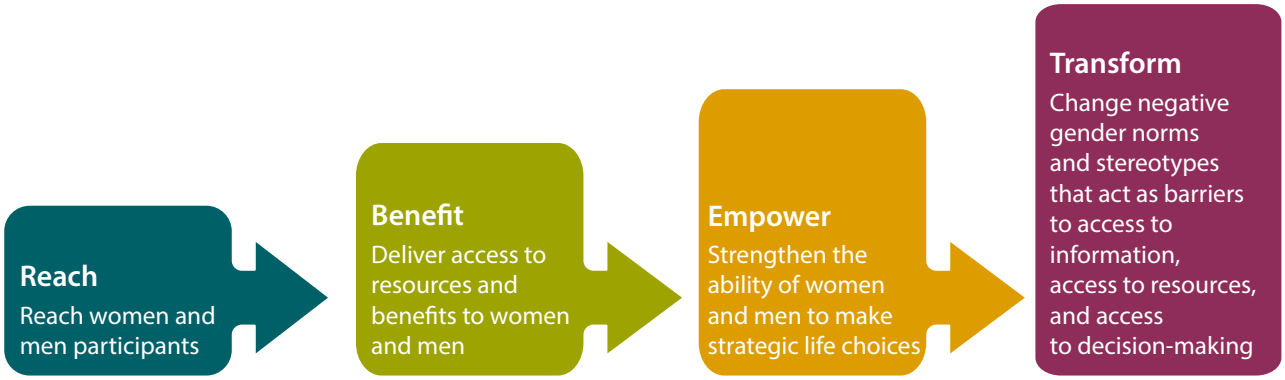

Figure 6.4. Strategies used in community engagement. Source: Kleiber et al. (2019), adapted from the CGIAR Research Program on Fish Agri-Food Systems (2017), Johnson et al. (2017); Theis and Meinzen-Dick (2016).

Generally, most approaches used in the coastal fisheries and aquaculture sector are skewed towards reaching women, youth or other groups, but few of the members of these groups truly benefit, become empowered or experience some positive transformation in their lives. This is why it is important to track participation beyond simple attendance, and to understand (i) how household and community relations and dynamics might prevent women, youth or other members from taking advantage of new opportunities; and (ii) how benefits may be accessible by only a small subset of the community. Coastal fisheries or aquaculture activities that benefit women (e.g. by improving incomes or nutrition, etc.) might not necessarily empower them (e.g. to have a voice in how income is used in the household). It is equally important to understand that projects designed for, and focused exclusively on women, without considering appropriate roles for men, may fail because they lack support from men or induce interference.[13]

13 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).

Table 6.1 provides examples of approaches that can be used under each strategy, and indicators to measure the impacts (both positive and negative). Measuring reach is relatively simple and inexpensive, but measuring benefits, empowerment and transformation is more challenging and costly. However, examples are provided.

Table 6.1. Approaches to reach, benefit and empower men and women, and transform gender norms in communities. Adapted from Johnson et al. (2018) and Kleiber et al. (2019b).

Strategies	Examples of approaches	Indicators
Reach aims to engage and include all members of the community in participation in activities or projects. It includes considering attendance at meetings, workshops and training, as well as holding these gatherings at times when both men and women are available.	• Increase the number of women at workshops • Use a quota system for training (e.g. at least 30% of participants are women or youth) • Hold separate workshops for men and women to share awareness materials • Schedule workshops for times when women can participate • Use both male and female facilitators	• Number of women or youth participating in a workshop or project • Percentage of women or youth on a committee or in a group • Number, or percentage, of women or youth trained
Benefit aims to provide specific benefits to all members of the community (e.g. access to resources) to increase their well-being, such as improved food security or income generation. The benefits must include those that women themselves value, recognising there may be differences between genders.	• Ensure both men and women receive training (e.g. in aquaculture techniques or value-adding) • Ensure both men's and women's needs and preferences (which may be different) are included • Ensure women and youth have equal access to funds, loans, and grant mechanisms	• Sex-disaggregated data for monitoring outcome indicators (e.g. income, yields, nutrition, health, access to funding, etc.) • Proportion of women, youth and other marginalised groups benefiting, based on outcome indicators
Empower aims to increase or strengthen the ability of all members of the community to make strategic life choices for themselves (e.g. on use of income) and to put those choices into action.	• Create mechanisms for shared decision-making where the perspectives of women and youth have equal value in shaping outcomes • Address the disempowerment of women (e.g. gender-based violence, time burdens)	• Women's ability to make decisions (e.g. on use of their income) • Women's participation in joint decision-making • Reduction of issues that disempower women • Women's and youth's perceptions of empowerment • Number of instances of backlash due to empowerment
Transform aims to change harmful social and gender norms and eliminate gender-based discrimination; increase the participation of women and other marginalised community members in decision-making; increase self-determination; and support economic empowerment of women in all their diversity.	• Create processes that address underlying inequalities or harmful gender norms and relations • Develop processes that specifically aim to change the harmful behaviour of men towards women, or of older women towards younger women, etc.	• Reduction in the gender asset gap • Community members' perception of attitudinal change in regard to harmful behaviour • Men's and women's respect for each other's views • Men's and women's changing attitudes to gender norms

Culture and traditions in inclusive community engagement

Human rights values and principles vary across the Pacific Islands region and have changed over time. A community engagement process with a GSI lens can look at culture and traditions and identify types of practices that give rise to both opportunities and challenges (Fig. 6.5).

Challenges: Gender roles, social status and social hierarchies are often deeply ingrained in cultural traditions across the Pacific Islands region. Questioning power and identifying what differentiates men and women across all ages and social status groups may be uncomfortable for practitioners. Cultural barriers might come not just from men, but also from other groups in a community. Principles of equality may be viewed as being 'foreign', 'westernised' or 'urban' concepts that are in conflict with traditional cultures and values. Some opportunities might also become challenges. In some instances, a process is seen as fair when someone takes a decision on behalf of the household or the community. However, in those instances, the concept of fairness is far from being equal or inclusive.

Opportunities: Pacific cultures value fairness, working together as a community for the collective good, protection of the most vulnerable, helping and serving others, participation, dialogue and consensus building.[14] These values are opportunities that should be promoted through the community engagement process and used as a foundation for greater GSI.

Solutions: Gender equity can be improved while maintaining 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 the 'norm' in many countries.

Social change is never an easy process, especially as some people may fear losing their privilege 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. For example, a change in practice may be necessary to allow the full potential of women and men to be utilised for the overall good of the community, because harmful practices suppress an individual's ability to strive to do his or her best for the benefit of the common good. In fact, fair and equal treatment of an individual is the basis for a healthy community, and a healthy community is the backbone of Pacific communal lifestyles.

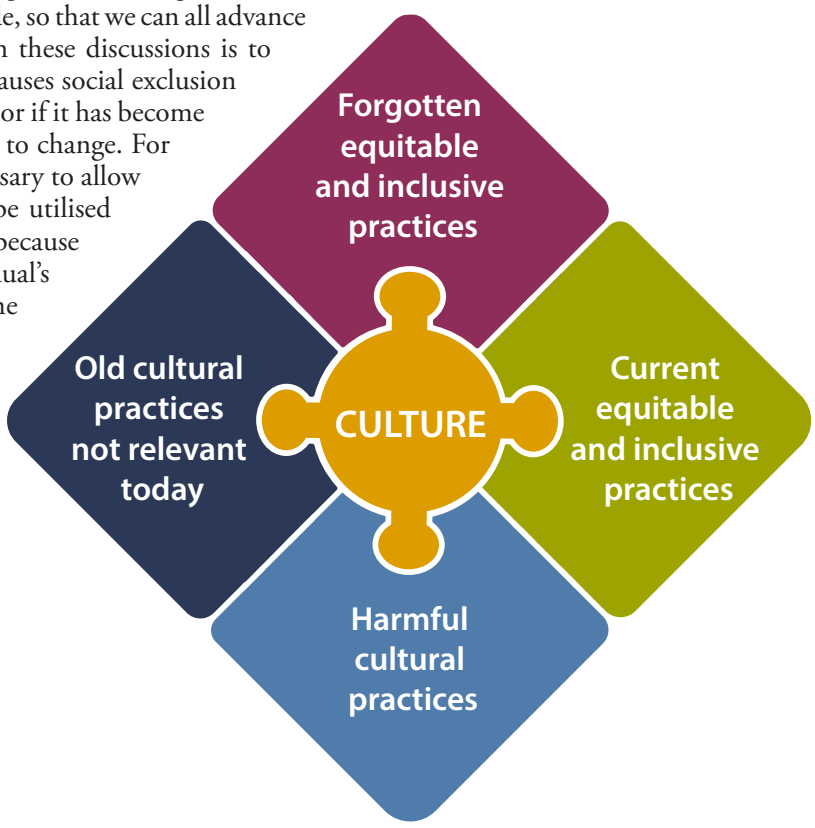

Figure 6.5. Gender and socially inclusive practices within cultures. The three case studies below show examples of some of these practices.

14 Tukuitonga C. 2015. Opinion: Advancing human rights in the Pacific. https://www.spc.int/updates/news/media-release/2015/12/opinion-advancing-human-rights-in-the-pacific

Case study: Old cultural practices that have lost their relevance – women's place in Tuvalu's Falekaupule

Women were traditionally excluded from actively engaging in the Falekaupule, the local decision-making body. Instead, they were only allowed to sit at the back and observe. This exclusion was to protect them from the physical and verbal violence that used to occur during heated political debates. The discriminatory rule was also embedded in the law, which even hindered women's formal participation in the local decision-making structure. Tuvaluan political debates at local level are no longer associated with such physical or verbal violence. Furthermore, the law was amended in 2012 to allow women's voices in the Falekaupule. However, they are still largely excluded due to the long-standing practice. This is an example of an old cultural practice that is no longer relevant but is nonetheless still in use. More pro-active approaches to changing outdated cultural practices and norms will ensure women's voices are heard in community engagement processes.

Case study: Equitable and inclusive practices that have been forgotten

In some parts of Fiji, a woman was given a special portion of land within the community she was born in. This practice called *covicovi ni draudau* ensured she always had access to land and resources, and she maintained her cultural and spiritual connection to her ancestral home. The land provided a reserve for her food security. In the past, this practice also gave her children access to resources within their mother's land and community. When the woman died, that same land was returned to its original ownership.

Case study: Harmful cultural practices – the 'culture of silence'[15]

The 'culture of silence', which has unwritten rules of only speaking when spoken to or if asked, and not going against decisions made by elders and community leaders, is common in many Pacific Island cultures and continues to limit the full participation of women and young people in decision-making processes, including those relating to fisheries and aquaculture. There are ways of enabling different members of a community to share and participate in discussions, while maintaining respect for each other and their culture.

15 Vunisea A. 2008. The 'culture of silence' and fisheries management. SPC Women in Fisheries Information Bulletin #18, March 2008. Noumea: SPC. 42-43.

Harvesting of community tabu area © Stacy Jupiter (WCS)

Monitoring inclusive community engagement

Inclusive community engagement should be monitored and evaluated throughout the community entry process and adapted to ensure (i) equitable participation for all community group members; and (ii) minimisation of unintended or harmful consequences. Table 6.1 provides a list of possible indicators for measuring the results of the type of community engagement approach selected by practitioners. Module 3 provides more detailed and practical guidance on monitoring, evaluation and learning (MEL).

It may also be useful to think of monitoring inclusive community engagement at the following levels:

Institutions: The institutions (existing or created) through which the coastal fisheries or aquaculture activity is implemented should include different members of the community, with careful consideration of those identified as marginalised. The institutions should also be evaluated in terms of their provision of a space in which all opinions and ideas are valued, respected, supported and treated equally by all.

Evidence-based: The community engagement process with a GSI lens should provide evidence showing consideration of the needs and concerns of different community members, particularly youth, the elderly, people living with disabilities or other groups that are more likely to be left out.

Visioning: Throughout the community engagement process with a GSI lens there should be evidence showing that the goals, strategies and outcomes of the project are shared with all community members during the development and management of a coastal fisheries or aquaculture activity.

Prioritising: The community engagement process with a GSI lens should include priorities that adequately address the needs of all community members, as well as strong indicators of equitable participation that are SMART (i.e. specific, measurable, attainable, relevant, time-bound).

Validating: An effective community engagement process with a GSI lens should be reflected on and adapted during the development and management of a coastal fisheries or aquaculture activity and validated by all those who take part in the activity.

Accountability: The community engagement process should be accountable to the different members in a community, e.g. women, men, elders, youths, people living with disabilities. It should include strong MEL mechanisms to enable timely revisiting of the development and management of a coastal fisheries or aquaculture activity to incorporate experiences, ideas, opinions and priorities that have been left out or learned, and to allow for an adaptive management process (see also Module 3).

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

- SSF 6 – Social development, employment and decent work
- SSF 8 – Gender equality
- SSF 11 – Information, research and communication
- *A new song* Outcome 1 – Informed, empowered communities with clearly defined user rights
- *A new song* Outcome 2 – Adequate and relevant information to inform management and policy
- *A new song* Outcome 7 – More equitable access to benefits and decision-making within communities, including women, youth and marginalised groups

Tools, guides and resources

CGIAR Research Program on Fish Agri-Food Systems. 2017. CGIAR Research Program on Fish Agri-Food Systems (FISH): Gender Strategy 2017. Penang, Malaysia: WorldFish.

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

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Govan H., Aalbersberg W., Tawake A. and Parks J.E. 2008. Locally Managed Marine Areas: A guide to supporting community-based adaptive management. Suva: Locally Managed Marine Area Network.

Johnson N., Balagamwala M., Pinkstaff C., Theis S., Meinzen-Dick R. and Quisumbing A. 2018. How do agricultural development projects empower women? Linking strategies with expected outcomes. Journal of Gender, Agriculture and Food Security, 3(2): 1-19.

Kleiber D., Cohen P., Gomese C. and McDougall C. 2019a. Gender-integrated research for development in Pacific coastal fisheries. Penang, Malaysia: CGIAR Research Program on Fish Agri-Food Systems. Program Brief: FISH-2019-02.

