

MAINSTREAMING GENDER IN FISHERIES AND AQUACULTURE

A Stock-taking and Planning Exercise
Final report



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A stock-taking exercise

Final report

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Preparation of this document

This document is the final report on the Mainstreaming gender in fisheries and aquaculture: A stock-taking exercise and contains two outputs arising from the following activities: (i) consultancy work on a stock-taking and planning exercise on gender mainstreaming in fisheries and aquaculture; and (ii) stock-taking and planning exercise on gender mainstreaming in fisheries and aquaculture, both held in February and June 2012 in Rome, Italy.

This report was prepared by Melba B. Reantaso, Aquaculture Officer of the Aquaculture Branch (FIRA), with contributions from: Susana Siar and Daniela Kalikoski, Fishery Industry Officers of the Fishing Operations and Technology Branch (FIRO), Helga Josupeit, Senior Fishery Officer and Rebecca Metzner, Senior Fishery Analyst, both of the Policy, Economics and Institutions Branch (FIPI).

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Abstract

International organizations have spearheaded initiatives to increase the focus on gender issues. FAO's *The State of World Fisheries and Aquaculture 2012* highlighted gender mainstreaming as a key issue facing the sector. These developments led the FAO Fisheries and Aquaculture Department to decide to review its progress in advancing gender equality in fisheries and aquaculture development and to assess the extent to which policies, researches and action projects are oriented towards gender equality and women's empowerment. With this aim, it conducted a stock-taking and planning exercise on mainstreaming gender in fisheries and aquaculture.

The exercise identified challenges and gaps in the Department's programmes and projects, becoming the basis for an action plan to achieve ten goals: formulating a gender mainstreaming strategy; improving the gender awareness and mainstreaming capacity of senior managers and staff; increasing attention on the persistent data and knowledge gap on gender in fisheries and aquaculture; bridging the gap between the relatively strong attention on gender in policy responses and the much weaker integration of gender analysis and perspectives; creating opportunities for regular sharing of information on gender activities; strengthening the focus on gender equality; improving the gender equality framework; strengthening the social science and gender expertise at all levels; strengthening management accountability for, and leadership in, promoting gender equality and gender mainstreaming; and pursuing compliance and tracking on the Department's contribution to achieving FAO's gender equality objectives.

This initiative provides the Department's management with guidance upon which actions and a gender mainstreaming strategy may be based.

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Abbreviations and Acronyms

BPFA	Beijing Platform for Action
CCRF	Code of Conduct for Responsible Fisheries
CEDAW	United Nations Convention on the Elimination of Discrimination Against Women
EAF	ecosystem approach to fisheries
ESW	Gender, Equity and Rural Employment Division
FI	Fisheries and Aquaculture Department
FAO-PacFA	FAO Global Partnership Climate Change, Fisheries and Aquaculture
FAO-RAP	FAO Regional Office for Asia and the Pacific
FIPI	Policy, Economics and Institutions Branch
FIR	Fisheries and Aquaculture Resource Use and Conservation Division
FIRA	Aquaculture Branch
FIRO	Fishing Operations and Technology Branch
GAF3	Third Global Symposium on Gender in Aquaculture and Fisheries
GFP	gender focal point
HCD	human capital development
ICSF	International Collective in Support of Fishworkers
MDF	FAO's Multidisciplinary Fund on Gender and Food Security
MTE	mid-term evaluation
PCM	project cycle management
PEMS	performance management system
PRS	project review sheet
RFLP	Regional Fisheries Livelihoods Programme
SFLP	Sustainable Fisheries Livelihood Programmes
SOFIA	The State of World Fisheries and Aquaculture
SRD	Sustainable Rural Development
SSA	Small-Scale Aquaculture
TAC	Total allowable catch
TCP	Technical Cooperation Programme
ToR	Terms of Reference
UDHR	Universal Declaration of Human Rights
UN	United Nations
WIF	Women in Fisheries

Background

INTRODUCTION

In celebration of International Women's Day (8 March 2012), during an event titled "Empowering Young Rural Women: Inspiring the Future" – jointly organized by the International Fund for Agricultural Development (IFAD), the Food and Agriculture Organization of the United Nations (FAO) and the World Food Programme (WFP) – the FAO Policy on Gender Equality: Attaining Food Security Goals in Agriculture and Rural Development (FAO, 2012a) was launched. The policy underscores the importance of gender equality in achieving food security and outlines the gender equality goal, objectives and strategy. The five gender equality objectives are: (i) women participate equally with men as decision-makers in rural institutions and in shaping laws, policies and programmes; (ii) women and men have equal access to and control over decent employment and income, land and other productive resources; (iii) women and men have equal access to goods and services for agricultural development and to markets; (iv) women's work burden is reduced by 20 percent through improved technologies, services and infrastructure; and (v) the percentage of agricultural aid committed to women/gender-equality related projects is increased to 30 percent of total agricultural aid. To achieve these gender equality objectives, a gender mainstreaming approach is being adopted "by incorporating gender analysis, using sex-disaggregated data, and paying attention to gender-differentiated impacts" in all of FAO's work.

On the same day, FAO also launched *The State of Food and Agriculture 2010-2011: Women in Agriculture – Closing the Gender Gap for Development*, where the importance of addressing gender issues in aquaculture development was recognized. Key messages of the report state that: (i) women constitute, on average, 43 percent of the agricultural labour force in developing countries; (ii) women in agriculture and rural areas have less access than men to productive resources and opportunities; (iii) female farmers produce less than male farmers but not because they are less efficient; (iv) closing the gender gap in agriculture would generate significant gains for the agriculture sector and for society; (v) these potential productivity gains are just the first round of social benefits that would come from closing the gender gap; and (vi) policy interventions can help close the gender gap in agriculture and rural labour markets (FAO, 2011).

The State of World Fisheries and Aquaculture 2012 (SOFIA 2012) (FAO, 2012b) highlighted gender mainstreaming as one of the key issues facing the fisheries and aquaculture sector, citing Arenas and Lentisco (2011) in stating that "...Gender mainstreaming is not only a question of social justice but is necessary for ensuring equitable and sustainable human development. The long-term outcome of gender mainstreaming will be the achievement of greater and more sustainable human development for all."

Until recently, gender analysis had focused on the different occupational roles of men and women, with men generally being responsible for actual fishing (i.e. harvesting and production) and women being directly involved in post-harvest and marketing activities. As production goals have tended to be the focus of research and policy, the predominantly male catching sector has remained the centre of attention (Bennett et al., 2004).

As the definition of poverty has become multidimensional and more holistic coupled with an increased focus on reducing vulnerability of women, gender has become more central to fisheries policy and development practice. Fisheries resource management is increasingly being linked to all levels of the so-called “deck to dish” fish value chain in which both men and women have important roles to play.

RECENT DEVELOPMENTS IN GENDER AND GENDER IN FISHERIES AND AQUACULTURE

A number of recent developments have similarly indicated the growing attention and importance given to gender issues. On July 2010, United Nations (UN) Women (or the United Nations Entity for Gender Equality and the Empowerment of Women) was created by the UN General Assembly, merging four UN offices involved with gender issues and carrying a focused mandate on gender equality. The main roles of UN Women are: (i) to support intergovernmental bodies in their formulation of policies, global standards and norms; (ii) to help Member States to implement these standards to forge effective partnerships with civil society; and (iii) to hold the UN system accountable for its own commitments on gender equality, including regular monitoring of system-wide progress (UN Women, 2011).

In India, in July 2010, a “Women in Fisheries Workshop – Recasting the Net: Defining a Gender Agenda for Sustaining Life and Livelihoods in Fishing Communities” was convened by the International Collective in Support of Fishworkers (ICSF). The workshop analysed the impact of current developments in fisheries on the livelihood of fishing communities with a focus on women’s experiences, shared local agendas and strategies of women’s organizations in fisheries; and defined an agenda and strategies for sustaining life and livelihood in fisheries into the future (Kumar and Prakash, 2010).

In October 2010 in Phuket, Thailand, the Global Conference on Aquaculture 2010 (FAO/NACA, 2012) included a thematic review addressing human capital development (HCD) and gender issues in aquaculture as one of the 20 important issues in aquaculture development. From this, a number of thematic recommendations were put forward including:

- Include HCD and especially gender in the Phuket Declaration. Make sure that statistics are gender disaggregated..
- Tackle data collection requirements to document gender roles and relations throughout the aquaculture value chain and to assess training and educational needs at all levels in aquaculture.
- Promote the inclusion of social science disciplines (including business administration, sociology, anthropology and geography development studies) in aquaculture curricula and training to keep up with the broader needs of aquaculture development.

- Support the formation of platforms/networks of professionals to enhance the sharing of information and experiences, and facilitate harmonization of curricula and integration of women in the profession.
- Make assessments of institutional arrangements, organizational culture and practices and curriculum from a gender perspective to create an enabling environment for women and men professionals and farmers.

In April 2011, the Third Global Symposium on Gender in Aquaculture and Fisheries (GAF3) was followed by the FAO Workshop on Future Directions for Gender in Aquaculture and Fisheries Action, Research and Development, held at Shanghai Ocean University, Shanghai, China, on 23–24 April 2011. The Workshop built on UN and FAO commitments to heighten attention to the gender dimension in development. It was convened to generate strategic ideas and actions that could be used to develop a road map for future directions on gender in aquaculture and fisheries. To this end, the Shanghai Statement was drafted as a starting point to guide actions on the path to understanding the implications of roles, experiences and contributions of women and men in aquaculture and fisheries (FAO, 2012c).

POSSIBLE SOLUTIONS TO IMPROVE WOMEN'S PARTICIPATION IN THE FISHERIES AND AQUACULTURE SECTOR

SOFIA 2012 also highlighted possible solutions to enhance women's participation as equal and productive partners in the fisheries and aquaculture sector including: data solutions (e.g. qualitative and quantitative gender-sensitive indicators, sex-disaggregated data); macrolevel policy solutions (e.g. responsible governance of tenure security, equitable resource access rights); resource control and access (e.g. control over access to aquatic resources); and development arena solutions (e.g. require programmes to obtain sex-disaggregated data, conduct gender analysis in programmes and projects, strengthen the participatory and organizational capacity of stakeholders at various levels).