Kleiber et al. 2019b. Gender-inclusive facilitation for community-based marine resource management. An addendum to "Community-based marine resource management in Solomon Islands: A facilitators guide" and other guides for CBRM. Penang, Malaysia: CGIAR Research Program on Fish Agri-Food Systems. Program Brief: FISH-2019-08. https://digitalarchive.worldfishcenter.org/bitstream/handle/20.500.12348/3747/FISH-2019-08.pdf

Theis S. and Meinzen-Dick R. 2016. Reach, benefit or empower: Clarifying gender strategies of development projects. Accessed 21 March 2017. https://www.ifpri.org/blog/reach-benefit-or-empower-clarifying-gender-strategies-development-projects

Checklist for GSI community engagement process

Step 1: Before entering the community – plan

- ☐ Considering the gender composition of the team
- ☐ Considering the knowledge and skills of team members in GSI community engagement
- ☐ Finding out there are current barriers to inclusive engagement in the community of interest
- ☐ Identifying all community groups, i.e. men, women, youth, people living with disabilities, etc.
- ☐ Knowing about cultural protocol
- ☐ Setting up appropriate community awareness campaigns to inform all community groups
- ☐ Designing GSI data collection methods
- ☐ Making an active effort to reach out to different community groups and their leaders
- ☐ Identifying stakeholder groups that can support inclusive community engagement
- ☐ Considering timing and duration of meetings
- ☐ Formulating a protocol to deal with cases of gender-based violence

Step 2: While in a community – select the appropriate strategies and tools to use to ensure inclusive engagement

- ☐ Obtaining free, prior and informed consent
- ☐ Setting agreed-on grievance mechanisms
- ☐ Respecting child protection rules
- ☐ Following cultural protocol
- ☐ Talking with community leaders about the GSI community engagement principle and building the legitimacy of the process
- ☐ Providing additional resources or skills to marginalised groups to ensure equitable participation during each project step
- ☐ Selecting appropriate modes of delivery and awareness materials
- ☐ Making sure that the meeting catering does not limit women's participation
- ☐ Setting meeting times that are convenient for men, women, youth, people living with disabilities, etc.
- ☐ Making the meeting space safe for men, women, youth, people living with disabilities, etc.
- ☐ Talking to the chief and women's group leader before the meeting
- ☐ Having clear meeting rules to ensure respect for all community members
- ☐ Making active efforts to hear the voices of less vocal groups (i.e. prompting particular groups to speak – 'Do the young men at the back have anything to say?')
- ☐ Having someone count how often men, women, youth, people living with disabilities, etc. speak in the meeting
- ☐ Allowing women to bring children under their care into a meeting
- ☐ Having separate meetings (i.e. single sex, age-based, etc.) followed by joint reflection
- ☐ Having separate meetings (i.e. single sex, age-based, etc.) without joint reflection
- ☐ Allowing appropriate time for discussion of all ideas from all community groups
- ☐ Having both male and female facilitators/data collectors in the team (and assuming appropriate roles according to who is in the community meeting)
- ☐ Using theatre and storytelling to engage voices from all community groups
- ☐ Staying in the community and allowing for time and space for informal conversations
- ☐ Providing clarity on how results will be returned

Step 3: Post-meeting – allow for all team members to critically reflect on the engagement process and re-evaluate if necessary

- ☐ Sharing notes from both male and female facilitators on the community engagement process
- ☐ Talking among both male and female facilitators on the equitability of the process
- ☐ Evaluating unintended or negative consequences arising from the community engagement process
- ☐ Highlighting any previously unidentified barriers to participation
- ☐ Adjusting strategies and tools to the community engagement process
- ☐ Reporting to different community groups on results
- ☐ Compiling lessons learned
- ☐ Sharing lessons learned
- ☐ Taking actions based on lessons learned
- ☐ Returning results to the communities

Pacific Community
Communauté du Pacifique

Pacific handbook for gender equity and social inclusion

in coastal fisheries and aquaculture

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MODULE 7

Coastal fisheries management

FAME
Fisheries, Aquaculture and Marine Ecosystems Division

HRSD
Human Rights and Social Development

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

Module 7: Coastal fisheries management

Anne-Maree Schwarz, Natalie Makhoul, Watisoni Lalavanua and Philippa Cohen

Pacific Community
Communauté du Pacifique

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CONTENTS

Key points

- Multi-species coastal fisheries in the Pacific Islands region are managed by different levels of governance (from international to local), often with collaboration across these levels through co-management arrangements. There are gender and social inclusion (GSI) considerations within each level, in the interaction between levels, and throughout the pre-harvest, harvest and post-harvest parts of coastal fisheries.
- Coastal fisheries management that considers and addresses context-specific gender roles and social dynamics, and whether a group is included in or excluded from decision-making, resources and benefits, will result in better fisheries and improved social and development outcomes.
- In the Pacific, women, men and other groups access and use coastal and marine spaces and resources differently, and at different times and for different purposes. Mapping and understanding use patterns and the marine environments where various resources are found can give a more holistic and equal representation of knowledge for consideration in management strategies.
- When teams of data collectors, compliance officers and extension providers include both men and women, they are better equipped to capture diversity, resolve conflict situations and communicate effectively with different members of the public.

Scope of coastal fisheries management module

Pacific Island coastal fisheries are made up of a diverse range of finfish, invertebrates and algae that are caught or harvested using different types of gear and equipment. It is common for fishing patterns to vary in response to seasonality, catchability, opportunity and need.

Globally, small-scale coastal fisheries are known to be undervalued in economic estimates[1] and marginalised from governance processes. Yet there is increasing recognition of the important role of these fisheries in providing employment, a social security safety net, and affordable and nutritious food.[2,3] These values are extremely high in Pacific Island settings where small-scale coastal fisheries are of fundamental importance to much of the region's nutrition, welfare, culture, employment, recreation and way of life. The continuation of current lifestyles, opportunities for future development and food security are all highly dependent on sustainable, resilient and inclusive coastal fisheries.

In the Pacific Islands region, coastal fisheries management is influenced by international and regional instruments, national and subnational policies and legislation, and community-level[4] institutions and measures. Fisheries focused on high-value products, such as sea cucumber, trochus and live reef food fish, are frequently managed by international and national arrangements (e.g. licences, permits, export tariffs, quotas, or seasonal or temporary bans on harvest or export) that are administered by government departments. In contrast, multi-species coastal fisheries, which are used in many different ways, lend themselves more to collaborative or co-management arrangements, with community-based approaches playing a central role.

1 Gillett R. D. 2016. Fisheries in the economies of Pacific Island countries and territories. Noumea, New Caledonia: Pacific Community. 664 pp.

2 Food and Agriculture Organization of the United Nations. 2015. Voluntary guidelines for securing sustainable small-scale fisheries in the context of food security and poverty eradication. Rome: FAO. 18 pp.

3 SPC. 2015. A new song for coastal fisheries – pathways to change: The Noumea Strategy. Noumea, New Caledonia: SPC. 15 pp.

4 See Definition of key terms, and also Module 6, Community engagement.

Box 1: Arrangements for community-based approaches to fisheries management

There are a number of terms used in the Pacific Islands region to describe community-based approaches to fisheries management.[5] This module uses the term community-based ecosystem approach to fisheries management (CEAFM),[6] which recognises that marine species – which are the primary target for management – depend on healthy marine ecosystems. Some fishing and harvesting techniques catch unwanted species, cause physical damage to habitats, disrupt food chains and result in declines in biodiversity. Other human activities unrelated to fishing, such as agriculture, forestry and development in the coastal zone, can impact on management efforts. Addressing human impacts on ecosystems is not a new concept for communities involved in managing coastal fisheries and actions are often taken to protect key ecosystems such as coral reefs and mangrove and seagrass areas.

Arrangements for CEAFM can take many forms along a spectrum, with different degrees of interaction between the broader community, resource owners, resource users, and other institutions (e.g. national or provincial agencies) with responsibility for fisheries governance. In the Pacific Islands region, many communities have developed their own coastal fisheries management regimes, while others work together with government authorities and other agencies.[7] National fisheries agencies complement community-level actions through a suite of other management tools including policies, national fisheries management plans, licensing, data collection, monitoring and surveillance.

This module focuses on the community-level fisheries management end of the spectrum (Fig.7.1) and highlights the areas and ways in which interaction with another agency or external facilitator can support GSI (Fig.7.2). Regardless of where on the spectrum the coastal fisheries management arrangement lies, CEAFM that considers and addresses context-specific gender roles and social dynamics, which determine whether a group is included in or excluded from resource access, management decisions and fisheries benefits, will result in better fisheries and improved social and development outcomes.

5 WorldFish. 2013. Community-based marine resource management in Solomon Islands: A facilitators guide. CGIAR Research Program on Aquatic Agricultural Systems. Penang, Malaysia. Manual: AAS-2013-17.

6 SPC. 2010. A community-based ecosystem approach to fisheries management: Guidelines for Pacific Island countries. Noumea, New Caledonia: SPC.

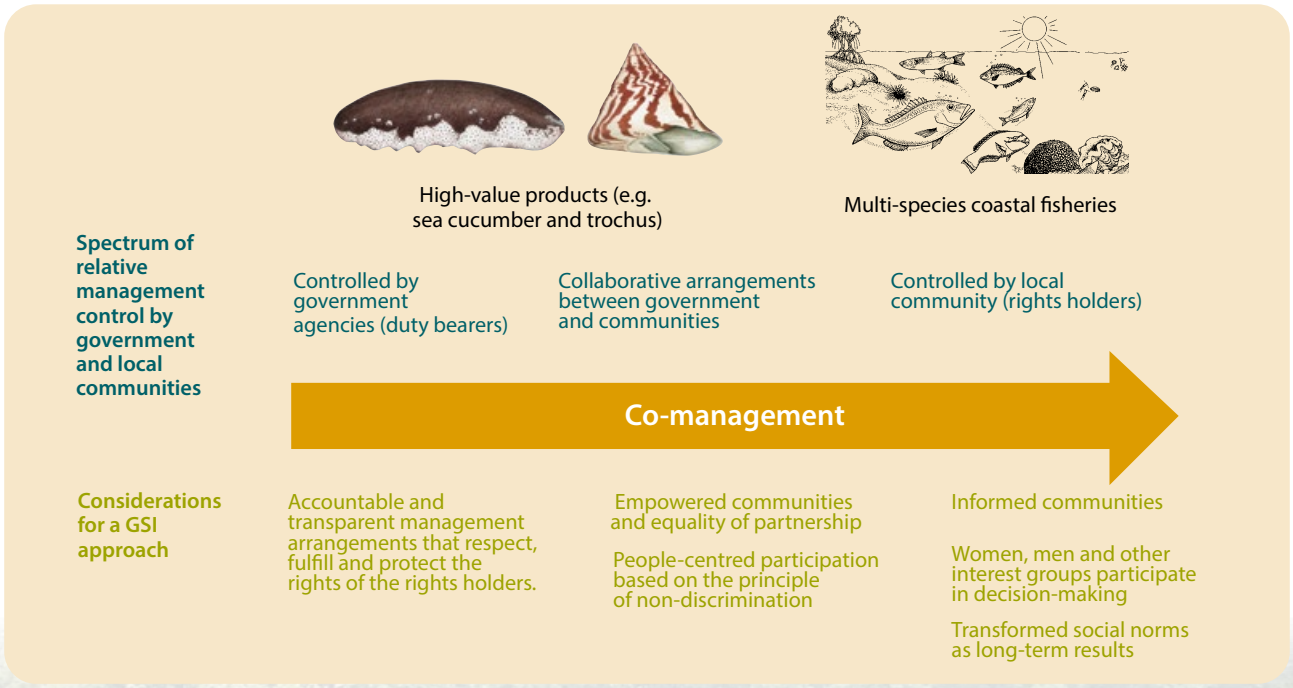

Figure 7.1. Example of a spectrum of co-management arrangements for coastal fisheries, illustrating core considerations for GSI by and for duty bearers and rights holders.

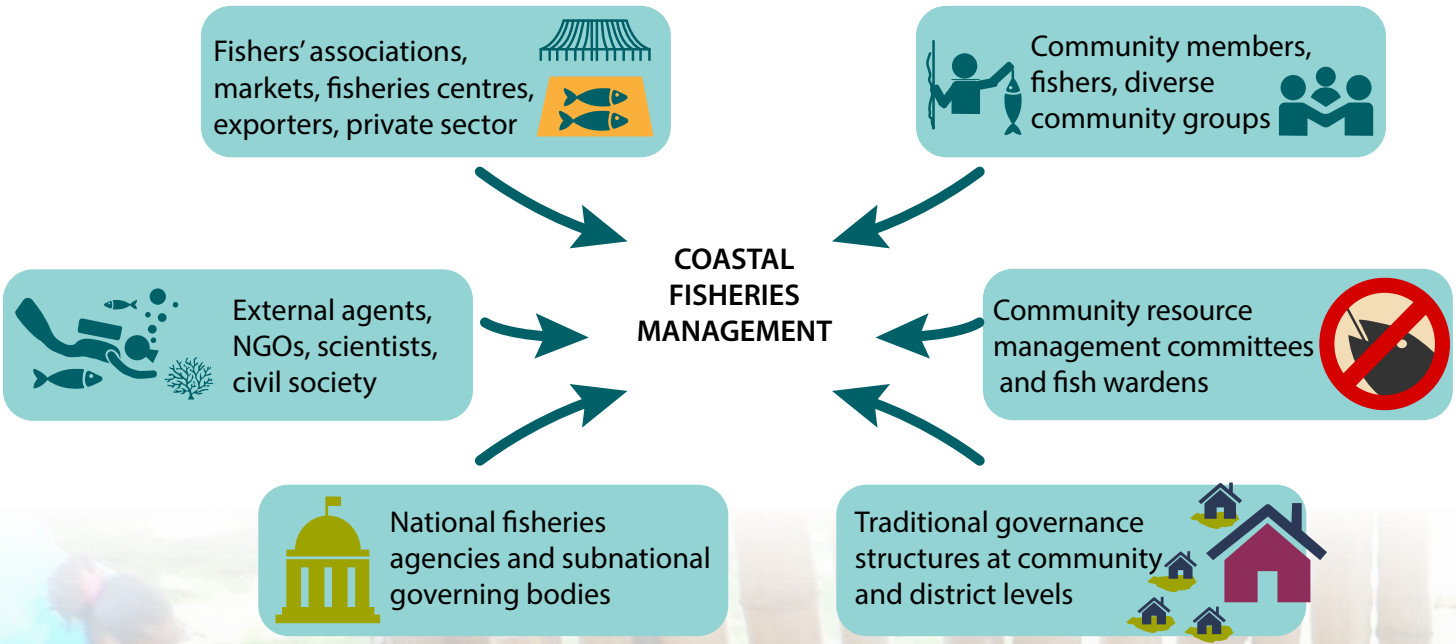

Figure 7.2. Participants in a co-management approach that integrates coastal resource management arrangements, drawing on the strengths and traditions of community, national and subnational levels of governance.

Box 2: Coastal fisheries are diverse and interconnected with multiple uses and users. They are central to the livelihoods of Pacific Island people, where they are often managed through collaborative or co-management arrangements based on an ecosystem approach.