Objectives and methodology

Based on the above developments and emphasizing the importance of gender in fisheries and aquaculture as well as in recognition of FAO's vital role in strengthening gender awareness/equality through developmental programmes and projects, this gender mainstreaming in fisheries and aquaculture stock-taking and planning exercise was conducted. It became part of an assessment and learning endeavour on the part of FAO's Fisheries and Aquaculture (FI) Department to review its progress in advancing gender equality in fisheries and aquaculture development. The main objective was thus to assess the extent to which the fisheries and aquaculture policies, researches and action projects are oriented towards gender equality and women's empowerment.

The specific objectives were to:

- generate understanding of the extent to which gender equality and women's empowerment have been internalized and acted upon by management and technical staff;
- assess the extent of gender mainstreaming in terms of the development and delivery of programmes/projects;
- identify mechanisms, practices and attitudes that have made positive contribution in mainstreaming gender in fisheries and aquaculture;
- assess the level of resources allocated and spent on gender mainstreaming and gender activities;
- make recommendations for improvement and suggest possible strategies to better implement gender mainstreaming, including measuring progress and performance.

In order to achieve these objectives, two activities were undertaken: (i) a gender mainstreaming exercise designed and developed by a gender consultant, Esther Velasco to address Objectives 1–4, who facilitated this exercise wherein three branches/units from FAO, namely the Aquaculture Branch (FIRA), the Fishing Operations and Technology Branch (FIRO) and the Policy, Economics and Institutions Branch (FIPI) participated; and (ii) a two-day workshop, the Mainstreaming Gender in Fisheries and Aquaculture: Feedback and Action Planning Workshop, held at FAO headquarters in Rome, Italy, on 11–12 June 2012 aimed to address Objective 5 of this mainstreaming gender activity.

GENDER MAINSTREAMING EXERCISE

Central to the exercise undertaken by Ms Velasco was answering the question: To what extent are gender equality and women's empowerment principles taken into account in fisheries and aquaculture development research, projects and policy? The answer was sought using three complementing tools, namely: document review, staff consultations and interviews, and a planning workshop.

The consultant reviewed relevant FAO documents from 1995 until the most recent including research, technical papers, policy briefs, guidelines and reports of normative and field programmes and projects. Key

institutional policy documents on gender mainstreaming were also reviewed. This was followed by one-on-one interviews with senior management and programme staff at FAO headquarters in Rome comprising three out of the six branches of the FI Department (i.e. FIRA, FIRO and FIPI). The interviews provided an opportunity to learn about the views and level of understanding of key management and staff members and programme staff on gender issues and concepts. A total of 37 staff participated in the interviews, 18 of them (48 percent) being women.

During this exercise, three challenges and gaps in the integration of gender in the FI Department's programmes and projects were identified: (i) gender implications of climate change; (ii) gender in technical cooperation programmes (TCPs) was largely given "token" statements; and (iii) gender analyses in programmes/projects were mostly focused at the lower end of the market spectrum. Ms Velasco, using insights and observations gained from the document review and one-on-one interviews, drew seven conclusions relating to gender mainstreaming (see Appendix 1).

PLANNING WORKSHOP

The findings and recommendations generated from the document review and staff interviews were later presented in a two-day feedback and planning workshop, attended by key staff from the FI Department as well as representatives from the Gender, Equity and Rural Employment Division (ESW). The workshop provided an opportunity to validate and enrich the findings of the stock-taking exercise. Further suggestions and recommendations were elicited from participants, which were incorporated in the report and gender mainstreaming action plan. The workshop formulated ten recommended gender mainstreaming goals to improve and suggest strategies to better implement gender mainstreaming in the FI Department's programmes and projects. These goals included proposed activities with key FI personnel identified to ensure that these ten goals become successful (see Appendix 2).

Conclusions and the way forward

FAO has taken a key role in leading and supporting initiatives in discussions and debates on the relationship between gender, equity and power within the rapidly evolving sector, including in areas where gender is less explored, such as fisheries and aquaculture governance. Currently, FAO is actively involved and supporting fora and discussions to analyse gender issues and has become an integral part of the periodic Asian Fisheries Forum. These may have generated new knowledge products on the gendered impacts of aquaculture and fisheries in diverse contexts, and have potentially contributed to the increasing visibility of female stakeholders in the literature and documentation, as well as in the development strategies of the sector.

However, a number of general weaknesses and opportunities for the FI Department's gender mainstreaming strategy were identified. The exercise noted the presence of mixed views and understanding of gender among staff and senior management, but a strong recognition of its importance. There is an increased attention to gender in global and regional discussions and fora in fisheries and aquaculture. Despite progress in documentation, policy development and practice, there was general weakness in gender-responsiveness of programmes and policies and a substantive lack of gender information and knowledge generation and management.

Furthermore, the exercise recognized: the substantive lack of gender information, knowledge generation and management; persistently inadequate human and financial resources for gender mainstreaming; a disconnect between policy and practice; and a lack of active leadership to support an enabling environment for pursuing gender equality and gender mainstreaming. However, there is a strong recognition of its importance in FI Department's programmes and projects as well as an increased attention to gender in the global and regional discussions. Similarly, there has been some improvement in the approaches on gender in policy and projects as an increasing shift of focus from simply being a women's issue to the more strategic gender equality framework takes hold.

The two-day feedback and workshop suggested that the FI Department should address the gender mainstreaming gap through the following ten gender mainstreaming goals:

- develop a Fisheries and Aquaculture Gender Mainstreaming Strategy that is in line with the FAO Policy on Gender Equality;
- improve gender awareness and gender mainstreaming capacity of senior managers and staff through a capacity development programme;
- strengthen efforts to develop a core set of gender indicators that would be used to generate, analyse and use gender-disaggregated data in relevant FI projects and programmes to address the persistent data and knowledge gap on gender in fisheries and aquaculture;
- bridge the gap between relatively strong attention on gender in policy responses, on the one hand, and the much weaker integration of gender analysis and perspectives, on the other;

- create opportunities for regular sharing of experiences and lessons on gender activities;
- strengthen focus on gender equality and move beyond women's issues;
- improve the gender dimension, and promote coherence in the gender equality framework;
- strengthen the social science and gender expertise of FI at all levels of operations;
- strengthen management accountability for and leadership in promoting gender equality and gender mainstreaming; and
- pursue compliance and tracking on FI's contribution to achieving the FAO Policy on Gender Equality.

This gender mainstreaming stock-taking exercise and planning initiative is a big leap forward and provides FI management with guidance upon which actions and gender mainstreaming strategy may be based.

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APPENDIX 1

Consultancy report on a stock-taking and planning exercise on gender mainstreaming in fisheries and aquaculture

Esther Velasco

INTRODUCTION

FAO's gender equality goal

1. Gender equality is central to FAO's mandate to achieve food security. The goal of the FAO Policy on Gender Equality is to close the productivity and welfare gap between men and women in food and agriculture. This means that FAO will address the gender-differentiated productivity and welfare issues in food and nutrition security, rural development, natural resource management, livelihoods and sustainable agriculture including livestock, forestry and fisheries. The major responsibility for achieving FAO's gender equality goal and objectives lies with its member countries. FAO is one of many agencies and actors contributing to the achievement of those goals and objectives, and FAO is accountable for the quality, efficiency and timeliness of FAO's contribution at the output level, for monitoring the intermediate outcomes in terms of utility and effectiveness, and for monitoring, along with its partners, progress towards the achievement of its goal and objectives.

FAO's policy on gender equality

2. The purpose of the FAO Gender Policy is to provide a framework for promoting gender equality and women's empowerment in its technical work and assess results. The policy specifies FAO's goal and objectives related to gender equality and delineates an accountability structure to ensure policy oversight, and achievement of results. This includes specifying roles and responsibilities for coordinating and supporting the implementation of the policy. It calls on the whole organisation to contribute to FAO goals and objectives on gender equality. To this end, a human resource action plan addressing gender parity issues in FAO has been developed for 2010–2013 and a gender policy for human resources is planned for the longer term.
3. The FAO Policy on Gender Equality is mainly oriented towards the principles of gender equality and women's empowerment. Gender mainstreaming is defined as "the process of assessing the implications for women and men of any planned action (including legislation, policies and programmes, in all areas and at all levels). It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of all political, economic and societal

spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality". Gender equality is defined as the equal enjoyment by women, men, boys and girls, of rights, opportunities, services and resources. Gender equality exists when women, men, boys and girls have equal conditions for realising their full rights and potential to contribute to political, economic and social development and for the society to benefit equally from the results.

4. Addressing gender inequality is thus not just about women, but about addressing the unequal power relationships that put women and girls – and sometimes men and boys – in more vulnerable positions and/or inhibit their active engagement in development.

GENDER IN FISHERIES AND AQUACULTURE

5. Fishery is an important component both in terms of its contribution to the economy, as well as in the diet of many cultures. Small-scale fisheries are known to be major sources of protein in many parts of the world. In Cambodia, for example, fish is the main source of protein and calories, accounting for over 75 percent of main intake in animal protein, and more than one million Cambodians depend on inland fisheries to support their livelihoods (Khim, Kaing and Ouch Poue, 2002). It is viewed to play an increasing role in addressing food and nutrition insecurity in many poor rural households in a number of countries in Asia, including Bangladesh and India, as well as in Africa, such as Benin and the Democratic Republic of the Congo. Recently, growing global food needs have led to increased demand on the sector, with aquaculture being now the fastest expanding food sector in the world, and it is expected to contribute more than 50 percent of total fish production by 2020. Fisheries and aquaculture are estimated as major sources of employment and revenue to 200 million people with small-scale fisheries employing about 25–27 million people on a full-time or part-time basis in developing countries. About 70 million people are employed in post-harvest activities in which women account for almost half of the workforce.
6. With the declining fish stocks in capture fisheries and the growing pressure on land-based agriculture, aquaculture is promoted as a viable and sustainable income source, and is foreseen to play a significant role in addressing food and nutrition insecurity in poor households in many developing nations. It is viewed to greatly benefit women in smallholder agriculture as aquaculture activities can be carried out close to homesteads and with minimal investment.
7. Marine capture fisheries activities are generally male activities, especially in the primary sector, and commercial fishing is almost exclusively a male domain, although women are involved in the secondary sector, including in several roles along the capture and commercial fisheries value chain. However, women's participation and contribution to fisheries are also substantial but in general invisible due to a lack of disaggregated data. Women are engaged directly in fish production, on-shore fishing, fishing on small boats and canoes, or serving as crews or in fish-processing on boats. In

many fishing communities, women predominate in the handling, preservation, and processing of fish products. They perform tasks related to sun drying, salting, smoking and preparing fish paste and cakes. The work related to fish-processing such as collecting water and salt, or fuel for the smoking ovens are time-consuming and often physically exhausting. Women's involvement in processing is widespread along with the collection activities, which are generally regarded as appropriate activities for women given their household and family care tasks and responsibilities. Women's contribution through household income generation within and outside the fishery sector is substantial and they play a key role to poverty alleviation and food security.

8. In Asia, especially in the Mekong Delta, aquaculture is an old tradition, and women workers comprise the majority of the labour force in the sector. They predominate in aquaculture processing and contribute significantly to feeding and harvesting. In many cases, women are found to make a greater contribution compared with men. They play a major role in making and/or mending fishing gear, and in assisting unloading boats and nets. In Southeast Asia, women in fishing households participate actively in fisheries activities, especially related to post-harvest and trading. In northeast Thailand, following Thai-Lao culture, inland fisheries are regarded as one of the most important forms of livelihood, equivalent to paddy rice cultivation. Women carry out tasks related to fish sorting, processing, pricing and selling (Sirisambhand, 1997).
9. The role of women in fisheries is often viewed to be small-scale and home-based. As such, development policies have traditionally targeted women as fish processors whereas men are engaged as fishers and managers of the resources, and excluded women in the 'mainstream' planning of the sector.
10. In some countries though, women are increasingly playing a key role as entrepreneurs in fish processing. Women also work as wage labourers in large-scale processing operations. For example, around Lake Victoria in Kenya, women account for 75 percent of the artisanal fishing sector, as processors and traders (White, 1999). Some entrepreneurial women in West Africa invest on fishing vessels and hire crews thus securing their incomes for fresh or processed fish.

Gender roles, power and distribution of benefits

11. Women's involvement and contribution to fisheries and aquaculture have been long established, and there are increasing initiatives aimed at improving women's access to resources and benefits of the sector. However, given women's constraints such as lack of education and leadership capacity, high demands on time for domestic tasks and family care, restrictions of mobility outside their home domains, and norms and values embedded in the culture regarding women's roles and position in society, all pose complex challenges in effectively improving women's equitable participation and benefits in the sector. The comparatively low value attached to women's work reinforces gender inequities in access to production technologies, information and training on new technology, and market information, and in taking up leadership and management roles in fisheries and aquaculture.

12. Despite continued assertions of taking account the crucial role of women in sustained improvements in productivity and utilisation of fisheries and aquaculture resources, macro-level sex-disaggregated data remains limited, and thus in-depth gender analysis in the sector is greatly lacking. This has important implications for capacity building and mainstreaming gender in the sector's development and management, and of equal importance, in ensuring the rights and protection of women involved in fisheries and aquaculture.
13. Moreover, the rapidly changing marketing situation for fish products and the growth of inequalities within fisheries and marketing chains also point to the need for some kind of protection against livelihood threats, and may have important implications to women and men in fisheries.

TERMS OF REFERENCE

14. The consultant is expected to develop and design a methodology which would address the following:
 - generate understanding of the extent to which gender equality and women's empowerment have been internalized and acted upon by management and technical staff;
 - assess the extent of gender mainstreaming in terms of the development and delivery of programmes/projects;
 - identify mechanisms, practices and attitudes that have made positive contribution in mainstreaming gender in fisheries and aquaculture;
 - assess the level of resources allocated and spent on gender mainstreaming and gender activities.

METHODOLOGY

15. The gender mainstreaming stock-taking exercise takes the broad framework of the rights-based gender equality and women's empowerment framework, which recognises that the realisation of the equitable and sustainable development of fisheries and aquaculture is inextricably intertwined with reduction of gender inequalities as an integral element.
16. **The key question was: To what extent are gender equality and women's empowerment principles taken into account in fisheries and aquaculture development research, projects and policy support?**
17. To answer the above question, three complementing tools were used: 1) a document review; 2) staff consultations and interviews; and 3) a planning workshop. The exercise consciously took into account the process-oriented, organisational and self-learning approach, which provided opportunities to identify and clarify priorities through participatory means. This enabled openness in exploring opinions and insights as well as issues and opportunities on mainstreaming gender in the work areas of the FI Department.
18. The following specific areas of analysis were used to determine the status of gender understanding and knowledge of staff, as well as the gender-responsiveness of fisheries and aquaculture policies and programmes:

- Current global and regional gender issues and gender debates affecting fisheries and aquaculture development, and interactions with national gender machineries and key stakeholders.
- Fisheries and aquaculture gender mainstreaming strategy: its objectives, programme and budget.
- Mainstreaming gender equality concepts and tools in the design and implementation of programmes and technical cooperation activities.
- Existing gender expertise and strategy to build gender competence.
- Gender information knowledge and management.
- Gender analysis, monitoring and evaluation systems and tools.
- Planning and decision-making on gender mainstreaming.
- Organisational culture (including policies and procedures).
- Perceptions and attitudes on the achievement of gender equality.

Data collection

19. The exercise began with a desk review of key and relevant documents of the FAO Fisheries and Aquaculture Department's (FI) programmes and projects starting from 1995 including researches, technical papers, policy briefs and guidelines, reports of normative and field programmes and projects. It provided an overview of documentation of gender perspectives and analysis, as well as strategies and evidence of good practices, and an understanding of the background and contexts of mainstreaming gender in the fisheries and aquaculture in such programmes and projects. Key institutional policy documents on gender mainstreaming were also reviewed. **Annex B** provides the complete listing of the documents reviewed and examined.
20. The documentation review was complemented with one-on-one interviews with senior management and programme staff at FAO headquarters in Rome comprising three out of the six branches of the FAO Fisheries and Aquaculture Department including the Aquaculture Branch (FIRA), the Fishing Operations and Technology Branch (FIRO) and the Policy, Economics and Institutions Branch (FIPI). The interviews, which were conducted at an average of one hour per interviewee, provided an opportunity to learn about the views and level of understanding of key management and programme staff on gender issues and concepts, as well as their perceived and real levels of gender capacity: knowledge, skills and attitudes, including insights and experiences in addressing gender issues in their work. **Annex C** shows the guide questions for the interview.
21. A total of 37 staff participated in the interviews, with 18 of them (48 percent) being women. The interviews were conducted over a period of two weeks at the FAO headquarters in Rome.
22. Below is the summary profile of the interview participants:

Division	No. of participants	No. of women participants
FIRA	19	8 (5 from the General Services)
FIRO	7	3
FIPI	5	4
Senior management	4	1
Gender consultants	2	2

23. A complete list of the staff interviewed and consulted can be found in **Annex A**.
24. The findings and recommendations generated from the document review and staff interviews were later presented in a two-day **feedback and planning workshop**. Participants were key staff from the FI Department as well as representatives from the Gender, Equity and Rural Employment Division (ESW). It was an opportunity to validate and enrich the findings of the stock-taking and assessment exercise. Further suggestions and recommendations were elicited from participants, which were incorporated into the report and gender mainstreaming action plan.

OVERALL FINDINGS

25. The findings are a compilation of the opinions and insights shared by the interview participants and workshop planning participants along with analysis and interpretations by the author based on references and observations.
26. ***There have been current global and regional gender issues and debates affecting fisheries and aquaculture development, and interactions with national gender machineries and key stakeholders.*** Over the past years, there has been significant progress in interacting and engaging relevant regional and national government and non-government institutions and networks, as well as education and research institutions. For example, the participation and contributions of these agencies are key to FAO's initiative in developing a technical resource document, e.g. "Measuring the Contribution of Small-Scale Aquaculture: An Assessment". Working with gender specialists and aquaculture experts, women's empowerment was identified as a useful indicator for assessing the contribution of small-scale aquaculture to sustainable rural development.
27. FAO has taken a key role in leading and supporting initiatives in discussions and debates in the relationship between gender, equity and power within the rapidly evolving sector, including in areas where gender is less explored, such as fisheries and aquaculture governance. Currently, FAO is actively involved and supporting discussions to analyse gender issues and have become an integral part of the periodic Asian Fisheries Society's Gender in Aquaculture and Fisheries (GAF) fora. These may have generated new knowledge products on the gendered impacts of aquaculture and fisheries in diverse contexts, and have potentially contributed to the increasing visibility of female stakeholders in the literature and documentation, as well as in the development strategies of the sector.
28. ***There is a need for the formation of a fisheries and aquaculture gender mainstreaming strategy: objectives, programme and budget.*** Most respondents stated a lack of adequate financial and human resources dedicated to ensuring gender-responsiveness of projects which is considered as one critical barrier. While there is considerable recognition of the potential of gender mainstreaming, it seems to rank low in prioritisation. Project partners (i.e. national governments) can also constrain gender mainstreaming if they are not supportive or open to gender mainstreaming and gender equality.