All the modules in this handbook have relevance to coastal fisheries management. In particular, mainstreaming GSI at the level of national government agencies is addressed in detail in Module 4: Government processes. Mainstreaming GSI in the policies developed by those agencies is addressed in Module 5: The policy cycle. Community engagement with inclusive facilitation is central to collaborative CEAFM (see Module 6: Community engagement). Effective management of coastal fisheries underpins sustainable livelihoods, including pre-harvest, harvest and post-harvest activities along the value chains based on these resources (see Module 8: Livelihoods). This module aims to provide options for the design of co-management approaches that enhance GSI norms while avoiding further inequalities that may be perpetuated if not taken into consideration.

GSI matters when it comes to coastal fisheries management

Rights in coastal fisheries management

In the Pacific Islands region, CEAFM is often based on local tenure arrangements. These arrangements may be constitutionally protected rights, or in other cases (e.g. Tonga)[7] they may be contemporary legal provisions specifically made for resource management. For many indigenous people, local tenure arrangements determine their level of rights to access and make decisions about the use of particular areas of the coast and adjacent coastal waters. These access and decision rights also have a human rights dimension.[2,8] Not all fishing rights are automatically human rights (Table 7.1), but adopting a GSI approach will ensure fisheries agency staff, and community development and environmental actors, for example, engage with local tenure arrangements in a manner consistent with human rights.

HOW DO TENURE RIGHTS RELATE TO HUMAN RIGHTS?

Tenure rights are often discussed in the context of indigenous people's rights, that is, the collective human right of a native interest group of people in light of recognised historical fishing rights. "Small-scale fishing communities need to have secure tenure rights to the resources that form the basis for their social and cultural well-being, their livelihoods and their sustainable development".[2]

Human rights tied to coastal fisheries management through local tenure arrangements are:

1. the right to food in light of food security concerns;
2. the right to participation following free, prior and informed consent, and active exercise of political and economic rights;
3. the right to gender equality, which applies as a cross-cutting theme to ensure that women and men benefit equally from resources. The emphasis on gender equality implies that specific barriers, practices and attitudes hinder the full participation of women compared to men.

Table 7.1 Some of the different rights encountered in coastal fisheries management.

Different forms of fishing rights (below) are not automatically human rights. It depends on the context. However, human rights arguments can support fishers, including women fishers and interest groups, to improve their legal/customary/constitutional status and thus their access, user, tenure or related rights that enable them to 'fish with dignity', respecting their right to decent work, food, health, etc.

Commercial fishing rights	Local fishing rights	Constitutionally protected rights to fishing
Permissions granted by a licensing body – these may be renewable, revokable, transferable • Limitations may be imposed on the catch of certain species or the location where fishing may occur • There may be restrictions on post-harvest use	Long-established and widely accepted routines through continuous practice in a particular community or region • Long-established and widely accepted practices are often rooted in cultural and social norms that may disproportionately disadvantage certain groups based on gender, ethnicity or other characteristics	Historical fishing rights recognised in the constitutional framework for certain interest groups of people • Human rights-based arguments may be used by the lobby to support their interests • These rights are not usually transferable

7 Govan H. et al. 2009. Status and potential of locally managed marine areas in the South Pacific: Meeting nature conservation and sustainable livelihood targets through widespread implementation of LMMAs. SPREP/WWF/WorldFish-Reefbase/CRISP. 95 pp + 5 annexes.

8 Song A. M. and Soliman A. 2019. Situating human rights in the context of fishing rights — Contributions and contradictions. Marine Policy 103: 19–26.

Diverse actors in coastal fisheries geographic spaces and along the value chain

Global fisheries research shows there is extensive bias in data collection and catch reports, with the result that women's contributions to coastal fisheries have been largely ignored.[9] Using such data to make management decisions can result in socially exclusive decisions.[10] Certain women and men, and people of different ages, tribes, clans, religions or abilities may be disadvantaged by management rules and norms if their resource access and use are not recognised. This can disproportionately affect livelihoods based on marine resources.

9 Kleiber D., Harris L.M., Vincent A.C.J. 2015. Gender and small-scale fisheries: a case for counting women and beyond. Fish and Fisheries. 16: 547–562.

10 See Definition of key terms (Table 1).

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GSI considerations for implementing CEAFM

There are a number of resources available to guide the implementation of CEAFM processes.[4,5] In this module we suggest how to ensure inclusive coastal fisheries and people-centred CEAFM (see also Module 6: Community engagement, for facilitating an inclusive process).

Accessibility of information

Community-level management can happen with or without the creation of formal arrangements or a management plan. As pressures on coastal fisheries change and increase, communities are more frequently requesting additional information (e.g. species-specific life history information) from central agencies to inform their management decisions. It is important that women, men, youth, migrant groups and people with disabilities all have access to information so that everyone has the opportunity to be informed and to contribute to decisions. Extension services and information exchange mechanisms frequently reinforce existing inequalities by only engaging with groups of men or presenting information in forums or in ways that are not open to all members of the community; for example, the focal point for information dissemination may be fishers' associations, which are often exclusively male.

Consequently, there is a need to consider the content of the information, how information is shared and exchanged, and who has access to it. Sometimes it is easier for men to get relevant information than it is for women and other groups in the community. If women are able to travel to national or subnational government centres to seek information, it is important they feel safe in those centres and comfortable about approaching relevant agencies. Creating a conducive environment within an agency might include providing a place for women with young children to sit, or enabling them to speak with a women officer if that is culturally appropriate. Using Pacific methods of having conversations (e.g. talanoa, tok stori or storian) may be a culturally appropriate way to share information as they reinforce active interaction and participation and allow sufficient time for in-depth exchange of information. Ensuring that both men's and women's roles are understood and recognised, and that all have access to appropriate information, gives all members of a community an opportunity to be part of the solution.

MISCONCEPTION: Information that is delivered to leaders will be distributed to, and accessible by all men and women in the community

In Solomon Islands, information about programmes and activities run by external organisations in communities is commonly addressed first to leaders, chiefs or committee chairs, who are usually men. As a result, access to support and information has been found to be gender insensitive; "…men had more exposure to information and training than women. Women reported that access to new information was restricted by their lack of physical mobility [to travel outside their community] and education".[11] Women and youth often rely on men to pass on information through communication channels such as announcements in community meetings or in church. This reliance, combined with the relatively low literacy of both rural women and men, means that in some situations, information does not reach marginalised members of communities, including many women. Lack of access to information exacerbates existing barriers to influencing decision-making. In one Solomon Islands study,[12] all men interviewed reported they were 'always' or 'sometimes' involved in decision-making relating to management of marine resources, while 72% of women reported they were 'never' involved.

11 Cohen P.J., Lawless S., Dyer M. et al. 2016. Understanding adaptive capacity and capacity to innovate in social-ecological systems: Applying a gender lens. Ambio 45 (3). 309–321.

12 Pacific Community. 2018. Gender analysis of the fisheries sector — Solomon Islands. Noumea, New Caledonia: Pacific Community.

Case study: Information can improve compliance with rules

Engaging all members of the community in developing management plans and in decision-making is crucial as all play a role in implementing management measures, such as size limits. Size limits are linked to when fish and invertebrates reach sexual maturity, i.e. breeding size. These limits are a critical tool for fisheries management.

Women often refer to their roles as preparing food or household production. Ulusapeti Teleasau Tiitii from Samoa observes that these duties mean women are well placed to see changes over time in marine resources that are used for food.[13] For instance, if they see undersize fish and invertebrates brought to their house, or their husbands and children are catching small individuals, they can bring their experience to the table where decisions are made about sustainable management of resources.

Similarly, women who sell fish and invertebrates in the market are involved in weighing, cleaning, pricing and displaying. Their intimate knowledge of the product means that they are well placed to have a good understanding of species-specific regulations, such as size limits and restrictions during breeding seasons.

In Fiji, recognising that food is very much a part of Pacific culture and life, bringing families and friends together, the Wildlife Conservation Society partnered with chef Jason Allport to put together Fiji's first sustainable seafood cookbook, 'Kusima Mada'. It presents delicious, easy-to-make recipes and vibrant photographs that recognise women fishers and their role in providing food security and livelihoods to support their families. The aim of the cookbook is to inspire all readers to make sustainable seafood choices as consumers. It has a simple message: get to know the different size limits for fish species, and any management regulations that are in place to protect a particular species and promote its recovery, and most importantly, follow them.[14]

13 Ulusapeti Teleasau Tiitii. 2019. Women in fisheries profiles. Women in Fisheries Information Bulletin #30, September 2019. Noumea, New Caledonia: Pacific Community.

14 Mangubhai S. and Allport J. 2019. Kusima mada: Fiji's first sustainable seafood cookbook showcases women in fisheries. Women in Fisheries Information Bulletin #30, September 2019. Noumea, New Caledonia: Pacific Community.

Data collectors at Labasa market, Fiji © Watisoni Lalavanua

Case study: Information dissemination that targets all

In Vanuatu, the theatre group Wan Smolbag and the Vanuatu Fisheries Department collaborated to create and tour a theatre production that communicates the importance of sustainable management of coastal fisheries to rural people in Vanuatu.[15] The storyline highlights social, economic and political aspects of life in remote coastal and island communities, rather than rushing straight to technical fisheries management. Key themes of the play include:

- social stereotyping – for example, entrenched gender roles affect who has access to particular fisheries and the kind of benefits that are derived from them;
- life and conditions in remote coastal and island communities – family life and social relations within a community form a fundamental basis for living;
- importance of seafood – people depend on seafood in their day-to-day lives for food (nutrition) and income (livelihoods), but the unpredictable nature of markets can change their perceptions of its value and use (for commercial vs subsistence needs);
- challenges of collective action – people are faced with managing private (family) interests and communal problems; for example, contesting claims in a community over the cause of reef damage require open discussion and decision-making.

15 Neihapi P., Sokach A., Koran D., Devine J., Dorras J., Andrew N. and Steenbergen D. 2019. 'Twisting and spinning' theatre into coastal fisheries management: Informing and engaging communities to address challenges. Women in Fisheries Information Bulletin #30, September 2019. Noumea, New Caledonia: Pacific Community.

Youth group during management planning workshop in north Tarawa © Watisoni Lalavanua

Local knowledge and local solutions

Many fishers have specialist knowledge about particular locations, habitats, resource distribution and seasonality of species that are important for food and income. Women, men and youth may have different knowledge associated with fishing patterns, gear use and resource access.[16] For example, men in different age groups and with different skill sets may have access to habitats that range from the shore to the deep sea. Women are more likely to have an intimate knowledge of lagoonal habitats, mangroves or nearshore areas because fishing and gleaning in these areas enable them to work close to home and to combine this effort with their responsibilities for household duties and childcare (Fig. 7.3).

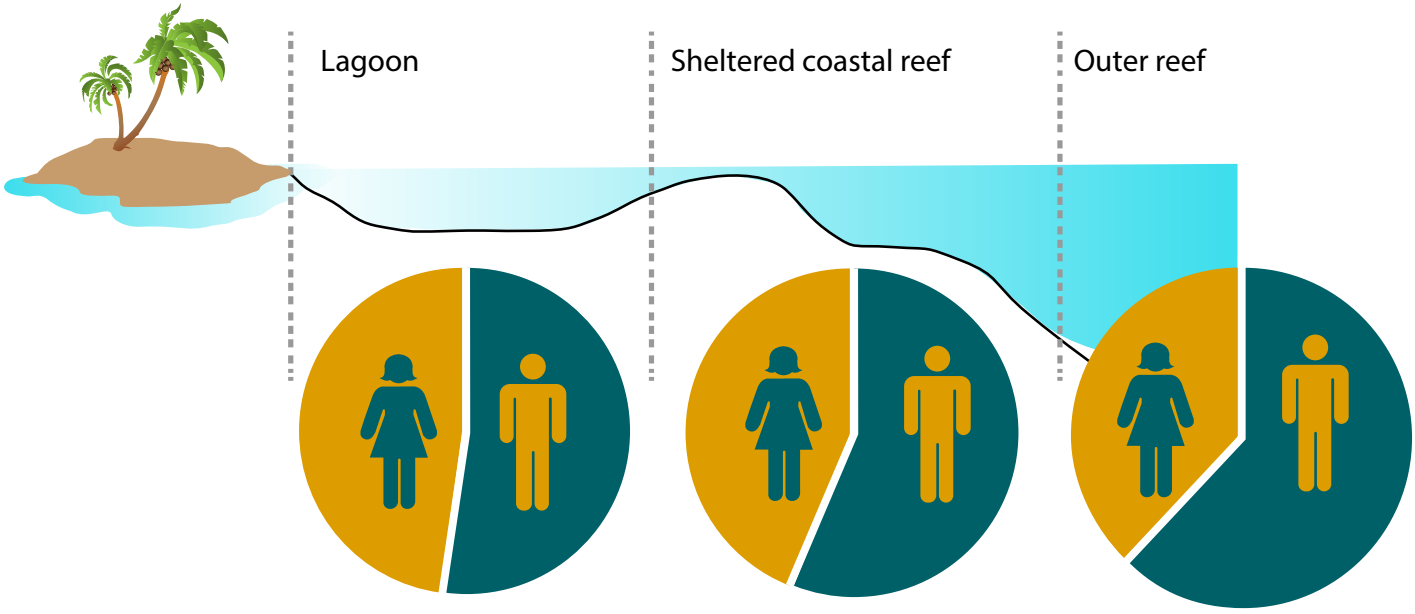

Figure 7.3. Gendered differences in annual average finfish catches for Micronesia by habitat fished. Adapted from Kronen and Vunisea (2009).

When discussing local knowledge for management planning purposes, ensure that you use appropriate techniques to get perspectives from both women and men and ask the right questions at the right time (see Module 6: Community engagement).

Tools that can be used for facilitating CEAFM have been described in at least three Pacific handbooks.[5,6,11] The 'Division of labour and activity matrix' described in Module 2 of this handbook can be used with a more specific focus on fisheries to help identify the roles of women, men, youth, people living with disabilities and migrant groups in the fishery. In addition, or alternatively, the tools shown in Box 3 below are particularly suited to promoting discussion of local ecological knowledge and to identifying the roles that different groups in society play in the fishery and where. This is an important aspect of CEAFM.

Equal representation of knowledge

Mapping both the social and ecological environment ensures that a more equal representation of knowledge will be considered in management strategies and can stimulate discussion of management rules and norms that do not have disproportionate impacts for certain groups. For example, there are many cases reported in the Pacific and beyond where gear limits affect men more than women (e.g. bans on night spear fishing may affect male youth in particular). In other cases, area closures may disproportionately affect women. Strategies that severely reduce the ability of certain groups of people to access and benefit from a fishery may also affect their ability to generate a livelihood and lessen compliance with, and the sustainability of management measures in the short and medium term.

16 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. Noumea, New Caledonia: SPC. 3-10.