- 29. Mainstreaming of gender equality concepts and tools need to be incorporated in the design and implementation of programmes and technical cooperation activities.** Integrating gender equality concepts and gender analytical tools in projects seem to have only just begun and exemplified by the Sustainable Fisheries Livelihoods Programme (SFLP) projects in West and Central Africa, in the Regional Fisheries Livelihoods Programme (RFLP) project in South and Southeast Asia and, recently, in the Clam Fishers' Project in Tunisia. Moreover, there is growing recognition of the importance of human and social dimensions in the technical, natural science and marketing approaches of fisheries and aquaculture development. This presented opportunities for tackling gender equality issues and has resulted in the integration of gender in social indicators, including vulnerability and poverty assessments.
30. Gender appears not to rank high in the fisheries and aquaculture programmes/projects, albeit slowly getting increasing attention. Gender equality commitments are not consistently taken into account in programmes, despite mandatory requirements from donors and FAO. This may be largely due to lack of capacity, systematic procedures such as tools and guidelines, and separate budget allocations for women and gender mainstreaming activities. Technical and financial resources for gender mainstreaming in projects are often overlooked or are not encouraged to be earmarked. Insufficient awareness and capacity on gender have been widely identified by FIRO staff as among the key challenges, while FIRA and FIPI staff interviewed mainly pointed to weak commitment and low priority on gender hindered its integration in programme/project planning and implementation. Some expressed that the 'tick-box' exercise in the project appraisal process has been a way to conveniently comply with the gender requirements. Often, however, this is not followed through in project implementation and simply falls out from the project cycle processes.
31. While many recognise that gender is a cross-cutting theme in policies and projects and should always be taken into consideration across policy and project planning, taking it forward into actions is considered another issue. Some argue that the 'drivers and opportunities for gender action' should only be carried out if there is sufficient justification from the project appraisal.
32. That is, project interventions and actions on gender should only be considered when analysis will sufficiently confirm the pressing need of addressing gender issues, which means addressing women's marginalised and disadvantaged positions.
- 33. Existing gender expertise and strategy to build gender competence are lacking.** Currently, there are no specific posts and resources for gender specialists in the three units examined, and there is no explicit plan to improve the gender capacity of staff. Instead, there is an assigned gender focal point (GFP) for each of the two divisions in the FI Department. They appeared to be fairly active; however, since they are combining their GFP function with their main technical responsibility, allocating time is a substantive barrier in carrying out their function effectively.
34. Many respondents from FIRO and FIRA felt that they do not have adequate knowledge and skills to integrate gender issues and perspectives in their work. Most of them stated that they have

- insufficient knowledge and experience in using the tools of gender analysis and planning in the project cycle, although many believed that they have enough understanding of gender issues, and have ideas and pragmatic solutions on how to improve the disadvantaged position of women in their projects. From the discussions with some staff in both FIRA and FIRO, they seem to have inadequate understanding of the relevance of gender beyond women's issues.
35. On the other hand, various respondents expressed that, with their overwhelming programme work, they do not have time to learn the rather complicated frameworks and academic language of gender and development.
- 36. *There is a lack of mechanism for exchanging gender information and knowledge and management within the FI Department.*** There is lack of mechanism within the FI Department for periodic communication and sharing of gender-related information, experiences and lessons in programmes and projects. It is viewed that this regular learning exercise can significantly contribute to improving gender knowledge and information including their application and issues. This would also help to address the gap in the gender-segregated data and information in fisheries and aquaculture.
37. Interestingly, a number of good practices on integrating gender in projects as well as anecdotal evidences of women's roles and contributions to fisheries and aquaculture were shared during the interviews and discussions with the staff. Some key examples were:
- Seaweed farming in Zanzibar, the United Republic of Tanzania, is predominantly carried out by men; women have shown that they are more efficient in harvesting and selling. It is a source of income-generation for women, and improved their sense of confidence and independence.
 - In Senegal, women organised themselves into associations and collectively own fishponds and cages. These activities give them a sense of empowerment.
 - In aquaculture, ownership of fishponds often rests with men, while women are proven to be successful entrepreneurs. Women, however, face constraints with accessing productive inputs, such as credit, as they do not traditionally own assets, such as land which are often used as collateral for loans.
 - In the Vessel Development and Technology Programme, the involvement of women in training on safety practices of small-scale fishing vessels proved to have improved safety awareness in fishing communities as women's improved safety knowledge and awareness have been instrumental in changing the mind sets of male fishers (who are mostly their husbands) on fishing safety practices.
 - Gender analysis helped in improving small-scale seaweed farming in Brazil, where the majority of those engaged in seaweed farming are women.
38. Further, a number of related concerns were raised: in the standard questionnaire on fisheries and aquaculture periodically sent to Members, questions on gender have been largely missed out; gender reports, information and data are not explicitly visible in the FAO website; and gender equality indicators and targets for the sector have yet to be established.

- 39. Gender analysis, monitoring and evaluation systems and tools are inadequate.** Overall knowledge of gender analysis – definition, concepts and tools are dismally weak for consistent and effective implementation, as well as for monitoring and evaluation. None of the staff interviewed has indicated a good level of knowledge regarding gender analysis. A solid understanding of concepts and tools of gender analysis is essential if staff are expected to promote gender mainstreaming in their projects. Gender analysis is the start of gender mainstreaming.
- 40. Planning and decision-making on gender mainstreaming need to be clear.** It has been widely acknowledged by the staff who participated in this exercise that the key task of creating a sustainable and enabling organisational environment for gender rests chiefly on the senior management of the FI Department. Their leadership and commitment are essential in ensuring the effectiveness of gender mainstreaming initiatives of programmes. However, this seems not to have been confirmed from interviews with the senior management staff. Most think that such leadership and authority mainly belong to the GFPs. There is also thinking among many senior staff that gender issues and concerns (which are often viewed to be focused chiefly on women) are, at a certain measure, already being adequately addressed by the programmes. This is largely in contrast with the views of most other staff.
- 41. Organisational culture (including policies and procedures) regarding gender mainstreaming in the department has been encouraging.** Gender mainstreaming is not just about addressing the gender equality commitments in programmes and policies; it also ensures that the organisational culture and leadership promote gender equality and women's empowerment. Responses from various staff revealed that while policies on recruitment are committed to gender balance and diversity, and that staff are encouraged to engage in promoting gender equality, there are 'lapses' in the language and behaviour, especially in vertical relationships. There is also a perception, especially among female staff, that career mobility seems not to be equally attainable for both women and men. Most however, expressed positively on the considerations that the unit and department give to family and social obligations of staff.
- 42. Perceptions and attitudes on achievement of gender equality are mixed.** Responses on inquiry regarding this topic gave a mixed picture; some are 'in-tune' with gender mainstreaming and are ready to take it forward into their work. Most of the professional staff interviewed in the three branch units recognise, with some of them even noting gender evidences in their project experiences, that giving systematic attention to gender issues in their work substantially bring benefits to women stakeholders and ensures successful outcomes in the project strategies.
- 43.** Most viewed gender as a concept for inclusion and participation, with emphasis on women as a disadvantaged and less privileged group. However, it is also often overlooked in programme/project planning and implementation. Sustainable development in the fisheries and aquaculture sector is determined by promoting equitable access to technologies and economic benefits, while at the same time, maintaining social harmony. Gender and women issues are seen to be almost synonymous. Addressing gender inequality thus is about

focusing on bringing changes and benefits to women, and not about addressing the unequal power relationships that put women and girls in more disadvantaged and vulnerable positions.

44. Those who are working on highly technical areas tend to view their work as gender neutral. There are questions on how relevant are gender roles and relations in their technical work, and if there are indeed gender implications. If gender is found to be relevant and critical, how will the policy and programme address them? Further, this question was posed: “Is FAO a driver in promoting gender equality in this area of work, or is it reactive? And how can FAO become pro-active?” It seems unclear to many staff that promoting gender equality is a catalyst to development and is one of the key strategic objectives (K) of FAO.

GENDER IN FAO FISHERIES AND AQUACULTURE PUBLICATION AND DOCUMENTATION

45. This section highlights the findings of the documentation review of the stock-taking exercise. Key institutional and relevant documents of the FAO FI Department were examined in terms of the extent to which gender equality and women’s empowerment perspectives were taken into account. It mainly describes the gender content of these major reports/publications, especially the progress in the thinking and perspectives that support the advancement of the broader goal of gender equality and women’s empowerment. It is, however, not clear as to what extent the FI Department contributed to the information and knowledge produced and the achievements made. Interestingly, there seems to be a marked contrast between the progress in mainstreaming gender in publications and documents produced compared to the much needed work in capacity building and application in programmes and projects.
46. A total of 50 materials with social, economic, livelihood, environment, management and governance, and sustainable development themes were reviewed. These included a range of documents ranging from Technical Cooperation Projects (TCPs), Technical Guidelines, Workshop and Technical Papers and Policy Briefs, as well as research reports. In order to ascertain reference or discussion of women and gender issues in the documents, a word search tool on the following was used: women, gender, social, equity, equality, stakeholder, vulnerability, socio-economic, environmental management, sustainable development, and governance.

Progress towards the transformative gender equality framework

47. Since the beginning of 2000, progress has been made in giving explicit attention to women and gender issues and perspectives in fisheries and aquaculture development. There have been increasing reference and discussion of women and gender issues in key relevant documents. Women and gender issues were mainly included in FAO fisheries and aquaculture technical and policy papers as:
- part of a set of indicators of the socio-economic profile of actors/stakeholders, and in the vulnerability assessment of fishers and communities;

- indicator for access and equity in resources and benefits of stakeholders and their families;
- separate discussion/sections on women's roles, and their vulnerabilities and capacities;
- part of the participation, inclusion and equity strategy.

'Milestone' publications

48. Numerous documentation, events and activities highlighting the growing importance of mainstreaming gender in the fisheries and aquaculture sector were released by FAO, the World Bank and other key stakeholders and developmental partners. These are presented below:
49. The **FAO Code of Conduct for Responsible Fisheries** (FAO, 1995) was developed jointly by FAO, intergovernmental and non-governmental organisations and the fishing industry. Adopted in 1995 by more than 170 FAO member countries, it has no strong social component that can be linked to commitment on gender equality strategies and policies of these countries. However, there is recognition that the Code can be potentially made more effective through strategic integration of gender issues, especially in strengthening compliance on the legally-binding gender equality obligations of governments. Particularly relevant, in the FAO Code of Conduct 6.18: *Recognising the important contributions of artisanal and small-scale fisheries to employment, income and food security, State should appropriately protect the rights of fishers and fishery workers, particularly those engaged in subsistence, small-scale and artisanal fisheries, to a secure and just livelihood, as well as preferential access, where appropriate, to traditional fishing grounds and resources in the waters under their national jurisdiction.* With the plan to review and improve the responsiveness of the Code, it is hoped that gender will be appropriately integrated.
50. In what may be considered as a measure to address the gender gap in the FAO Code of Conduct for Responsible Fisheries a policy brief, **Gender Policies for Responsible Fisheries** (FAO, 2005), was produced mainly to encourage policy-makers to support gender equity in livelihoods development in small-scale fisheries. The policy brief also presented experiences dealing with gender issues in fisheries to guide the development of gender policies as well as to highlight strategies to improve the delivery of gender policies in small-scale and industrial fisheries and aquaculture. The policy brief pointed out the gender implications of the changes and scaling-up of the fisheries sector, such as changes in resource access rights, marketing arrangements, governance, and changes linked to the rising importance of aquaculture development. It noted that a shift in the earlier 'roles and resources' approach to the evolving 'livelihoods and gender relations' approach has broadened the social perspective of the sector in understanding and analysing women's roles and contributions in aquaculture. It calls attention that this women's empowerment perspective has been well argued by a major study in 2001 in the Asia-Pacific region which assessed the value of aquaculture policy for ensuring changes in women's status and position, rather than mainly focusing on women's roles in economic efficiency and productivity of the sector.