TIP: Whether or not there is to be a formal written management plan, the following issues require attention

- **Recognising local ecological knowledge, which is likely to differ between women and men because they use resources and engage with coastal fisheries in different ways.**
- **Acknowledging and accounting for the roles that different groups in society play in the fishery – especially along all parts of the fishery value chain, which includes pre-harvest activities, all types of harvesting, and post-harvesting processing and marketing.**
- **Understanding and minimising any negative impacts of management rules and norms on certain groups.**
- **Ensuring there is a fair platform for community members, resource users and resource owners to have a political voice in making sure that development and pro-economic growth projects do not hinder communities in realising their goals for local food security and associated resource management.**

Local processes for decision-making

In many Pacific Island cultures, decision-making often does not occur in a public meeting attended by co-management partners (i.e. facilitators and other managers from outside the community). Nonetheless, a well-facilitated meeting on management planning and options does provide an opportunity to share local ecological knowledge and other forms of scientific information. It provides a place to discuss a range of options for management rules and norms, and to raise concerns in a bid to strive for a management approach that will not unduly disadvantage certain groups in the community. A well-facilitated process can empower women, men and youth to understand each other's viewpoint before management planning outcomes, which are perceived as being legitimate, are taken to the next level of community governance. Discussing the knowledge of all groups, and acknowledging any concerns they may have, can help community decision-makers strike a balance between considering the individual or collective rights of certain groups to access and use resources and the rights of the wider community.

TIP: Selection of a community representative

A key person may have been given responsibility by the community for reporting back to community decision-makers on the outcomes of a management planning meeting/workshop.

Recognising this person means the facilitator can target the individual(s) for specific mentoring on inclusive approaches throughout the workshop. While this may be one person, they may be the link to another legitimate and inclusive process that is less visible to outsiders.

As rules are being agreed, and implementation of management begins, there is a need to encourage broad participation in the process; for example, through community involvement, with clearly defined roles for both women and men. This could involve training women to act as advocates for ensuring the sustainability of marine resources. Activities could include monitoring fisheries, enforcing size limits within their households and communities, and supporting existing or developing committees to assist in management.[17]

17 Makhoul N. and Kinch J. 2019. Mainstreaming gender, social inclusion and human rights-based approaches – A key to integrated programming. Women in Fisheries Information Bulletin #30, September 2019. Noumea, New Caledonia: Pacific Community.

External challenges

Inclusive CEAFM may also require consideration of people who do not belong to the particular community that is seeking to manage its resources. These people should also be involved in planning for managed areas if the proposed rules and norms are likely to affect them. This may mean inviting women, men and youth from neighbouring communities to participate in management planning discussions.

Activities such as logging and mining can have negative impacts on management goals; for example, they may have harmful effects on streams and rivers feeding into the management area and affect rights that enable people to 'fish with dignity' (Table 7.1). Similarly, offshore commercial fishing may need to be managed if it is seen to affect coastal resources.

The impacts from such activities are often beyond the reach or mandate of communities to resolve and are likely to fall under the jurisdiction of different agencies, so called *duty bearers*, who have the responsibility to respect, protect and fulfil the human rights-related aspects of a community's interests, such as the rights to food, culture, equality, property and health. In such instances, national and provincial governments have different levels of accountability. This is where the power of co-management, which spans multiple levels of governance, can be realised.

An example of how this process can work in practice at the national level is the requirement for an Environmental Impact Assessment for logging, mining or other development. In Fiji, for instance, a Fisheries Impact Assessment (FIA), which involves a community consultation step, is required for foreshore development. In an FIA it is important to consider customary rights and to recognise that both women and men need to make the final decision on development. The FIA is an opportunity to ask who will be impacted by what actions? What questions need to be asked of which groups? Will impacts be short term or long term and for whom?

Box 3: Applying a GSI lens to tools for CEAFM planning and consultation

Commonly used tools for CEAFM planning and consultation are social-ecological resource mapping and historical timelines.[18] These tools can be developed in one big group, or separately, and then combined. Module 6 provides strategies and tools to ensure inclusive community engagement. Whether the groups are separate or combined, it is important to record the perspectives of all sections of the community.

18 See Module 3, page 11, Additional MEL tools, guides and resources, for more information on resource mapping and timelines.

Men's role – repairing a fish trap at Buariki © Aurélie Delisle

Social-ecological resource mapping

Social-ecological resource mapping builds on habitat mapping tools commonly used in management planning for CEAFM. It can be used to identify key habitats, fishing areas and species distribution, and which community members use these areas, for what purpose and when. Traditional areas that require particular consideration can be identified as well as areas of importance and areas where there may be issues or concerns. External threats to the proposed managed area, such as logging, mining or offshore commercial fishing, can also be identified during the exercise.

To start, ask participants to draw a rough map of their marine resources area and the surrounding environment that they will manage. Then ask them to:

- think about and list all the main marine resources they catch or harvest;
- draw in the key habitats and areas they use to catch or harvest these resources;
- draw diagrams on the map where the key marine resources are found;
- identify on the map which groups or individuals from the community use each area; and
- identify any areas marked for land-based activities that might affect a proposed managed area.

The social-ecological resource map provides points for discussions that can focus on different themes for each of the marine resources targeted by particular groups. For example, where do these groups consider there are issues, such as shortages of marine resources; where are the breeding grounds; where do different marine resources migrate or shift to at various times of the year?

The results of social-ecological resource mapping can identify the types of fishing-related activities done by women and men that may be associated with traditional roles. For example, women who have responsibility for household duties and childcare may prioritise working in fishing areas close to home due to ease of access, and subsistence activities that put food on the table.

When management actions are being determined, the discussions and outcomes from social-ecological resource mapping activities can (a) stimulate consideration of whether rules and norms might have disproportionate impacts for certain groups, and (b) be used by co-management partners who are planning biological survey work to ensure that the species being surveyed are those most relevant to all groups in the community.

Applying a GSI lens to the resource mapping exercise provides (a) a way of adopting a people-centred approach to management planning; (b) an opportunity to identify imbalances and inequalities among those who are often already marginalised; and (c) information for decision-makers at all levels about how to consider factors more likely to alleviate poverty in coastal communities.

GSI considerations for national coastal fisheries management measures

Incorporating GSI principles when designing national coastal fisheries management instruments can reduce social inequalities in the sharing of benefits obtained from exploiting marine resources among community members whose livelihoods depend on them.

It is the role of the responsible agency to identify who will benefit and who will be impacted by national coastal fisheries management instruments and to identify if action is required to balance that (i.e. to manage trade-offs). For example, periodic bans on fishing for a high-value marine species will stop fishers accessing a key livelihood opportunity in the short term; on the other hand, failing to manage the resource adequately may cause irreversible social and economic harm in the long term. Extensive and effective consultation is required to enable a balance to be struck between considering the individual or collective rights of certain groups to access and use marine resources and the rights of the wider society.

Developing a national coastal fisheries management plan with related controls and measures (i.e. licensing requirements, quotas, etc.) can follow the same cycle (Fig. 7.4) and the same guidance on GSI considerations as used to guide policy development (Module 5). Particular GSI considerations for the preparation, drafting and stakeholder consultation phases of national coastal fisheries management plans are discussed below.

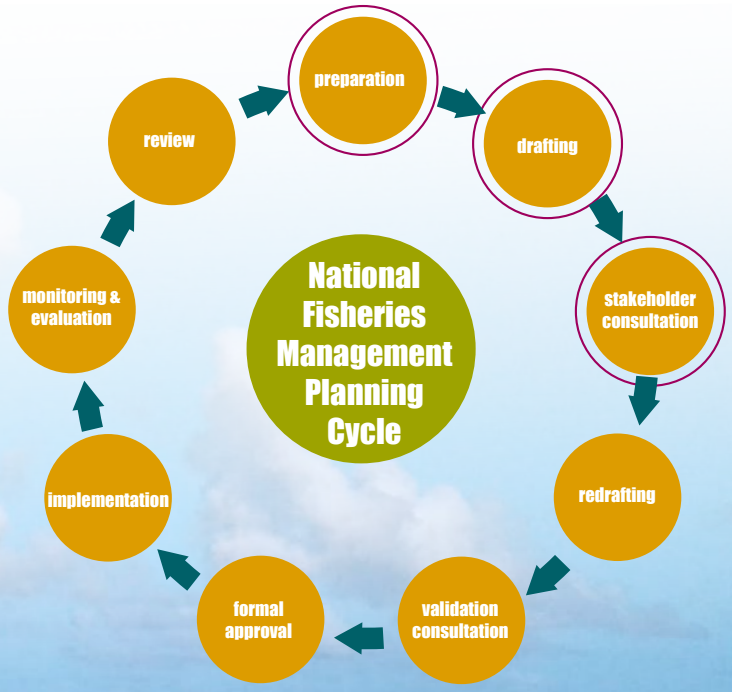

Figure 7.4. Phases of a national fisheries management planning cycle. Adopt strategies to ensure that diverse views are heard and considered during stakeholder consultation phases.

In the preparation and drafting phases, seeking advice from GSI experts is one way to address the social aspects of coastal fisheries and to help identify target groups to include in consultations. This can be done by including staff from agencies whose core business is GSI (e.g. ministries of women's affairs) on steering committees, senior management committees or national advisory bodies, such as a task force (see Module 4: Government processes).

There are ways to learn about and to account for both women's and men's roles in specific coastal fisheries, including reviewing relevant gender and fisheries literature from the region and examining any sex-disaggregated data sets that are available (e.g. household income and expenditure surveys, census or market survey data).

Creating opportunities for broad participation

Stakeholder consultation for national coastal fisheries management measures may only be able to be carried out at selected locations depending on personnel, time, geography and cost. This may restrict participation by certain groups in communities. While both women and men have livelihood responsibilities to work around, women may face additional difficulties in attending a meeting because of household duties and childcare responsibilities, which are less likely to be a constraint for men.

If meetings cannot be held within communities, efforts should be made to make sure that there is adequate representation at meetings held in subnational centres to hear the perspectives of all affected social groups. Women's groups, youth groups or other special interest groups can represent sections of society that use particular marine resources and that may benefit from, or be affected by, management measures.

During a consultation, refer to Module 2 for tips on generating a GSI analysis and/or adapt tools such as social-ecological resource mapping (Box 3) to provide opportunities for diverse views to be aired. Consider a suite of options to ensure that people who cannot travel to meetings have access to the necessary information and also have an avenue to express their views. Options could include public radio or social media platforms.

Engage other accountable agencies

The following institutions and subnational governing bodies may be in charge of licensing, extension services and data collection: provincial and district governments; island councils and town councils; fishers' associations and other civil society organisations; and the private sector. When working through such an extended provider system, there are risks that GSI may not be integrated throughout all processes and services. These institutions need to be made aware of GSI issues so they can develop their capabilities and capacity to address them within their mandates.

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GSI considerations for monitoring, control and surveillance

Monitoring fishing effort and catch, and collecting data on other aspects of fisheries exploitation are essential to improved coastal fisheries management. Monitoring data contributes to improving the co-management arrangements that determine how coastal resources can be exploited. Markets, fisheries centres and export control points are all places for information dissemination, monitoring and data collection, and surveillance operations.

GSI considerations for developing controls on exploiting marine resources are addressed in the sections above. There are also GSI considerations for monitoring, control and surveillance (MCS) of coastal fisheries.

Depending on the country, MCS of coastal fisheries is the responsibility of compliance officers in national fisheries agencies, authorised officers at provincial or district level, and fish wardens or rangers (for example) at the community level. Historically, these roles have been dominated by men, but now an increasing number of women are becoming authorised officers in some Pacific Island countries. One reason for the low number of female officers in compliance roles on fishing vessels or patrol boats is lack of adequate facilities. This is changing, and many vessels now have separate ablution facilities and private quarters to cater for women compliance officers and observers.

For coastal fisheries, it is important that methods for collection of data to support the development of management controls include the inputs of labour, knowledge and skill across all pre-harvest, harvest and post-harvest parts of the fishery. When these are included and 'counted', the role of women becomes more visible, and more gender dynamics come into play. To enable collection of data that is disaggregated by characteristics including sex, disability, age and migrant status, it is necessary to have a diversity of data collectors who are trained to gather data from all the groups involved across all parts of the fishery.

TIP: Train both women and men as data collectors to obtain a representative picture of the fishery

There are a number of initiatives underway to collect better data on Pacific Island coastal fisheries, and new technology is making data collection from remote landing sites more accessible (see Module 3 – Case study: Including women as community-based fisheries monitors in Vanuatu and Fiji). Whether using electronic or paper-based methods, collecting suitable disaggregated data (i.e. by sex, disability, age, etc.) requires careful consideration of who is collecting the data. If only men are used as data collectors, they may not recognise women's catches or target commodities sufficiently to record them as frequently as those of male fishers. Women may not feel as comfortable reporting catches to a male data collector.In addition, remote data collection sites offer formal employment opportunities in rural areas where there are few such jobs. Women and men should be able to access these opportunities equally.

Where fishers and/or market vendors are required to engage in license or permit processes, providing both women and men with a conducive environment for approaching the responsible agencies can alleviate non-compliance with obligatory procedures. This may include having both male and female fisheries officers on hand to address queries.

Information is central to a successful MCS programme to ensure that all participants in the coastal fisheries value chain are aware of national regulations (see Case study: Information can improve compliance with rules). If information does not reach everyone, certain groups in society may be unfairly penalised. For example, if fishers are unaware of a regulation, buyers and exporters may manipulate the information and the fishers can find themselves being penalised.

At surveillance focal points such as markets and points of export, both female and male compliance officers can find themselves in difficult situations when faced with having to give a breach notice to a relative, to an older person who should culturally be accorded respect, or to any member of the public in a way that could be viewed as discriminatory.

How women and men perform as compliance officers depends on personality, professionalism and level of experience. Gender roles may influence these characteristics to a certain extent. For example, a fisheries officer from the Fiji Ministry of Fisheries shared her experience of mixed-gender teams during an International Women's Day event in 2020, saying that …"*an only male officer team might be more likely to overlook or underestimate breaches, while a gender-mixed team may be more thorough in applying rules strictly while addressing issues more diplomatically*". She also highlighted some challenges: …"*however, female officers face strong male attitudes* [among the community], *which expose them to discriminatory comments, less respect, or men who are less likely to listen to a woman. On the other hand, female officers are more likely to deal sensitively with female market vendors and understand family concerns. Besides, MCS experience can open more chances for women climbing the career ladder to specialise further in MCS legislation, etc.*"

MCS is also part of CEAFM at the community level. The scope and responsibilities of an MCS role differ greatly from place to place depending on whether it is legislated for, or is a voluntary role mandated by a management committee. Similar to other areas of MCS, the roles of community-level monitors and wardens have tended to be filled by men. The fish warden system in Fiji, however, highlights how the benefits of appointing women to these roles are increasingly being recognised. Female wardens are able to more easily converse with women involved in the fishery, which increases the opportunity for women as well as men to participate in and take responsibility for their actions under a CEAFM regime.