51. The Policy Brief, **Impact of HIV/AIDS on Fishing Communities: Policies to Support Livelihoods, Rural Development and Public Health** (FAO, 2006) emphasises gender inequities and vulnerability of women in fishing communities to HIV/AIDS. It identified related risk factors such as poverty, insecurity and marginalisation of fishing communities in national development and HIV/AIDS policies and strategies. Promoting the development of the fisheries sector would mean a ‘win-win solution’ – it will enhance the sector’s contribution to poverty reduction and at the same time reduce the spread and impacts of the epidemic within the sector, and consequently, in the general population.
52. The increasing emphasis to address gender issues in fisheries, and at a later stage, aquaculture can have been potentially due to holding parallel forum on gender issues, and made integral to the periodic Asian Fisheries Forum. The first symposium on “*Women in Fisheries*” was held in 1998 at the 5th Asian Fisheries Forum, and in 2001 the second symposium was held during the 6th Asian Fisheries Forum. These earlier events mainly focused on women’s roles and contributions in fisheries. In 2004, an effort in conceptual shift towards a more balanced gender perspective was made with the conduct of the 1st Global Symposium on Gender and Fisheries at the 7th Asian Fisheries Forum, with the theme, “*Changing Tradition: First Global Look at the Gender Dimensions of Fisheries*”. An emerging issue on the impact of HIV/AIDS epidemic and trade globalisation on women were specifically discussed. The 2nd Global Symposium on Gender and Fisheries with the theme, “*Gender and Fisheries: Solutions through Gender Research*” was held during the 8th Asian Fisheries Symposium in 2007. Unlike the earlier symposia, it explicitly addressed both fisheries and aquaculture, and took forward the gender mainstreaming concept: gender issues in inland and coastal resource management and aquaculture; income, fish processing, trade, globalisation and WTO; nutrition and human health; gender mainstreaming in fisheries research and development projects; and models for successful fishing/fish farming families/communities. This was followed by FAO’s key role in jointly sponsoring the *3rd Global Symposium on Gender in Aquaculture and Fisheries* during the 9th Asian Fisheries and Aquaculture Forum. It tackled three major themes on gender dimensions in the fish supply chains, changes in aquaculture, and policies and governance. Outputs of these series of gender and fisheries symposia include reports highlighting issues, conclusions, and recommendations and future actions for gender in aquaculture and fisheries.
53. A key observation in the review is a notable transition of focus from mainly ‘women’s issues’ to a broader and transformative ‘gender equality framework’. An important step was the synthesis of gender lessons and evidences drawn from available aquaculture and fisheries studies under the theme, “*Gender in Fisheries and Aquaculture*” based from the **Gender in Agriculture Sourcebook** (World Bank, 2008). Having been widely disseminated, the Sourcebook might have potentially contributed to an increased understanding and awareness of gender issues in fisheries and aquaculture in diverse contexts. Cases of gender inequities and positive interventions were highlighted.

54. The **Technical Guidelines on the Ecosystem Approach to Fisheries (EAF)** (De Young, Charles and Hjort, 2008) recognises the gender implications in achieving poverty reduction, food security, and fisheries livelihood development – the ultimate objectives of EAF.
- In fisheries, resource management programmes and initiatives often target primarily male members of the community, and women are generally assumed to be secondary players and are given a lower priority. These approaches not only reinforce and perpetuate traditional hierarchical divisions of labour and decision-making, they also depart from the basic principles of participation and social justice which underpins EAF.
 - The introduction of EAF policies, plans and management measures needs to take into account the differential effects of these interventions on men and women. Gender equity should be included in development programmes, especially in resource management. Gender planning would take into account the practical needs of men and women resulting from the actual conditions they experience because of prescribed gender roles, as well as women’s strategic interests (i.e. what is required to overcome the generally subordinate position of women to men), within the existing social, economic, cultural and political contexts. Mainstreaming gender in EAF means planning that focuses not only on providing for equal treatment of men and women involved in fishing related activities, but planning that ensures equitable outcomes. Thus, in the formulation of EAF policies and plans, it is desirable to use participatory methods that provide opportunities for the differential needs of men and women to be identified and addressed.
55. A technical paper which emanated from the FAO expert workshop on **Methods and Indicators for Assessing the Contribution of Small-Scale Aquaculture (SSA) to Sustainable Rural Development (SRD)** (Bondad-Reantaso and Prein, 2009) held in November 2008 in Nha Trang University in Viet Nam developed an indicator system to measure the contribution of SSA to SRD, in terms of natural, physical, human, financial and social capitals. Women’s empowerment was identified as one of the key social capital contributions with the following indicator: percentage of number of SSA farm activities in which women take the major decision-making role. This is operationally defined as ensuring women’s rights and equitable mechanisms for women’s access to benefits including their involvement in various activities associated with SSA and in decision-making related to SSA operations and household management. Data was collected using a checklist of decision-making in farm and household operation activities: 1) starting the farm business; 2) taking care of farm operations; 3) buying and procuring farm inputs; 4) selling and distributing of the harvest; 5) keeping income and record; 6) allocating household expenses; and 7) borrowing money.
56. The **Report of the Global Conference on Aquaculture 2010 – Farming the waters for people and food** (FAO/NACA, 2010) held in Thailand in 22–25 September 2010, also made significant efforts by including an Expert Panel Review, **Addressing Human Capital Development and Gender Issues in Aquaculture Sector**

(Kusakabe, 2010), which chiefly focused on assessing progress and gaps in addressing gender issues in the sector. Acknowledging the lack of data on gender in aquaculture, it pointed to a gap in strategies and policy guidance and suggested ways to improve gender equity in the sector.

- Aquaculture labour, roles and responsibilities are not gender determined and yet a considerable degree of gender differentiation occurs in practice, conditioned by many social, economic and personal factors. Education level is a particularly potent determinant of who does what. Women with some education tend to be more active in small-scale operations such as wild fry collection, hatchery and fish nursery phases, feeding and other husbandry tasks, post harvest processing and marketing and can even dominate these stages of supply chains. The extent to which the women benefit from their activities tend to be governed by gender, economic and power relations. Men tend to be responsible for pond and cage construction and maintenance, stocking and harvesting (e.g. see Kibria *et al.* [2006] for one example of labour divisions).

Another key development is taking forward a transformative approach, which calls for strategic actions in addressing gender equity and equality issues, and to correct unfair and unjust social and economic relations. It is not to simply accommodate changes at the participation, access and control over resources and benefits without addressing the underlying causes of gender inequality. It called for gender to be put firmly on the policy agenda and be built into normative instruments, old and new, complemented by the collection of gender-disaggregated data for aquaculture supply chains. Women should be empowered through gender equity to access financial, natural, training and market resources. The paper strategically provided an impetus for recommending gender strategies for aquaculture, as these were not addressed in the Bangkok Declaration. Efforts were made to provide an overview of the extent of documentation and studies on women/gender in fisheries and aquaculture. It reported that women/gender and fisheries studies are more numerous than those on gender and aquaculture.

57. In an FAO-compiled bibliography of gender and fisheries/aquaculture reports published between 1990 and 1999, less than 10 percent of the reports were on aquaculture (Kyprianou, 2001). More recently, between 1998 and 2007, in the Asian Fisheries Society's four triennial symposia on women/gender in fisheries, less than 25 percent of the papers were chiefly focused on aquaculture, more than half focused mainly on fisheries and the remainder were equally focused on aquaculture and fisheries. Women in fisheries publications such as the Secretariat for the Pacific Community Women in Fisheries Information Bulletin (www.spc.int/coastfish/News/WIF/wif.htm) and Yemaya published by the International Collective in Support of Fishworkers (ICSF) (<http://wif.icsf.net/icsf2006/jspFiles/wif/index.jsp>) mainly focused on fisheries. The lesser attention to gender and aquaculture versus fisheries may be due to the more recent history of aquaculture but more likely the reasons are rooted in the interest of the complex sociology and anthropology of fishing communities and practices.