Case study: Fiji fish wardens

The fish warden system in Fiji was reviewed at a forum in 2018[19] following recognition that the system needed to be revitalised to increase compliance with fisheries laws and regulations and prevent illegal fishing activities. The forum's recommendations included giving consideration to younger (18–45 years) candidates, and encouraging women to apply to be fish wardens, given their role in coastal fisheries. By 2018, very few female fish wardens had been appointed; however, there is slow but growing interest from women wanting to take on these roles in their communities.

19 Lalavanua W., Johnson D., Naivalu K., Veeran R., Mangubhai S., Tuinamata A., Tamanitoakula J., Loganimoce E., Rosabula M. and Lee S. 2018. Revitalizing the fish warden system in Fiji. SPC Fisheries Newsletter #156. May-August 2018. 34-37.

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

- SSF 5 – Governance of tenure in small-scale fisheries and resource management
- SSF 6 – Social development, employment and decent work
- SSF 7 – Value chains, post-harvest and trade
- SSF 8 – Gender equality
- SSF 9 – Disaster risks and climate change
- SSF 12 – Capacity development
- SSF 13 – Implementation support and monitoring
- *A new song* Outcome 1 – Informed, empowered communities with clearly defined user rights
- *A new song* Outcome 2 – Adequate and relevant information to inform management and policy
- *A new song* Outcome 3 – Recognition of, and strong political commitment and support for, coastal fisheries management at a national and subnational 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 CEAFM
- *A new song* Outcome 7 – More equitable access to benefits and decision-making within communities, including women, youth and marginalised groups

Additional tools, guides and resources

FAO. 2015. Voluntary guidelines for securing sustainable small-scale fisheries in the context of food security and poverty reduction. Rome: FAO. 18 pp.

Govan H., Aalbersberg W., Tawake A. and Parks J.E. 2008. Locally Managed Marine Areas: A guide to supporting community-based adaptive management. Suva: Locally Managed Marine Area Network.

SPC. 2010. A community-based ecosystem approach to fisheries management: Guidelines for Pacific Island countries. Noumea, New Caledonia: Secretariat of the Pacific Community.

WorldFish. 2013. Community-based marine resource management in Solomon Islands: A facilitator's guide. CGIAR Research Program on Aquatic Agricultural Systems. Penang, Malaysia. Manual: AAS-2013-17.

Kleiber D. et al. 2019. Gender-inclusive facilitation for community-based marine resource management. An addendum to "Community-based marine resource management in Solomon Islands: A facilitators guide" and other guides for CBRM. Penang, Malaysia: CGIAR Research Program on Fish Agri-Food Systems. Program Brief: FISH-2019-08.

Checklist for inclusive coastal fisheries management

Modules 1 to 5, and Module 6: Community engagement, are all relevant to ensuring that coastal fisheries management is inclusive. This module provides more specific information on management planning, implementation, and monitoring, control and surveillance for coastal fisheries at the community, national and subnational level. The checklist below includes references to other modules where relevant.

GSI considerations for implementing CEAFM

- ☐ Plan the community engagement approach using Module 6: Community engagement.
- ☐ Gather information to develop a good understanding of how different groups — women, men and other groups — use, access and benefit from fisheries in different ways. See Module 2: GSI analysis.
- ☐ Ensure relevant information on CEAFM topics is readily available to all groups according to their different modes and styles of communication (potentially, each group may use a range of methods).
- ☐ Build a shared understanding of the different concerns that men, women and other community groups (e.g. youth, people living with disabilities) hold for the ecosystems, habitats and species they use, and their solutions.
- ☐ Consider whether suggested rules and norms for resource access and use might unfairly burden a certain group.
- ☐ Facilitate a discussion about ongoing management structures and processes that would enable representation and inclusion.
- ☐ Identify and mentor spokespeople who will convey management proposals to community decision-makers.

GSI considerations for national coastal fisheries management measures

- ☐ Plan and implement consultation on management plans such that a diversity of perspectives are heard and accounted for. See Module 5: The policy cycle.
- ☐ Ensure adequate representation at consultation events to account for specific use by different groups (e.g. women, men, or by age, disability or migrant status).
- ☐ Consider all aspects of coastal fisheries (from pre-harvest, harvest to post-harvest activities) to identify otherwise invisible labour and value in coastal fisheries.
- ☐ Distribute relevant information widely through different media and pathways to ensure everyone has an opportunity to access and understand it.
- ☐ Consider whether penalties for regulated resources targeted by different groups are fair (i.e. not disproportionately high for one group).
- ☐ Consider whether the potentially negative impacts of a management plan will be short term or long term and for whom.
- ☐ Share information with other organisations on GSI issues in coastal fisheries so they can develop their capabilities and capacity to address them within their mandates.

GSI considerations for coastal fisheries research, data collection and monitoring[20]

- ☐ Collect information about both men and women, from both men and women. Ask questions about specific individuals or groups and identify them by sex.
- ☐ Adapt your data collection methods to the context of local gender roles and social dynamics.
- ☐ Ensure that the people who collect and analyse data understand local gender roles and social dynamics.

GSI considerations for monitoring, control and surveillance

- ☐ Provide a suitable physical space — with both male and female staff who can be called on — to create a comfortable environment for women and men visiting agencies to seek information, licences, permits, etc.
- ☐ Encourage women as well as men to hold positions of power and influence in community-level MCS (e.g. fish wardens).
- ☐ Develop a diverse team of women and men as compliance and extension officers at the national level.
- ☐ Lobby for adequate physical infrastructure on land and at sea to provide a conducive environment that enables both men and women officers to do their jobs effectively.

20 Adapted from Doss C. and Kieran C. Standards for collecting sex-disaggregated data for gender analysis: a guide for CGIAR researchers. CGIAR Research Programme on Policies, Institutions and Markets. https://ccafs.cgiar.org/standards-collecting-sex-disaggregated-data-gender-analysis-guide-cgiar-researchers#.Xqo8TWgzZGM (accessed 30 April 2020).

Pacific Community
Communauté du Pacifique

Pacific handbook for gender equity and social inclusion

in coastal fisheries and aquaculture

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MODULE 8

Livelihoods

FAME
Fisheries, Aquaculture and Marine Ecosystems Division

HRSD
Human Rights and Social Development

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

Module 8: Livelihoods

Natasha Stacey and Hugh Govan

Pacific Community
Communauté du Pacifique

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CONTENTS

Key points

- Livelihoods are the ways in which people make their living and support their lives, giving them a sense of meaning and purpose, and enabling them to contribute to social and cultural activities, as well as ensure regular and affordable food.
- Having diverse livelihood activities can often reduce people's vulnerability to the temporary or permanent loss of an asset on which a livelihood depends. Livelihoods are intrinsically related to the surrounding environment.
- Women, men, youth and other members of the community experience opportunities to engage in sustainable livelihoods in different ways due to cultural and social norms (i.e. beliefs about what women, men or youth can or cannot do) and their access to assets.
- The characteristics of people – their gender, age, ethnicity, personal history, education, reproductive capacity, disability and economic status – are all influential in livelihoods and can determine who has access to assets to begin with.
- Understanding gender and social inclusion (GSI) in coastal fisheries and aquaculture is key to the success of livelihood enhancements (alternative and/or supplementary) that aim to achieve fair distribution of benefits by reducing poverty, particularly for marginalised groups.

What are livelihoods and when are they sustainable?

Women, men, youth and other members of communities living in the Pacific Islands region depend heavily on natural resources and other environmental services for their livelihoods. Coastal resource-based[1] livelihoods are vitally important to incomes and the broader well-being of individuals, households and communities, especially in rural and remote areas, and contribute substantially to national economies.

A **livelihood** is how we make our living and make sure our lives run well. This may include earning a better income or producing more or different foods. Coastal resource-based livelihoods provide a source of income, ensure food security, nutrition and health benefits, support cultural identity and practices, and help maintain social relations and connect people with their surrounding environment. Many households across the Pacific Islands consume fish or seafood weekly,[2] highlighting the reliance on fishing for food security and self-sufficiency, which also reduces their dependence on external (e.g. government-provided) support services.

A **sustainable livelihood** is one that that can continue. Livelihood initiatives are likely to be more sustainable if they build on the existing resources and skills that people have access to. But sustainability also has to address social, cultural or economic barriers to livelihoods that women, men, youth or marginalised people may experience in obtaining a livelihood.[3] Livelihoods must also fit with the needs and aspirations of individuals, including with changes in health or aging, and should put people at the centre of development.

1 Coastal resources include fisheries for vertebrates, invertebrates and marine algae; use of seagrasses, mangroves and coral reef habitats; and aquaculture.

2 Source: Household Income and Expenditure Survey data from 10 Pacific Island countries and territories (2010–2016) as cited in SPC. 2019. Coastal Fisheries Report Card 2019. Noumea: SPC.

3 Govan H., Eriksson H., Batalofo M., Duarte A., Sukulu M., Lawless S., Tilley A. and van der Ploeg J. 2019. A new idea for coastal fisheries: Asking the right questions to enhance coastal livelihoods. Noumea, New Caledonia. https://coastfish.spc.int/index.php?option=com_content&Itemid=30&id=509

A **successful livelihood** is one that can continue to provide benefits into the future, cope with and adapt to change, and not damage the things that make the livelihood possible. It is common to think that profitability in terms of cash is the main indicator of a successful livelihood. There are, however, a range of other factors that are also important to women, men and youth – and their communities – such as maintaining cultural practices and social relations, and sharing networks that different livelihood activities might rely on and support.

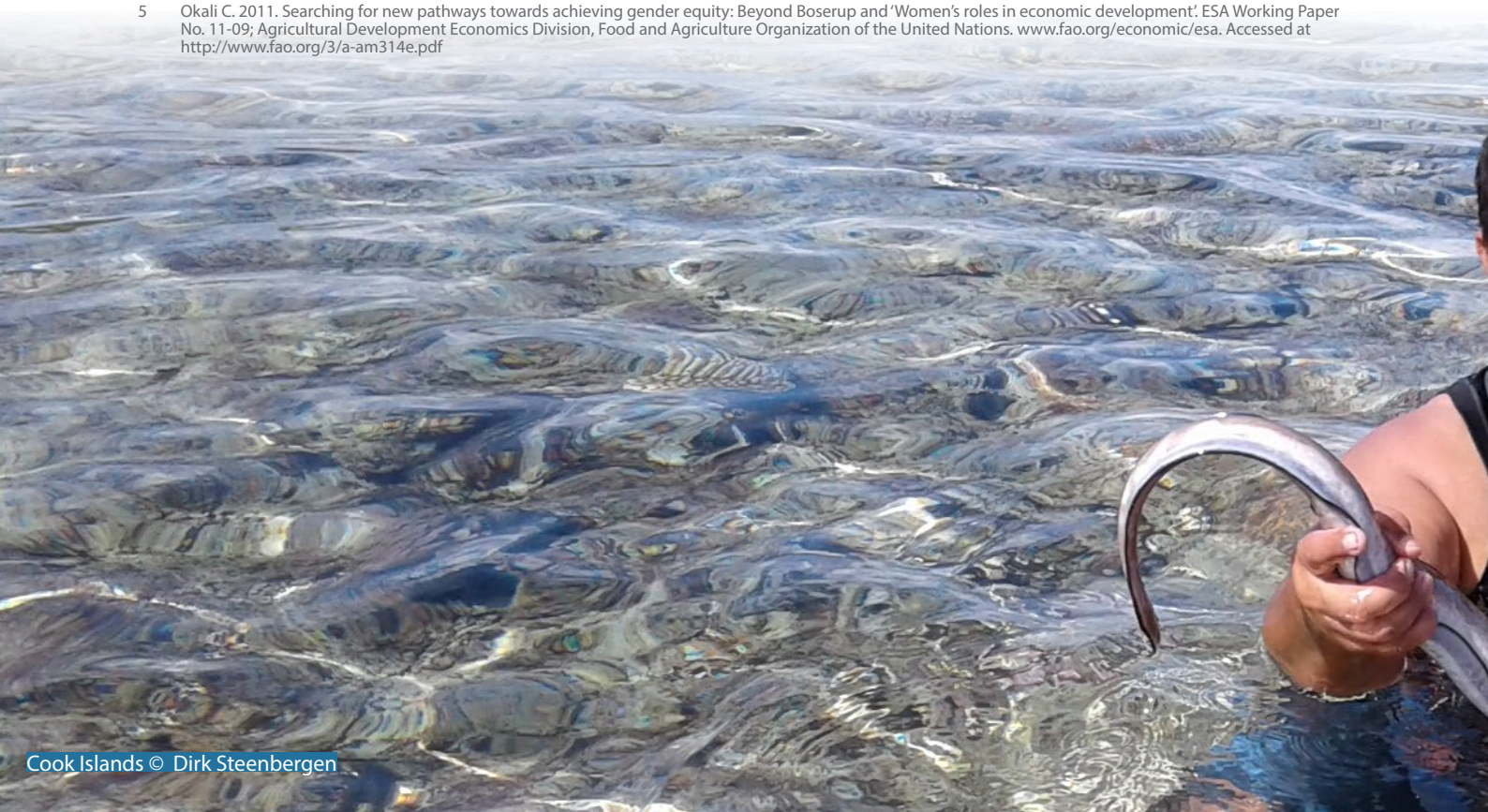
> The misconception that profitability in terms of cash is the main indicator of a successful livelihood leads to stronger risks that women will be left out, not identified as a target group, or not consulted or engaged in livelihood development initiatives. This is because women tend to undertake fisheries activities primarily for subsistence purposes, often operate in informal set-ups, have less time to fish to generate greater profits, or target species that may not be considered of 'high commercial value'.

The livelihoods of coastal people in the Pacific Island region are diverse and are made up of multiple activities to achieve many different outcomes at different times. For example, the livelihood(s) that a rural man, woman or youth is engaged in at any time might vary. These activities are determined by the **assets** or **resources** people have available to them through ownership or access (Fig. 8.1). These assets or resources may change based on, for example, the season, economic changes (i.e. the price of a high-value seasonally available fish commodity), or opportunities that arise from time to time (e.g. local short-term paid work). Diversifying livelihoods often requires addressing the existing barriers that prevent women, men or youth from accessing assets to use in new livelihoods.

> GENDER BLINDNESS OF LIVELIHOOD INITIATIVES
>
> In the past, many coastal fisheries and aquaculture livelihood initiatives have been called 'gender blind'[4] (see Module 6: Community engagement) because they have not adequately taken into account the gender norms and relations that affect how women and men carry out their activities and earn their livelihoods. Gender is integral to the achievement of livelihood outcomes.[5]

4 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.