58. An important achievement is the production and dissemination of a 15-minute video (www.youtube.com/watch?v=4eAXwk2orYO), *Turning Points in Modern Aquaculture*, produced by the Aquaculture Branch of FAO Fisheries and Aquaculture Department for the Global Conference on Aquaculture 2010 and the Fifth Session of the of the COFI Sub-Committee on Aquaculture held in Thailand in 2010. A film clip included a feature on the roles and contributions of women in fisheries and aquaculture, particularly in Asia, highlighting their leadership potentials, opportunities and challenges in the sustainable management of fisheries and aquaculture resources in their communities.
59. *The State of World Fisheries and Aquaculture (SOFIA)* (FAO, 2010) also included a separate discussion on the roles of women and men in the sector, and emphasised the disadvantaged position of women
- Fishers are most commonly portrayed as men going out on boats to catch the fish while women work as fish sellers and processors on land. This generalization of the professional roles of men and women is largely correct, but a closer examination of gender in fisheries reveals a more complex situation depending on the cultural context. In some countries, such as Benin, Cambodia, Congo, Mali, Nepal and Thailand, women actively fish or collect fish. In other countries, such as Uganda, it is taboo for women to be on board a fishing vessel, but they can own boats and hire men as crew. As fish buyers, it is not unusual for women to provide the working capital for fishing trips against a guaranteed supply of fish when the catch is landed. In Bangladesh, fishing was traditionally a low-caste Hindu occupation and only the men in fishing communities engage in catching fish. While still relatively few women work in fisheries today – an estimated three percent of the total female workforce is involved in the fisheries sector – shrimp fry is caught in coastal areas by significant numbers of poor women, irrespective of their religion, age or marital status. In Lake Liangzihu (China), some of the small-scale fishing vessels are operated by women. Worldwide, there are more women (33 million) than men employed (28 million) in the inland fisheries sector when post-harvest activities are included.:
60. In October 2010, the APFIC/FAO Regional Consultation Workshop was held in Thailand, “Securing Sustainable Small-Scale Fisheries: Bringing Together Responsible Fisheries and Social Development”. A key paper of the workshop, **Gender and Small-Scale Fisheries in Asia and the Pacific: Considerations, Issues and Good Practices** (Lentisco, 2010), particularly pointed out that despite growing efforts on gender and fisheries, many fisheries policy and legal instruments persistently do not make sufficient reference to gender. Countries need to be reminded of their gender equality obligations. Existing international gender instruments: Universal Declaration of Human Rights (UDHR), Convention on the Elimination of Discrimination Against Women (CEDAW) and the Beijing Platform for Action (BPFA) all call for the recognition of women’s role in resource governance and fisheries management and support to their participation. This includes improving gender awareness of programme implementers and policy makers, implementing gender training and capacity

building as well as promotion of gender balanced staff. It also called for transparent and participatory approaches to gender interventions, although this was not elaborated further.

61. The paper further recommended that the *proposed new international instrument on small-scale fisheries and related global assistance programme should include a section on gender and relevant activities for improving gender equality*. Some of the elements and principles that should be considered are: reference to existing international instruments relevant to gender equality; global and cross sector scope but with provisions for local level gender equality initiatives, and for specific needs in marine and inland small-scale fisheries; existing lessons learnt and good practices taken into consideration; effective monitoring systems that measure impact; meaningful analyses of gender-disaggregated data and information; incorporation of gender analysis in project formulation processes and implementation of both targeted interventions and general mainstreaming; recognition and promotion of women's role in, and contribution to improve resource governance and fisheries management, and support to women's capacity to effectively participate in relevant institutions; and transparent and participatory approaches to gender equality interventions. In addition, the programme and instruments should include provisions for promoting the inclusion of gender equality considerations and effective implementation of gender approaches at all levels and strengthen the linkages to existing national planning processes to ensure increased attention to gender issues in fisheries and aquaculture. Women should also be recognised as agents of change rather than being vulnerable and downtrodden.
62. Further, gender equity is mentioned as one of the important considerations in aquaculture in the FAO Fisheries and Aquaculture Paper, **Aquaculture Planning: Policy Formulation and Implementation for Sustainable Development (Brugère et al., 2010)**.
63. In describing fishers and their socio-economic characteristics, the technical paper, **Coastal Fisheries of Latin America and Caribbean (Vasconcellos et al., 2010) particularly focused on women's traditional and changing roles in fishing activities**. It also pointed out that the role of women in fishing activities has decreased in some cases due to technological changes and over exploitation of coastal resources.
 - "In different regions of Brazil, mainly in the northeast and the north, women have traditionally participated in fishing activities by harvesting shellfish (marisqueiras), or fishing along the seashore (pescadeiras). Women have also been the main labour force in the processing of fish in artisanal and industrial fisheries. Until the 1988 Constitution, women were not legally permitted to work in fisheries, which were considered a male activity. It was only in 1988 that a presidential act abolished the prohibition on female labour in fisheries. In spite of the legalization controlling their role, women rarely participate in deep-sea fishing, since fishers consider their presence on board a boat will bring bad luck (panema). This situation is slowly changing and in some states of the north and the northeast regions some women work

with their families in small-scale fishing. There are also cases of widows who work alone in artisanal fishing boats. Some of these women are now even presidents of fishers' guilds; however, these are still isolated cases. The majority of women work as shellfish harvesters, selling the yield to increase domestic income. In some states of the northeast region, such as Bahia, approximately 20 000 marisqueiras participate actively in earning domestic income. In states such as Maranhão, Northern Brazil, women participate in fishing 'on foot' with small shrimp nets. The shrimps are brined, dried and sold by the women. This activity is also common in other states of Brazil. The activity of women is also important in some fishing communities where they weave and darn the fishing nets. In many other communities, women work in small-scale agriculture, producing yucca flour, which is the basic diet of coastal populations in many areas. Urban industrial employment is another field where women are active participants, working in the fish processing industry. In many cases the workforce is almost entirely female."

64. A similar technical paper, **Marine Fishery Resources of the Pacific Islands** (Gillet, 2010) described women's roles in inshore fishing activities:
- Characteristically, women are involved in inshore fishing activities, such as reef gleaning and invertebrate collection, and the preparation of food from the products of fishing activities. Men are usually involved in the more strenuous work of fishing further offshore for large species of fish, and in diving activities. There are, however, important exceptions to this generalization. Several observers of the situation of the Pacific Island subsistence fisheries estimate that fishing activity by women actually results in a greater amount of family food than fishing activity by men.
65. At the same time as the writing of this paper, the recently released **Report of the FAO Workshop on Future Directions for Gender in Aquaculture and Fisheries Action, Research and Development** (FAO, 2012d) further underpins the growing efforts on policy and action responses to strengthen the integration of gender perspectives in fisheries and aquaculture development. A key output of the workshop was the draft Shanghai Statement for Engendering Aquaculture and Fisheries: *To promote and achieve gender equity in the aquaculture and fisheries sector in support of responsible and sustainable use of resources and services for food and nutrition security, quality of life of all stakeholders, primarily women, children, vulnerable and marginalized groups/communities.*
66. The discussion document, **Towards Voluntary Guidelines on Securing Sustainable Small-Scale Fisheries** (FAO, 2011) further reinforces the shift towards the rights-based gender equality and empowerment framework, including the need for gender mainstreaming, as well as addressing child labour issues and other forms of exploitation in fisheries livelihood. The Guidelines explicitly stated support for gender equality and equity. It recognised that women and men play important and complementary roles in the governance and development of small-scale fisheries sector, and that they should enjoy equal respect and rights. It asserted that while

gender equality efforts often mean supporting and empowering women, as they are often more disadvantaged than men, it requires working with women and men. Further, it emphasised that gender issues and perspectives, and the empowerment of women, should be an integral part of governance and development policies, and action programmes in small-scale fisheries.

67. Of important significance is the explicit inclusion of gender in the **Phuket Consensus**, which is the re-affirmation of commitment to the Bangkok Declaration; Number 5 of the Phuket Consensus committing to: support gender-sensitive policies and implement programmes that facilitate economic, social and political empowerment of women through their active participation in aquaculture development, in line with global principles of gender equality and economic empowerment.

Sustainable Fisheries Livelihoods Programme (SFLP): Lessons and emerging good practices in gender mainstreaming

68. The **FAO Sustainable Fisheries Livelihoods Programme (SFLP)** (2006–2011) (Westlund, Holvoet and Kébé, 2008) sought to promote the sustainable use of fisheries resources and the importance of fisheries for the poor, artisanal fishers, fish-processors and traders, most of whom are women. The project undertook a systematic integration of gender including an in-depth gender analysis in fisheries in West Africa, which in turn was translated into gender-responsive strategies in the field activities. It adapted the gender mainstreaming approach which remains central to the FAO gender strategy, as its pathway to supporting necessary changes for achieving gender equity in the West and Central African countries where it is working. Gender mainstreaming requires considerable political commitment including the allocation of gender-specific budgets and this is the understanding of the FAO/SFLP (Okali and Holvoet, 2007). Gender tools, lessons, and good practices generated by the project are actively disseminated and well appreciated.
69. The SFLP used an approach that combined a gender analytical framework (mainly based on the Harvard Analytical Framework) with livelihood analysis, allowing an understanding of gender relation dynamics and institutional context, and facilitated negotiation for change in social, political, and economic relationships between women and men. The SFLP gender strategy and mainstreaming tools were developed along with *training manuals on mainstreaming gender in fisheries sector development programmes and for community-based organisations in fishing communities*. The project also produced a range of gender studies and reports, which potentially enriched the knowledge and analysis of gender in fisheries in West Africa. The SFLP gender strategy emphasised a holistic and participatory approach, which can work simultaneously at the community, meso and national levels. This proved to be an effective strategy for ensuring equitable and sustainable results as evidenced by project outcomes.
70. As part of its mainstreaming activities, the SFLP in West Africa allocated time analysing gender relations throughout the fisheries chain, an analysis that, in the past, has often been incomplete or undertaken and then ignored. Various narratives from some of these studies can be found in Box 1.

BOX 1

**Narratives from studies
conducted in Benin, Niger and the Gambia**

- The supply chain is dominated by powerful men and women with capital. Action by them (bulk buying and hiring the labour of poorer community members) can worsen the dependency of poorer post-harvest groups.
- Poorer socio-economic groups have little control over the chain, have low profit margins and are more vulnerable than wealthier groups to decreases in catch and poor services. Their activities are less profitable: they access poor quality fish and are unable to keep fish fresh since they lack access to ice and marketing information. Loans from micro-finance institutions serve more as revolving funds for marketing than investment loans for fishing and processing equipment, and informal and formal credit are risky.
- Female entrepreneurs are more responsible than men in meeting household expenses but are less mobile, less educated and less involved in policy and management decisions than their male counterparts. Poorer women use revolving funds to meet household expenses in periods of poor catch which reduces funds available for business. The majority of female-owned fishery enterprises therefore are small and grow slowly, if at all.
- Women point to hostile male behaviour aimed at keeping them minor players in the sector. Male solidarity between wholesalers and boat owners allows men to monopolise the landed fish and through male members of the ice plant management committee, to monopolise ice supply (the Gambia).
- All socio-economic categories use family labour, especially women's labour. This limits women's access to education, training and alternative income-earning activities.
 - Men excluded from processing or fish transformation and with no independent capital are dependent on relations with female processors (Benin).