5 Okali C. 2011. Searching for new pathways towards achieving gender equity: Beyond Boserup and 'Women's roles in economic development'. ESA Working Paper No. 11-09; Agricultural Development Economics Division, Food and Agriculture Organization of the United Nations. www.fao.org/economic/esa. Accessed at http://www.fao.org/3/a-am314e.pdf



Cook Islands © Dirk Steenbergen

Whatever the situation, a livelihood activity builds and depends on the continued availability of a set of assets (Fig. 8.1) – not just natural resources, but also equipment, skill or knowledge, market availability, or finance. We sometimes refer to these assets or resources as 'livelihood building blocks'.[6,7]

Figure 8.1. Resources or assets that people have available to them or that they could access to support their livelihoods.[8]

	Natural resources include lands, plants, freshwater sources, animals and minerals. In the sea this includes mangroves, sea grass, coral, fish, marine animals, sand and gravel, clean sea water, currents, etc. These resources are often closely connected. What happens on land can affect the sea; what happens to one animal or plant in the sea can affect other plants and animals and also people.
	Equipment includes things like agricultural tools, fishing gear, buildings needed for processing, storage, or selling, transportation such as boats, trucks or planes, which depend on roads, wharves, or airfields. Other important equipment may include phone, radio, internet, water supply, sanitation, fuel such as firewood or diesel and electricity.
	People and skills* required to implement and sustain a livelihood can sometimes be found within a community. Sometimes, new ideas will require learning new skills or knowledge. These ventures may be run by individual people, groups, families, tribes or the whole community, but in all cases, how other people support the idea and whether it is felt to be appropriate to the local culture will be very important.
	Markets are more than just a place to sell something: markets are not only places where things are bought and sold (e.g. they may involve a market place, shops, passing ships, visitors or the internet), but also where services and information are traded (transport, rules and laws, taxes, prices or competition) or credit and loans arranged.
	Finances may need to be considered for starting and running a new idea. Often, a good understanding of some key issues regarding money is essential. People should consider the costs to get started (such as equipment and training), as well as ongoing running costs the business has to pay regularly (wages, fuel, materials).
	Information related to a livelihood idea, such as technical advice or training, start-up equipment, experiences and lessons learned, may need to be sourced from outside the village. Government or provincial government agencies can be a source of information and support, as can private businesses, NGOs, community and social groups.

*In Pacific island communities, support from families, friends, and other community members is a critical asset to help sustain livelihoods, especially when people do not have access to other resources or are in times of difficulty. Such support is also important for those with disability.

6 Govan et al. 2019. A new idea for coastal fisheries: asking the right questions to enhance coastal livelihoods. https://coastfish.spc.int/index.php?option=com_content&Itemid=30&id=509

7 In other literature, these assets are often listed as natural capital, physical capital, human capital, financial capital and social and/or cultural capital.

8 Govan et al. 2019. A new idea for coastal fisheries: asking the right questions to enhance coastal livelihoods. https://coastfish.spc.int/index.php?option=com_content&Itemid=30&id=509

Box 1: A commonly cited definition of sustainable livelihoods

"A livelihood comprises the capabilities, assets (including both material and social resources) and activities required for a means of living and the role that social and other institutions play. A livelihood is sustainable when it can cope with and recover from stresses and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the resource base." (Source: Scoones I. 1998. Sustainable rural livelihoods: A framework for analysis. IDS Working Paper 72, IDS, UK. Page 5).

Diverse livelihood strategies mean the portfolio of different activities or occupations undertaken by individuals, household members or community groups. These activities can involve women, men, youth or other members of a community and can vary by season(s), year(s) or other factors such as market demand.

Diversifying livelihoods (and diversifying the opportunities for different sectors of society or the community to be engaged in livelihoods) can happen naturally through people adapting their strategies as opportunities arise or as their needs change (e.g. the need to earn income quickly). Livelihood diversity functions like a form of 'insurance' or a 'safety net' so if one activity fails or is not available for some reason, people can rely on other activities to provide benefits. The ability to maintain diversity in livelihoods or further diversify them is often considered a key element in maintaining well-being, spreading risk and building resilience to shocks[9] (e.g. natural disasters, market changes, family illnesses).

In some situations, promotion of diverse livelihoods or having too many livelihood activities may create extra problems or burdens for women and men because they increase their domestic work load[10] (see the case study below on how gender norms and livelihood choices can overburden women in Solomon Islands).

Livelihood enhancements or supplementary livelihoods are implemented to increase access to income and food, or to improve natural resource management of marine species or habitats. Generally, these programmes aim to improve existing activities, including making them more profitable by strengthening or adding new components, (e.g. extending value-adding components). Or they may introduce new activities or options that are outside of existing or traditional fishing or gleaning livelihood activities.

TIP: Consider existing livelihood building blocks through a GSI lens

The resources that people have or that currently exist constitute livelihood building blocks. When considering supplementary or alternative livelihoods it is important to build on these existing resources (or assets). Looking at gender-differentiated use and means of access to these essential building blocks provides an entry point for a GSI lens. This is more likely to contribute to the long-term sustainability of livelihood initiatives. Refer to the key elements and definitions of GSI in Module 1, Introduction.

9 FSPI. 2011. Supplementary livelihoods in the Pacific. Policy brief. Foundation of the Peoples of the South Pacific International.

10 Lawless S., Cohen P., McDougall C. et al. 2019. Gender norms and relations: implications for agency in coastal livelihoods. Maritime Studies 18, 347–358. https://doi.org/10.1007/s40152-019-00147-0

Reviews of livelihood interventions in the Pacific Island region have found surprisingly few successful initiatives, underlining the challenges.[11] Issues and conditions raised as important for the success of interventions include:[12]

- conducting initial livelihood feasibility studies, baseline assessments and/or cost/benefit analyses;
- ensuring initial GSI information in assessment and design, including collection of sex-disaggregated data;
- considering sectors that might be socially excluded from participating in livelihood interventions;
- providing access to capital and financial resources for all community members;
- having certain social and governance factors in place, such as leadership and equity;
- ensuring that a livelihood intervention aligns with the cultural lifestyle of the community and supports aspirations (including those of women, men, youth and other members of the community);
- providing access to markets and good transport links for products;
- providing financial management training for appropriately identified women and men;
- ensuring continuous or regular government support and/or regular extension services;
- establishing links with empathetic business/private sector partners;
- having organisations that can perform the role of 'honest broker' between communities and commercial interests; and
- forming effective partnership and dialogue between government, civil society, the private sector and the community.

The case study below highlights the importance of value-chain assessments prior to commencing a livelihood initiative to make sure there is a market for any new product. Regular monitoring and evaluation are important to help identify and track negative impacts (see Module 3: Monitoring, evaluation and learning).

11 O'Garra, T. 2007. Supplementary livelihood options for Pacific Island communities: A review of experiences. Suva: FSPI. 35 pp.; Gillett R., Nash W., Govan H., Preston G. and Lam M. 2008. Livelihood diversification as a marine resource management tool in the Pacific Islands: Lessons learned. WorldFish Center and Secretariat of the Pacific Community. SPC Fisheries Newsletter, Number 125. 32–39. Govan H. 2011. How can we support communities to build on what they have for a better life? Supplementary livelihoods in the Pacific. FSPI Reports. Suva.

12 Note that such reviews have generally not taken a GSI approach.

Case study: Developing opportunities for supplementary livelihoods through pearl shell supply and handicraft production in Fiji

A value-chain analysis of mother-of-pearl handicrafts found that the value of the imported pearl shell and pearl shell handicraft industry in Fiji was worth around USD 4 million in 2015. A project was developed to generate benefits for women's and youth groups through collecting juvenile black-lip oysters for pearl farms, and producing half 'mabe' pearls and pearl shell and mabe pearl handicrafts.

In 2015, a pearl oyster spat collection programme began with 12 Fijian communities, which are now able to generate income from the sale of black-lip pearl oysters to pearl farms. Half of the communities involved are women's and youth groups. Women's groups are also involved in mabe pearl farming and are now starting to generate some extra income and even to reinvest in assets or resources to support more farming in the future as the enterprise develops. The shells from pearl farming could be used for handicrafts and there appears to be potential for Fiji to supply locally produced shells to replace some imported pearl shell and pearl shell handicrafts.

Training for women was provided through women's groups with the aim of forming a micro-enterprise collective to introduce technology, training and workshop facilities. A small collective for selling handicrafts was established through one community, which also uses social media to sell products, and some women received basic business skills training.

This industry was considered likely to have potential for women due to the low cost of entry and development of appropriate technology, noting that women are often unable to obtain credit because they are less likely to have a credit history, or have less access to security assets such as land or starting capital. What we do not know yet is how compatible this new livelihood is with existing subsistence activities and community gender norms, or whether women may face negative impacts because they are earning extra income or being empowered by their participation.

(Southgate P., Kishore P., Sharma S. and Simos T. 2019. Empowering women through pearl industry-based livelihoods in Fiji. Women in Fisheries Information Bulletin, 29. Noumea, New Caledonia: Pacific Community. 24–29.)

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Why GSI is key to enhanced and sustainable livelihoods

Fisheries and aquaculture in the Pacific contribute to livelihood outcomes in different ways for women and men, and people of different ages, social groupings, tribal affiliations, or migrant status.

Women and men often access and use resources in different ways, fish in different ways using different gear or methods, target different species, use different marine spaces, and participate differently in and along value chains (see below). For example, women use marine resources for food, for making handicrafts, for church and community functions, for customary exchange, or for income generation. They tend to be more involved in the processing and marketing of seafood. However, their participation in the various stages of the value chain is often not considered. Women's fishing activities are also often undervalued because they typically occur in the informal sector and are mostly 'part-time', 'unpaid', or concern a fishery that is generally regarded as having low commercial value (e.g. shellfish, which are an important source of protein for many Pacific households). This can result in 'gender blindness' (see Module 6: Community engagement).

Men are usually more involved in higher-value commercial fisheries such as fishing for pelagics and diving for lobsters and sea cucumbers, although in some places (e.g. Papua New Guinea and Fiji), women also take part in these types of fisheries. Men are often less involved with the post-harvest stages of the value chain. Furthermore, women (and often youth) carry out other activities that are vital to support livelihoods, such as subsistence farming or child care. Many of these hidden but essential activities are described as occurring 'underwater', like the submerged – and biggest part – of a floating coconut (Fig. 8.2).

Seagrape harvesting © Cherie Morris

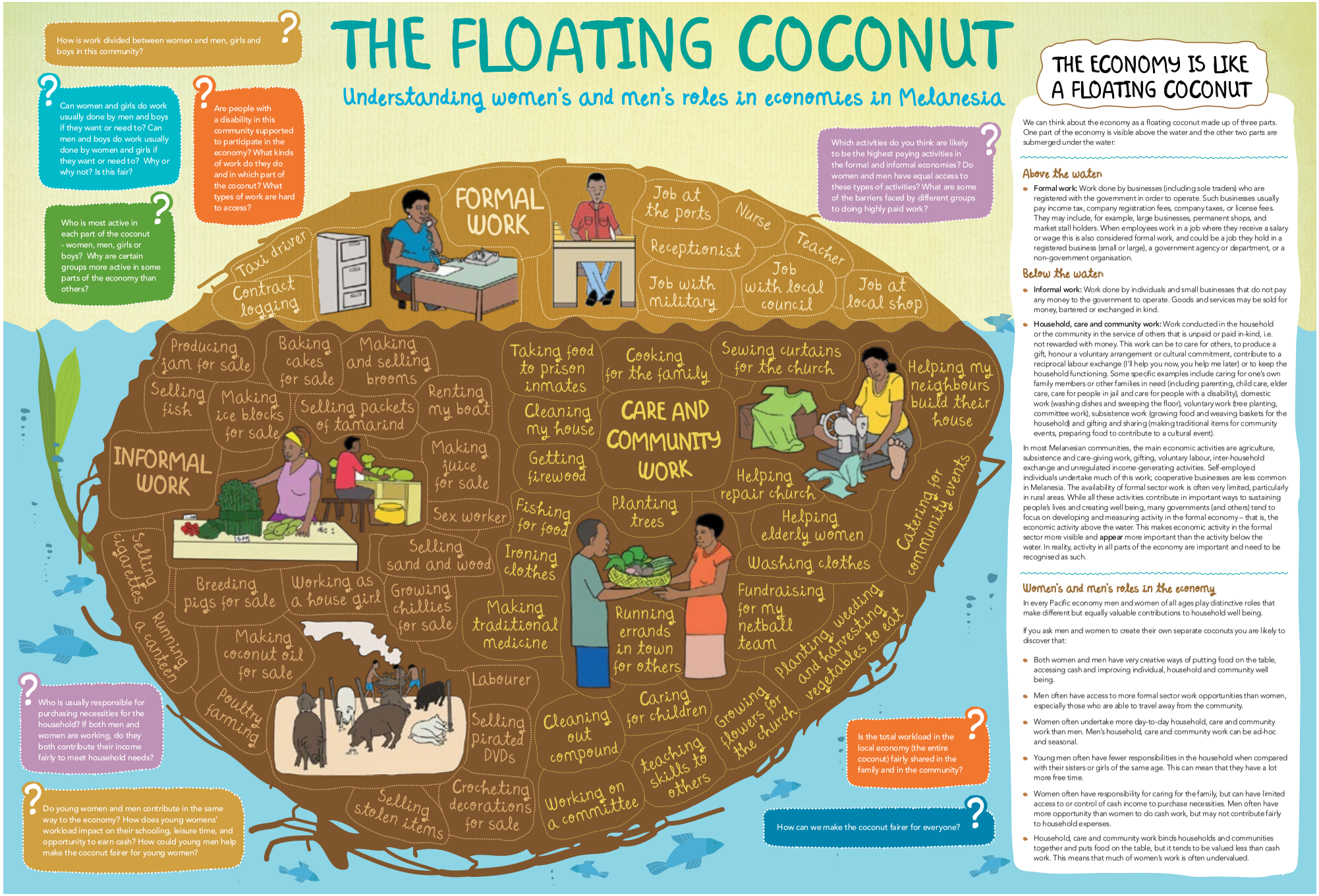

Figure 8.2. The different roles of men and women in formal and informal economic activities. Source: Carnegie et al. (2019).[13]

13 Carnegie M., Rowland C., Gibson K., McKinnon K., CrawfordJ., Slatter and C. 'Floating coconut poster' in Monitoring gender and economy in Melanesian communities: Resources for NGOs, government and researchers in Melanesia, University of Western Sydney, Macquarie University and International Women's Development Agency, 2nd Ed. June, 2019.

Different social, economic, demographic and other characteristics all influence livelihood activities. These characteristics include gender, age, ethnicity, residence status, personal history, marital status, parenthood, reproductive capacity, sexual orientation, land and resource ownership, access and use rights, disability, and economic status. They affect how women, men, youth and other members of the community access, participate in and benefit from livelihood enhancement opportunities. They may also influence people's ability to access basic health, education and economic infrastructure and services. Finally, these differences affect how people make decisions about their livelihoods.

A GSI APPROACH TO LIVELIHOODS:

- is required to understand the different roles, needs, and other factors that contribute to social exclusion of women and men, youth and other members of the community;
- recognises that the existing differences between women and men can create inequalities and calls for actions to address them;
- aligns with a human rights-based approach that places people at the centre of development and creates an obligation on the state to provide an enabling environment to advance women's status;
- calls for equality of opportunity, access and results.

Did you know?

Research and applied experiences show that when designing and implementing livelihood interventions, neglecting gender-based inequalities and social exclusion, other cultural influences and/or socio-economic considerations can widen inequalities and even have unintended harmful consequences for women or for men.

PACIFIC VOICES ON MISCONCEPTIONS ABOUT 'GENDER' AND RELATED TERMINOLOGY

This handbook highlights many misconceptions regarding the concept of 'gender', the use of the word, and what people in the Pacific Island region associate with the term.

In a work situation, it is good practice to aim to use terminology that relates to the Pacific way of living, as highlighted in the quotes from Solomon Islands (below). This is important to improved understanding of gender concepts that explore the different roles and relationships of women and men within a specific context. "*Due to the common belief that 'gender' is only associated with women's development in Solomon Islands, some people may resist efforts to reduce gender inequalities because it is viewed as challenging customary practices and cultural beliefs, and others may believe it will undermine men's power and status.*" (Elsie Wickham, Ministry of Women, Youth, Children and Family Affairs, pers. comm. 2017). Quoted from Lawless et al. (2017). Page 4.

A meaningful gender and development approach to livelihoods should be supported and promoted, in contrast to approaches that further reinforce misconceptions by focusing only on women or only on men. In certain circumstances, it might be appropriate to have a focus on only one group (see Box 2 on women's saving clubs), but this should be informed by a prior GSI analysis that assesses who might be impacted.

"In a community where gender is mentioned, people automatically think of women; therefore, we often use the term 'inclusivity' meaning everyone." (Duta Kauhiona, Ministry of Fisheries and Marine Resources, pers. comm. 2016.)

The ability to improve or change a livelihood activity depends on several critical factors relevant to addressing GSI:

- Access to markets
- Tackling gender-based discriminatory practices
- Applying a human right-based approach to GSI
- Overcoming gender-based barriers and constraints
- GSI informed project design

Access to markets

To reach markets, women vendors may have to pay additional costs for transport and travel long distances, which may not be well received by their community, family or husband/partner because of expectations that women will be around for household and childcare duties. Women may also find it harder to pay cash for transportation because they have less access to formal employment or other means of acquiring money (Box 2). Thus, if reaching markets is an issue for women, applying a GSI approach may mean engaging with the community to identify how they or community leaders can address the challenges (e.g. what action or measure will enable women to travel to markets?). Past approaches have included decentralising markets, reducing transport costs for women vendors, and educating men to undertake childcare duties. These approaches recognise the differences between women and men and amend existing conditions to promote equality of opportunity, market access and livelihood improvement.

Selling fish © Dirk Steenbergen

Case study: Overcoming barriers to accessing markets in Fiji

In Namuaimada in Ra, Fiji, women collect *nama* (seagrapes) for sale at the Suva Market. Their ability to benefit from their work was restricted by a lack of access to transport, time taken to travel the long distance to the central market and the cost of bus fares. To address these barriers, the women built an informal collective involving cooperation with bus drivers and local middle-sellers. The women collected seagrapes each morning from the reefs. The seagrapes were then processed, transported to the market by bus, and handed over to middle-sellers based on orders received. Payments were made to the bus driver who passed them on to the women in the village. (Source: Vunisea, A. 2019. https://womeninfisheriesfiji.org/working-with-culture-to-achieve-womens-economic-empowerment/)

Tackling gender-based discriminatory practices

Women may face higher risks and be subjected to discriminatory practices when taking on new livelihood activities, in particular when entering a male-dominated field such as the shell-money trade in Solomon Islands.

Case study: Gender norms in shell-money livelihoods in Solomon Islands and consequences of change

In Langalanga Lagoon in Malaita Province, Solomon Islands, the production and trading of shell money are an important livelihood activity and source of income and are strongly associated with Langalanga people's identity. Researchers have studied how gender influences the participation of women in the shell-money business (including jewellery production) and the distribution of income.

Gender roles in the shell-money value chain have changed since colonial times due to a range of factors. Men, women and youth take part in different stages or activities in the production of shell money and these differ from village to village. In recent decades, women have become more active in the manufacture and retail of shell money, travelling to markets on the main island for days or weeks – a role traditionally undertaken by men. In some places, men's fishing work has also changed and because they do not always earn enough income from fishing, they are participating more in shell-money production.

These changes in roles have created some social problems due to norms about what is acceptable women's work and behaviour, and control and expenditure of the income that women earn from shell money. Some women have retained the income to spend on food, education and other family needs rather than sharing it according to traditional custom under the wantok system. There has also been disapproval of women travelling for long periods of time (weeks) and subsequent discrimination. Barclay et al. (2019) found that: 'Some interviewees reported that women who travel for the shell-money trade have been accused of having sexual liaisons, which leads to conflict, including violence, within a household.'

These findings highlight the importance of understanding the different social characteristics of livelihood activities and whether an enhancement will result in positive livelihood outcomes or will foster economic or social inequality between families and communities.

(Source: Barclay K., McClean N., Foale S., Sulu R. and Lawless S. 2019. Lagoon livelihoods: Gender and shell money in Langalanga Lagoon. Maritime Studies, 17. 199–211.)

Applying a human rights-based approach to GSI

Gender and social inclusion are core elements in the realisation of human rights. A human rights-based approach recognises that **all individuals are equal** and are entitled to their human rights without discrimination on any grounds, including sex, ethnicity, age, language, religion and disability. This approach also recognises that some groups in society are less likely to have a voice or be able to access the benefits of development.[14] Non-discrimination ensures that all people involved **have equal access** to a development process and its benefits, not just those who are easiest to reach or who have the most influence.

Overcoming barriers and constraints

Livelihood interventions affect women and men differently. For example, a new technology may facilitate men's work; or a new livelihood activity may increase the workload of women. Therefore, attention must be paid to overcoming any barriers or constraints for women and men so they benefit equally from livelihood enhancements and avoid potentially negative impacts. A gendered livelihood assessment will show which activities women and men are involved in and the contribution of those activities to livelihoods. A time use survey tool (see Module 2: GSI analysis) can be used to identify time burdens for women and men.

14 Women's rights and gender equality (n.d.) https://www.ohchr.org/EN/Issues/Women/Pages/WomenAndGenderEquality.aspx

Case study: Gender norms, livelihood choices and overburdening for women in Solomon Islands

A study of coastal communities in two provinces of Solomon Islands investigated how gender norms and relations affect the livelihood choices available to men and women and their capacity to exercise their choices in coastal livelihoods (i.e. participate in and experience livelihood activities).

The study found that men were able to pursue a larger number of activities than women, who felt there were risks associated with pursuing some activities. There were also socially prescribed restraints on women's mobility (e.g. they were not allowed to travel). Livelihoods were more diverse than in the past, but women with more livelihood activities tended to have less time available to take up new opportunities. They also had a high work burden.

The researchers concluded that while diversified livelihoods can be beneficial for some people, providing a safety net to meet needs, in other cases diversification creates problems – such as increasing labour burdens. Therefore, gender differences and impacts must be carefully considered in livelihood enhancement initiatives.[15]

GSI informed project design

Successful livelihood enhancement or supplementary projects, which have continued to generate income for people after they have been completed, feature good-quality **gendered livelihood feasibility assessments** and an inclusive **community engagement approach** (see Module 2: GSI analysis, and Module 6: Community engagement, and several tools and a checklist at the end of this module for assistance and guidance).

15 Lawless S., Cohen P., McDougall C. et al. 2019. Gender norms and relations: Implications for agency in coastal livelihoods. Maritime Studies, 18, 347–358. https://doi.org/10.1007/s40152-019-00147-0

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How livelihood interventions can boost women's economic empowerment

Women are key drivers of economic growth, significantly contributing to coastal resource-based livelihoods. They are more likely to be household financial managers and their expenditure patterns show more investment in assets that enhance the well-being of the family and greater community. However, their economic returns are not always cash-based due to the informal nature of their work. As a result, this work receives limited recognition, and data that is collected often fails to capture women's contributions and investment; for example, data collection may miss out women-dominated fisheries and activities, such as gleaning and post-harvest activities along the value chain.

What do we mean by economic empowerment?

"Women's economic empowerment is the capacity of women and men to participate in, contribute to and benefit from growth processes in ways which recognise the value of their contributions, respect their dignity and make it possible to negotiate a fairer distribution of the benefits of growth."[16]

What are the issues for livelihoods?

"Gendered 'structures of constraint' can prevent women and girls accessing resources and translating those resources into improvements in their livelihood outcomes."[17]

These constraints firstly relate to social norms of family and society, and secondly to formal mechanisms of the state, markets and civil society.[18] Table 8.1 below provides examples of how discriminatory practices and social norms affect women's economic engagement.

Table 8.1. Examples of constraints on women's engagement in the cash economy in Solomon Islands.[19]

Issues	Constraints
Access to markets	In many parts of the country that are far from provincial centres or the capital, Honiara, there are no opportunities for women to earn money by selling produce, fish or handicrafts.
Access to and control of collateral	Customary systems of traditional obligation and control of family assets make it difficult for women to independently access or control collateral. Customary land tenure systems and the complexities of land lease rights have generally excluded women from using land as a source of collateral or as a base for a business enterprise.
Access to credit	There are no legislative barriers to women accessing bank loans, mortgages, and other forms of financial credit, but de facto discrimination is commonly reported. This combined, with the barriers to obtaining collateral, constrain women's ability to raise funds to invest in a business.
Access to financial services	Limited financial services are available to the 80% of Solomon Islanders who live in rural areas. This makes it difficult for women to secure their finances, save and borrow; it also means women cannot develop credit histories, which facilitate improving and growing businesses. Women have difficulty accessing the services of financial institutions without formal identification (such as a birth certificate, driver's license, or the endorsement of a designated authority), which many people do not have.
Control of income or profit	Systems of traditional obligation and high risks for women in violent relationships make it very difficult for them to control any income or profit they may make.
Violence against women	Violence against women is not only a major health concern, it also makes it difficult for women to retain money they have earned; to receive a share of a spouse's money; or to assert their rights to travel, engage in their own work, and access education and training.

16 Eyben R., Kabeer N. and Cornwall A. 2008. Conceptualising empowerment and the implications for pro-poor growth. Institute of Development Studies, University of Sussex, Brighton. Page 9.

17 Kabeer N. 2018. Gender, livelihood capabilities and women's empowerment: Reviewing evidence over the life course, GAGE, ODI, UK. Page i.

18 Kabeer N. 2018. Gender, livelihood capabilities and women's empowerment: Reviewing evidence over the life course.

19 Sourced from Laqeretabua A. 2019. Gender and fisheries desktop review for SPC. SALT Inc. Development Consultants. Page 54.

Box 2: Savings clubs and financial inclusion training empower women

Women's savings groups and financial inclusion training have been in existence in some Pacific Island countries, including Solomon Islands, Fiji and Papua New Guinea, for more than a decade. A pioneer in this area is Dr Alice Pollard, who started a financial inclusion model in Solomon Islands with the West 'Are'Are Rokotanikeni Association in 2006 to empower women in rural communities as a means of supporting livelihood enhancement and gender equality.

The broad aim of these initiatives is to provide opportunities for women to save and invest money, and use it in their livelihoods when other financial services (e.g. from banks) are not available. The women-only models assist women with low literacy to develop financial and other skills that will be helpful and empowering in other aspects of their lives. The approach also provides women with leadership opportunities that might not be available to them if men were involved.

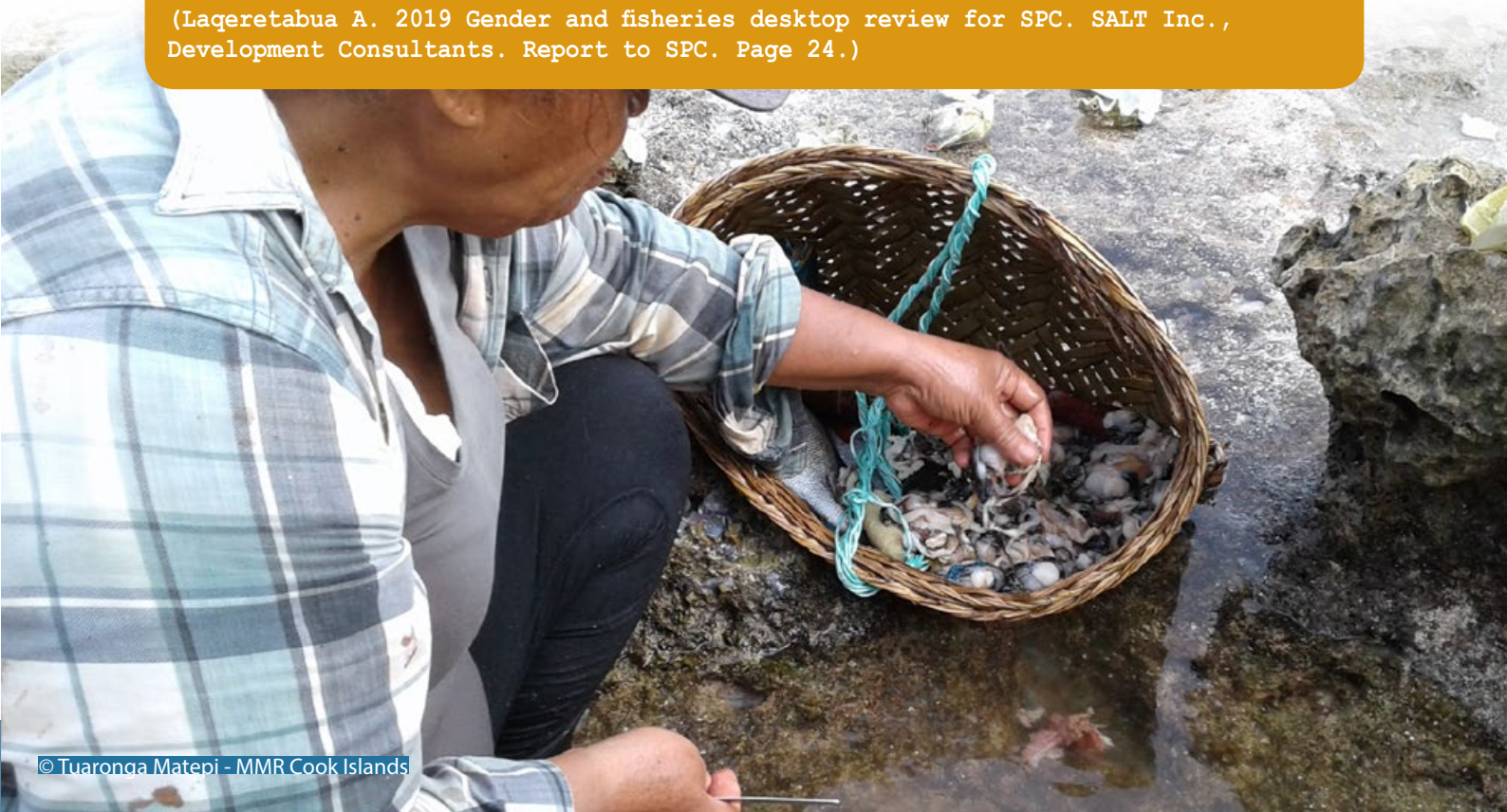
In another programme, the Solomon Islands women's savings club model, 'Tugeda Tude fo Tumoro', provides an opportunity for women to mobilise financial resources to invest in initiatives. In doing so, they gain confidence in decision-making, financial management, budgeting and record keeping.