Note: Where no country is indicated, the comment applies to all three countries.

Source: Sustainable Fisheries Livelihoods Programme fieldwork, 2005.

71. The SFLP in West Africa also produced a key paper, **Negotiating Gender Changes Within Fisheries Development** (FAO-DFID, 2007). The paper followed closely the publication of a gender policy brief to support gender equity and livelihoods in small-scale fisheries (FAO/SFLP, 2006). It brought together the literature on women and gender in fisheries as well as gender policy debates, with the aim of contributing to the development of policies in support of gender equity in small-scale fisheries. The paper addressed some of the critical concerns about how gender issues are positioned within development where gender issues are often hidden or dropped in the face of broader concerns of poverty and social exclusion, or addressed, if at all, as part of a wider participatory agenda that often presents women's representation as the solution to unequal gender hierarchies. The paper focused on the nature of gender relations in the specific context of small-scale fisheries and aquaculture, rather than on poverty and social exclusion *per se*. It examined the way in which these contexts structure livelihood building activities and gender relations, and the implications for policy. Finally, it addressed concerns about the continuing gap between policies that call for equity and empowerment of women and the day-to-day practice of development projects that is more frequently concerned with efficiency outcomes than with challenging norms and values that block the achievement of these wider development goals.

72. A parallel 4-year programme (2009–2013), the Regional Fisheries Livelihood Programme for South and Southeast Asia (RFLP), set out to strengthen capacity among participating small-scale fishing communities and their supporting institutions in Cambodia, Indonesia, the Philippines, Sri Lanka, Timor-Leste and Viet Nam. It sought to improve the livelihoods of fisher folk and their families while fostering more sustainable fisheries resources management practices. The programme has a strong gender component taking into account the important and often unrecognised role women play in fishing communities.
- “Although the majority of small-scale fishers are men, women play an important role in fishing communities, encompassing social and economic responsibilities and duties, within and outside their households. Women are particularly involved in activities directly related to fisheries production, processing and marketing as well as in non-fisheries income-generating activities. However, the important role women play in the fisheries sector (especially in post-harvest and marketing) often goes unrecognised. RFLP therefore works to ensure that both women and men, young and old benefit from programme activities. Special efforts are also being devoted to the involvement of women in decision-making processes within the sector.”
73. A significant output of the programme is the recently developed **Field Manual in Mainstreaming Gender into Project Cycle Management in the Fisheries Sector** (FAO, 2011; Arenas and Lentisco, 2011) was widely disseminated in the region. The field manual was an outcome of the FAO Workshop on Best Practices for Gender Mainstreaming in the Fisheries Sector held in Siem Riep, Cambodia, in November 2010. The manual was designed as a toolkit to help project managers and implementing counterparts, such as government, non-government and community-based organisations to facilitate gender analysis and project planning in fisheries development projects.
74. While the Mid-term Evaluation (MTE) of RFLP acknowledged that the gender mainstreaming strategy of RFLP was in line with the FAO Policy on Gender Equality, its effectiveness, however, was rated inadequate.. The recommendations of the MTE were taken on board by the programme and were well taken into account in the recently published, **Gender Mainstreaming Strategy for RFLP** (FAO, 2012).

Challenges and gaps

75. As the above discussion showed, there is significant progress in gender mainstreaming but clearly much needs to be done. The following are challenges and gaps facing the integration of gender in FAO’s programmes and projects.
76. **Challenge #1: Gender implication of climate change need to be examined.** While offering an important new opportunity, analysing the gender implications of climate change on fisheries and aquaculture has so far been missed out. There is hardly any literature and documentation in this area of work. A workshop report, **Securing Sustainable Small-Scale Fisheries: Bringing Together Responsible Fisheries and Sustainable Development** (FAO-RAP, 2010), contained

BOX 2

The effects of climate change on fishers and their communities

Fisheries-dependent economies, coastal communities and fisherfolk are expected to experience the effects of climate change in a variety of ways.

These include: displacement and migration of human populations; effects on coastal communities and infrastructure due to sea-level rise and changes in the frequency, distribution or intensity of tropical storms; and less stable livelihoods and changes in the availability and quantity of fish for food.

The vulnerability of fisheries and fishing communities depends on their exposure and sensitivity to change, but also on the ability of individuals or systems to anticipate and adapt. This adaptive capacity relies on various community assets and can be constrained by culture, current institutional and governance frameworks or marginalised access to adaptive resources. Vulnerability varies between countries and communities and between demographic groups within society. Generally, poorer and less empowered countries and individuals are more vulnerable to the effects of climate change, and the vulnerability of fisheries is likely to be higher where the resources already suffer from over exploitation, the ecosystems are degraded and the communities face poverty and lack sufficient social services and essential infrastructure. Governance aimed towards equitable and sustainable fisheries, accepting inherent uncertainty and based on an ecosystem approach is generally thought to be the best approach to improve the adaptive capacity of fisheries.

a discussion on “*Reducing Vulnerability of Fishing and Fish Farming Communities to Natural Disasters and Climate Change*”, but did not make any reference to gender issues. The FAO Global Partnership Climate Change, Fisheries and Aquaculture (FAO-PacFA) **Strategic Framework for Fisheries, Aquaculture and Climate Change** (PacFA, 2009) was also silent on gender. And so was its logical framework for 2011–2016. The discussion on the effects of climate change on fishers and their communities in the **State of the World Fisheries and Aquaculture Report 2010** (FAO, 2010, see Box 2 below) has a rather limited discussion on gender. However, from the staff interviews, it was related that an interdepartmental working group on gender and climate change has been established and efforts are being made to integrate gender in the five-year strategy for addressing climate change in fisheries and aquaculture. Gender is explicitly emphasised in the FAO–GEF-administered fund.

- 77. Challenge #2: Gender in technical cooperation projects (TCPs) is largely given ‘token’ statements without follow through in the project action plan and budget.** The TCPs reviewed still showed gender to be largely given a relatively ‘token’ statement on gender activities and responses, specifically in the Project Appraisal, Criteria #9 - Gender Sensitivity: *‘the project will address gender issues and use gender-sensitive approaches to aquaculture development; the project will actively encourage the participation of women (and youth) in key activities’*. Often, these are not followed through in the project action plan and budget, thus it is not clear if the gender plan has been implemented. Gender indicators and targets are also usually not included in the programme/project logical framework.

78. There is, however, an emerging set of good practices in designing technical cooperation projects, which can provide good principles in integrating gender perspectives in fisheries and aquaculture programmes/projects. An example is the project in Sri Lanka in 2010, *“Preparation of Inland Fisheries Sector Development Programme and Implementation Strategy”*, aimed at preparing an aquaculture sector development programme for the northern province, including inland fisheries, and a strategy for its implementation to improve the livelihoods of rural fishers through development of small-scale aquaculture and inland fisheries.
79. The output, the Strategy Document, contained a section emphasising the gender principles of participation and inclusion, as well as plans and approaches to tackle gender issues: *“Recognising and understanding the different needs of women and men, their aspirations, and their capacity to act independently, serves to support patterns of food security, wealth creation, markets, socialisation practices, cultural expressions and cultural processes. Gender equality is not merely socially desirable - it is critical to poverty reduction and in ending hunger.”* The focus of women’s and men’s capacity, and not simply on their vulnerabilities, is a positive development. Nonetheless, it seems that gender is treated as a strategy of economic efficiency and growth, and not as an issue of equality and social justice. This falls short of the global and UN commitment and strategic framework on gender equality and women’s empowerment. Moreover, the strategy failed to explicitly include gender in the logical framework.
- 80. Challenge #3: Gender analyses in programmes/projects are mostly focused at the lower end of the market spectrum.** Gender analyses and action programmes in fisheries and aquaculture are still mostly focused at the lower or downstream end of the market spectrum: small-scale for local and domestic markets, and for subsistence consumption. For example, studies of women in aquaculture in Asia, especially in areas where there are long traditions of practising small-scale aquaculture, showed that women’s labour contribution is often greater than men, albeit less valued socially and economically. Meso- and macro-level analyses have hardly been carried out. The rather limited macro level aquaculture-related gender-disaggregated data, certainly poses a tremendous challenge in developing policies and strategies designed to enhance gender responsiveness of programmes.
81. Another case would be the implications on women’s post-harvest participation and employment as a result of the implementation of controls in the total allowable catch (TAC). Alternative employment and social protection measures are most likely not in place especially in developing countries. On one hand, it can favour small-scale fishing activities, where women are traditionally predominant in post-harvest tasks, as the catch limits of larger fish vessels can provide a mechanism for equitable access to fishery resources.
82. With increasing commodisation, market integration and globalisation of the sector, and without timely and strategic gender-related social protection measures, it may be very well likely that women’s roles and gender relations will be substantially affected, and most likely, unfavourable to their already marginalised and disadvantaged position.

Conclusions

83. From the findings in the individual interviews and documentation review, the following conclusions regarding gender mainstreaming in fisheries and aquaculture were drawn:

Conclusion #1: Increasing shift of focus from simply a women's issue to the more strategic gender equality may have potentially contributed to improving approaches on gender in policy and projects but still needs substantive clarification and levelling of understanding.

Discussion: Current technical and policy papers have begun focusing on gender equality issues rather than simply on women's vulnerabilities. Gender inequalities underlying these vulnerabilities have gained some dominance in discussions on capacity, equity and other human development concerns of the sector. However, it seems a gap in understanding and consensus on gender equality and gender mainstreaming concepts remains a key barrier in moving the policy forward.

Conclusion #2: There are mixed views and understanding about gender among staff and senior management; however, there is a strong recognition of its importance.

Discussion: Staff and senior management are not really resistant to integrating gender into their work but simply lack the knowledge and capacity, resources and clear guidelines.

They have varied understanding of gender concepts and issues and as such, different ideas and attitudes on how gender issues should be addressed. Levelling of understanding of key gender concepts is an essential starting point in developing and in working together in promoting gender mainstreaming in fisheries and aquaculture development. This needs to be urgently addressed through a participatory process.

Conclusion #3: There has been an increased attention to gender in global and regional discussions and fora in fisheries and aquaculture.