Improving women's confidence, capacity and standing erodes barriers to their participation in decision-making and enhances their contribution to their community.

Case study: Discrimination in fishing

'In Palau, women are discriminated against by the exclusion of their fisheries catch in the cooperatives set up to provide shore-side facilities and services to local fishers because of the low value and irregular supplies involved with many invertebrate products. This leads to little or no access for women and their produce to cold storage and transportation facilities provided by the Palau Federation of Fishing Associations, hindering women from accessing markets that are further away or forcing them to pay extra fuel to use boat transportation for their products.'

(Laqeretabua A. 2019 Gender and fisheries desktop review for SPC. SALT Inc., Development Consultants. Report to SPC. Page 24.)



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Ways forward for improving gender equity and social inclusion in coastal livelihood projects

This section provides key principles, a checklist and three tools to support the integration of GSI in coastal livelihood projects.

Key principles

Any assessment or tool used in supporting sustainable livelihood initiatives in the Pacific should apply the following key principles to guide action towards the development of sustainable livelihoods that incorporate a GSI perspective:

- Be people-centered – focus on the impacts an action will have on the livelihoods of different people (rather than the institutions, natural resources or technology).
- Build on strengths – action should seek to build on people's own capabilities, skills, knowledge and needs, acknowledging that these are influenced by gender norms.
- Give voice and choice – action should seek to increase people's capacity, including of those who are marginalised or vulnerable, and provide them with opportunities to give voice to their choices and make informed choices.
- Be flexible – actions should be responsive and adaptable to changes in circumstances and operations (e.g. business arrangements).
- Focus on sustainability – action should take account of the economic, social, institutional and environmental sustainability of livelihoods.[20]

Checklist for GSI in livelihood enhancement planning

This checklist focuses first on ensuring planners, practitioners and facilitators consider the range of stakeholders (*people*) who might be involved in or affected by a livelihood activity, and then the sorts of issues that might come into play (*involvement*) and affect their ability to respond to, participate in or benefit from a livelihood enhancement activity.

Organisations and programme staff are encouraged to carry out a detailed GSI analysis prior to planning and implementation if possible. Whether a GSI analysis or this checklist is used, it is important to carry out a GSI assessment before, during and after the livelihood intervention:

1. Prior – The process should identify ways to ensure equitable participation of women, men and youth in the diagnosis process, which will allow an opportunity to capture a more balanced range of voices that may reflect gender and social differences (i.e. interests, responsibilities, etc.). Specifically, this analysis should focus on who is involved in the diagnosis process, and how is the process conducted.
2. Post diagnosis (planning and implementation) – Information collected as part of GSI analysis is important for planning and monitoring the implementation of a livelihood enhancement initiative to see how or why livelihoods have changed or improved, or who has been affected (see Module 3: Monitoring, evaluation and learning).

TIP

Different forms of social differentiation or characteristics of people – their gender, age, ethnicity, personal history, parenthood, reproductive capacity, disability and economic status – are all influential in livelihoods.

20 Source: Adapted from IMM Ltd. 2008. Sustainable livelihoods enhancement and diversification (SLED): A manual for practitioners. IUCN. Page 15.

A - People: Have you considered the following people and whether their roles are different in any way?

- Women and men
- Girls and boys
- Married and unmarried women and men, or widows/widowers
- Different age groups, the elderly or young women/men
- People living with disabilities (physical or mental)
- People with different traditional roles within the community (e.g. fishers, custom roles, carpenters, weavers, artists)
- People from different tribes or clans
- People from different communities or villages
- Migrants – seasonal or permanent (e.g. people who are not here now, but sometimes are)

B - Involvement: Have you considered how these different people may be affected by the following issues?

1. **Rights to access or use land, sea or natural resources**
2. **Rights to make decisions or control use of land or sea or resources**
   - These may be inherited through a mother's or father's family line or by descent; traditionally sanctioned; or allowed by formal legal mechanisms.
   - If the livelihood depends on access or rights of use, will the stakeholder have authority or rights in theory AND in practice? Even in matrilineal situations, men may have assumed the role of decision-makers.
3. **Traditionally defined roles or relationships with natural resources**
   - By tribe, clan or gender or other criteria, e.g. restrictions on fishing activities; taboo on the targeting or consumption of certain species or accessing sacred areas.
4. **Roles in raising children**
   - Feeding and caring for children of different ages, teaching young or older children, training in fishing or hunting.
5. **Users who depend on the area or resources but do not have traditional rights, such as temporary or seasonal migrants, or immigrants**
6. **Age and disability**
   - How are youth, the elderly or those living with a disability involved? Are assumptions being made by adults that, for instance, youth will participate in a given way (e.g. provide labour, implement, enforce or comply). Are elders' knowledge and role being considered?
7. **Economic or other social impacts of an activity?**
   - Will an activity have a negative impact on any group, or make them more vulnerable in meeting their livelihood needs through their participation in the livelihood? Will it create hardship or disputes (e.g. jealousy, conflict, inequality)?
8. **Access to agencies or supporting organisations**
   - Will all people have access to agencies that could provide services to help them in their livelihoods (e.g. access to finance or information)?[21]

21 Source: Adapted from IMM Ltd. 2008, Sustainable livelihoods enhancement and diversification (SLED): A manual for practitioners. IUCN. Page 15.

C - Based on the above, can you answer these key GSI questions?

1. **Who will or can participate in a livelihood enhancement or supplementary activity in terms of different social groups (e.g. men, women, youth, women's groups, individuals, community, family business)?**
2. **Who has access to assets (e.g. social and institutional support, information, physical and natural resources, finance, etc.)?**
3. **What is the division of labour or roles and responsibilities, and allocation of time?**
4. **Who has the power to make decisions?**
5. **Who will get the benefits and who will be impacted (e.g. access and control of income and services)?**

Tools for assessing integration of GSI in livelihood initiatives

There are many different tools and resources available for livelihood assessment and enhancement, though far fewer relate specifically to GSI and livelihoods. We have selected three tools that are most relevant to livelihoods in the region.

- 'New Idea' for livelihoods tool
- Gendered value-chain analysis tool
- GSI analysis tool

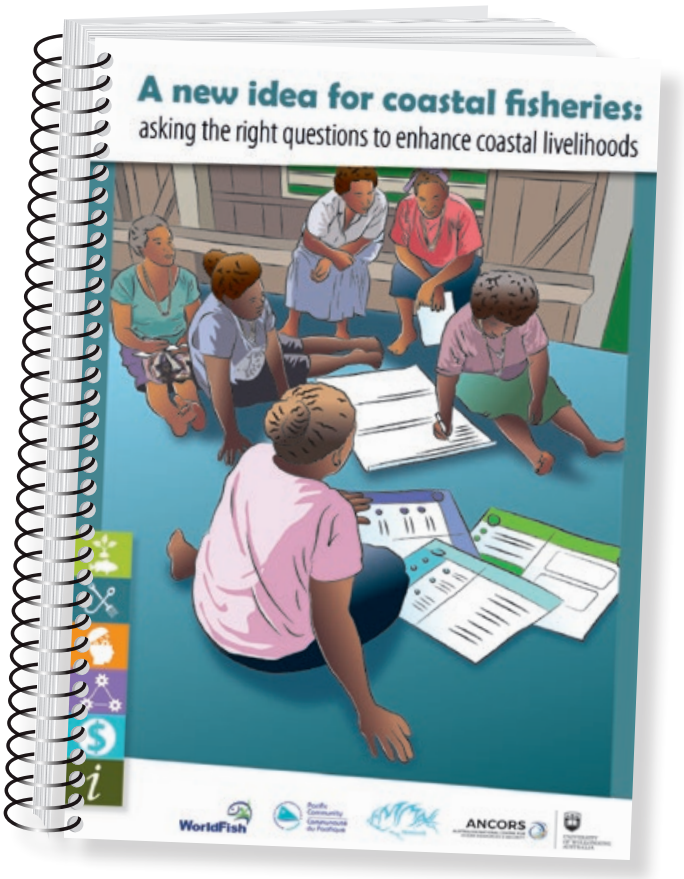
'New Idea' for livelihoods tool

A common question facing community members, extension officers, community organisers and organisations considering livelihood options is: "Is this a good idea?"

A tool was developed with specific emphasis on considering the roles of women and men in livelihood projects. This 'New Idea' tool, recently published by SPC,[22] is for guiding conversations about a group wanting to take up a new livelihood activity. It provides a structured process and guiding questions to assess the viability of a proposed activity based on five broad components or building blocks: natural resources, equipment, skills, markets and finances.

The 'New Idea' is designed to be widely and locally accessible. However, while gender considerations have been integrated in the 'New Idea' tool, it was not designed to challenge gender inequalities.

- If the 'New Idea' is used by organisations or programme staff, a GSI analysis should ideally be undertaken before planning and implementation or, at the least, the checklist should be applied.
- The 'New Idea' can be an empowering tool if used by the target groups in a participatory learning approach.



22 Available at https://coastfish.spc.int/index.php?option=com_content&Itemid=30&id=509

Gendered value-chain analysis and how to support livelihoods

A value chain (Fig. 8.3.) is the full range of production activities that all people are involved in when a product passes through different stages and gains value. This includes access to productive resources (e.g. equipment, finance) prior to harvesting, collection or harvesting, processing and transportation of the product, and sale to a wholesaler or exporter, or a final consumer (at a market, shop or restaurant). Value chains include local, regional and global markets.

Figure 8.3. A simple value chain showing the different stages for a marine product.

In general, we find that how women and men participate in the value chain as part of their livelihood activities very much depends on the existing division of labour, and the social norms governing work considered appropriate for women and for men in a location.[23] These roles can also be influenced by other factors such as age, marital status, ethnicity and economic status, which are sometimes identified as gender-based constraints in the value chain.

It is important to recognise the activities women perform in value chains, whether their work is paid or unpaid, part time or full time, and the specific barriers and needs of women. Women's participation along the value chain can include their access to and control over productive assets and the benefits derived from them (e.g.income). This is often influenced by an individual's ability to make decisions or choices and to transform these choices into desired livelihood outcomes – such as food or income, payment of school fees, improved housing and other forms of material well-being. But this requires the ability to control access to resources and profits.

A gender-sensitive value-chain analysis (or mapping) identifies all value-chain actors (women and men, youth) and their level of involvement in each stage, their relationships with each other, the gender-based constraints (GBC) faced by women and men in performing their tasks (see table below) including inequalities in access to and control over resources, or in decision-making about certain activities in the value chain. Identifying GBC is a key step that complements a simple value-chain analysis by adding a gender lens.

The information collected on the various actors, their relationships and the GBC they face along value-chain nodes need to be gender-disaggregated using gender indicators or measures (see table tool below). This helps identify gender-specific barriers and underlying forms of discrimination that relate to existing gender norms. For example, women and men experience access to markets differently because of their gender roles.[24] Women's mobility may be more restricted because they are expected to stay home and look after children and manage households; they may not own or have access to a means of transportation; or travelling might not be safe for them.

Tool for analysis of gender-based constraints in the value chain. (Adapted from FAO. 2018. Developing gender-sensitive value chains – Guidelines for practitioners. Rome: FAO.)

Activity per stage	Constraints faced by women	Causes/factors leading to GBC	Consequences on the value chain	Actions to address GBC
Preparation				
Harvesting				
Processing				
Wholesale				
Retail				

Analysis also identifies where improvements in the quality of the product could help producers or sellers to gain higher value. Often in rural or remote places, there are issues with spoilage of seafood or lack of means to store it long enough. If we investigate the economic roles of people along the value chain, it is possible to identify entry points for interventions to improve the value (the amount of money) a person gets for their product. Interventions could include livelihood enhancement activities to reduce post-harvest loss (to avoid seafood spoilage), improve access to credit (to avoid money lenders with high interest rates and increase access to markets (and to good facilities, freezers, ice, etc.), or establishment of women's cooperatives to help sellers access information to better understand market and trade prices.

23 Kruijssen F., McDougall C. and Asseldonk I.J.M. 2018. Gender and aquaculture value chains: A review of key issues and implications for research. Aquaculture, 493:328-337. https://www.sciencedirect.com/science/article/pii/S0044848617325577#bb0305

24 FAO. 2018. Developing gender-sensitive value chains – Guidelines for practitioners. Rome: FAO. http://www.fao.org/3/a-i6462e.pdf

GSI analysis tool

A GSI analysis tool and information are provided in Module 2 of this handbook. A GSI analysis helps to identify and assess:

- the roles of women and men in coastal fisheries and aquaculture livelihoods;
- the different ways they use, access or control (i.e. make decisions) resources;
- the impact of their activities;
- how they benefit;
- what environment, economic, social or cultural laws, and normal policies, processes or trends affect how people achieve benefits; and
- the distinct needs of women and men, given their current roles.

Information collected as part of GSI analysis is important for monitoring and evaluation (see Module 3) of a livelihood enhancement initiative to see how or why livelihoods have changed or improved.

Where this is not possible, the **checklist** should be used before and after the intervention to ensure GSI issues are considered and acted on.

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

- SSF 6 – Social development, employment and decent work
- SSF 7 – Value chains, post-harvest and trade
- SSF 8 – Gender equality
- SSF 12 – Capacity development
- *A new song* Outcome 1 – Informed, empowered coastal communities with clearly defined user rights
- *A new song* Outcome 6 – Effective collaboration and coordination among key stakeholders and sectors of influence
- *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

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