Discussion: Over the decade, there was a dramatic increase in global and regional engagement and discourse on gender in the fisheries and aquaculture sector. These may have potentially generated a range of cooperation in developing policies and knowledge products (researches, technical papers, policy briefs, guidelines, and tools) on the gendered impact in the sector, the currently stronger focus on gender equality and addressing the inequalities underlying women's vulnerabilities. This

may have also increasingly contributed in examining gender beyond its vulnerabilities and focus on the specific knowledge and capacities of women and men as equal partners in fisheries and aquaculture development.

Conclusion #4: Despite progress in documentation, policy development, and practice, gender-responsiveness of programmes and policies remains weak. There seems to be a disconnect between policy and practice.

Discussion: While there is a relatively increasing attention to gender equality and women's empowerment in the technical papers and policy briefs, there is a much weaker integration of gender equality perspectives in the project management cycle.

There is some evidence though that projects with gender specialists/experts participating in the entirety or in major parts of the project cycle adequately take into account gender issues. Their contributions proved to be vital in understanding and analysing the context by which gender relations impact on fisheries livelihoods, and in designing appropriate strategies to address gender issues and inequities. This had been especially exemplified by the Sustainable Fisheries Livelihoods Programme in West Africa and Asia.

However, despite the mandatory approach, projects are often concerned with poverty reduction and development aspects of fisheries and aquaculture, while opportunities and responsibilities for mainstreaming gender are overlooked. Moreover, in projects with gender strategies, most of them focus on the disadvantages and vulnerabilities of women, and has favoured approaches that put women at the receiving end of the gender interventions. For a large part, gender inequalities underlying these disadvantages and vulnerabilities are not challenged and addressed.

Conclusion #5: There is substantive lack of gender information, knowledge generation and management.

Discussion: It has been widely acknowledged that despite increasing initiatives on improving gender information and knowledge in fisheries and aquaculture, there are still serious gaps. This has been a major impediment in supporting and in designing gender strategies and policies in the sector. While there has been an increasing engagement of the gender agenda, it is not backed by a robust body of gender knowledge and information. A body of emerging good practices had been produced though, and can provide a set of general principles to guide the gender mainstreaming strategy across policies and programmes.

Conclusion #6: Persistently inadequate human and financial resources for gender mainstreaming activities should be mitigated.

Discussion: A key reason cited was inadequate financial and human resources for these activities including budgeted time for capacity building activities on gender as well as creating spaces for sharing lessons and experiences and for performance reviews. Multilateral cooperation and Donors' potential roles in improving the integration of gender perspectives in fisheries and aquaculture have also yet to be seriously explored. External assistance is needed to implement gender mainstreaming strategy and to achieve gender equality in the sector.

Conclusion #7: There is a lack of active leadership in support of an enabling environment for pursuing gender equality and gender mainstreaming.

Discussion: Leadership on gender, with clearly defined roles and responsibilities, has been recognised as key to achieving progress in gender equality. This is essential for creating an enabling environment for institutionalising gender equality commitments.

The FAO Policy on Gender Equality launched in March 2012 provides an accountability framework that spells out the roles and responsibilities of senior management as well as gender focal points in implementing the policy and achieving FAO's gender equality objectives.

All these largely contribute to the current weak institutional and programme capacity to integrate gender in fisheries and aquaculture development.

Interestingly, these challenges and gaps seem not to be significantly different from the 1995 case study which examined the persistent marginalisation of gender in the Fisheries Department of FAO. It pointed out that *"the manner in which the department has addressed the issues of gender is a response to a combination of influences: the personal invitation of individuals, the pressure from donors, and the constraining realities of both time and money"*. The case study has already put out the issue of the serious gender imbalance in the department. While it may not imply inability or unwillingness to take gender issues seriously, most senior positions are occupied by men, and they visibly take the dominant male-oriented view of the world.

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ANNEX B

Documents reviewed for the FAO gender mainstreaming stock-taking exercise

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ANNEX C

Guide/Key questions in the interview

1. *Current global and regional gender issues and gender debates affecting fisheries and aquaculture, and interactions with national gender machineries and key stakeholders*

Key questions:

- Does the unit programme interact actively with international and national gender/women's institutions and networks? What is the nature of these relationships?
- How visible are female actors in fisheries and aquaculture development strategies (frame surveys and data collection on the sector) at the regional and national levels? In which context are gender issues in these documents occur?
- What is the understanding and attitude of management on gender issues? Is there a common understanding among staff about gender and gender mainstreaming?
- Have discussions been held to analyse gender issues? Has a plan to prioritise gender issues in the sector at the global, regional and country levels been formulated? If yes, what are these?
- Does the unit programme maintain relations with NGOs and academic institutions? Have institutions or associations been identified to formulate and address priorities in promoting gender equality?

2. *FI gender mainstreaming strategy: objectives, programme and budget*

Key questions:

- Is gender equality integrated into the unit's programme objectives and work plans? If so, how?
- Are gender equality objectives formulated and translated into performance indicators and targets at the programme level and the budget? Are there manuals or guidelines to assist this process and are these available to planners?
- Are financial resources available to carry out activities for gender mainstreaming and for promoting gender equality? Are these adequate?
- How are the responsibilities for gender mainstreaming shared at the different levels of work of the unit programme?

3. *Mainstreaming gender equality concepts and tools in the design and implementation of programmes and technical cooperation activities*

Key questions:

- What efforts are made to ensure that technical cooperation projects implemented by the programme include a gender mainstreaming strategy?
- What are the modalities for mainstreaming gender in technical cooperation projects: explicit integration of gender equality, separate projects, separate project components, separate budget allocations for women and gender mainstreaming?
- How have these activities come about? Have they been identified through gender analysis?
- Is there adequate expertise (e.g. technical staff and consultants) to ensure that gender mainstreaming (e.g. analysis of gender issues and implications, strategies and action for gender equality and women's empowerment, gender indicators and monitoring, etc.) can be implemented?
- Are the staff encouraged to earmark resources (e.g. technical and financial) for gender mainstreaming in projects?

4. Existing gender expertise and strategy to build gender competence

Key questions:

- Is there a common understanding of gender and gender mainstreaming among staff? How is this understanding translated into practical application?
- Are there specific posts and resources for gender specialists/advisory staff in the unit programme and in technical cooperation projects?
- What are the perceived and real levels of expertise regarding gender: knowledge, skills and attitudes?
- How can the skills needed for translating gender issues/concerns (identified through an in-depth gender analysis by a gender specialist) into practical mainstreaming of gender be best facilitated?
- Is learning promoted across and within projects/programmes/sector? If so, what have been the activities in building gender competence?

5. Gender information and knowledge management

Key questions:

- Are gender information and data collected, analysed, disseminated and used systematically in planning and reporting? Who is assigned to carry out this task?
- Is there an overview of existing documentation on gender issues in fisheries and aquaculture, and is this widely available?
- Are there gender policy documents on fisheries and aquaculture management and development, and are they actively disseminated?
- Are there available gender training modules on fisheries and aquaculture?
- If there is a programme unit newsletter or web page, how is gender represented? Are gender issues and experiences in projects/programmes highlighted or given attention?

6. *Gender analysis, monitoring and evaluation systems and tools*

Key questions:

- Are there standard gender equality and mainstreaming indicators and targets set by the programme unit for projects and for work performance?
- What systems and tools are used by the unit programme and projects for gender analysis, monitoring and evaluation as well as reporting?
- What are the opportunities and limitations?
- Are mechanisms in place to ensure the effective tracking of planned gender resources and activities? What are the opportunities for improvement?

7. *Planning and decision-making on gender mainstreaming*

Key questions:

- Are mechanisms in place for planning and implementation of the unit's gender mainstreaming strategy?
- Who are involved and how are they selected: functions, hierarchical positions or other factors?
- Do partner organizations participate in the planning on gender mainstreaming?
- Do women and men participate equally in the planning and decision-making processes?

8. *Organizational culture (including personnel policies and procedures)*

Key questions:

- Who in the unit, exerts leadership and influence in promoting gender equality and women's empowerment?
- Is attention given to promoting gender equality at work: personnel policy and procedures; behaviour, attitudes and language, policy on sexual harassment, etc.
- How are staff rewarded or discouraged from engaging in gender equality activities?
- Are staff development and career mobility equally attainable for both women and men?
- How does the unit take personal, family and social obligations of the staff into consideration?

9. *Perceptions and attitudes on achievement of gender equality*

Key questions:

- What are the perceptions and attitudes of the staff on the relative success and outcomes of promoting gender equality in their work, particularly in terms of:
 - changes and benefits for women
 - the importance of results and in achieving programme/project objectives
 - the contribution to the unit programme gender equality objective and gender mainstreaming strategy

APPENDIX 2

Report of the feedback and planning workshop on gender mainstreaming in fisheries and aquaculture

BACKGROUND

1. FAO has generated a wealth of gender knowledge and tools in its areas of work: agriculture and food security, forestry and natural resources management, and recently, on climate change. However, in the FAO Fisheries and Aquaculture Department, there are far less gender knowledge, understanding and analysis. Despite some progress in the areas of policy and actions, much work remains to be done for gender to become truly and systematically integrated into fisheries and aquaculture programmes and policies. Serious gaps persist in the integration of gender across policies and project cycle management, in the body of knowledge on gender in fisheries and aquaculture, and the status of gender in the sector at the national and global levels. FAO's recognition of its key role in promoting a comprehensive social and gender-responsive approach in fisheries and aquaculture development is essential. Pursuing commitment on gender equality and gender mainstreaming has important implications in the sustainable management and development of the sector.

TECHNICAL WORKSHOP

Workshop purpose

2. The main purpose of the workshop was to draft a work plan for improving mainstreaming of gender in fisheries and aquaculture. The workshop will also be an opportunity to:
 - to present and elicit feedback on the findings of the gender mainstreaming in fisheries and aquaculture stock-taking exercise;
 - to share good practices and lessons learnt on mainstreaming gender in fisheries and aquaculture projects; and
 - to identify further recommendations on how to improve the mainstreaming of gender in fisheries and aquaculture.

Workshop participants

3. Participants were key staff of the FI Department as well as representatives from ESW. Seven participants represented FIRA, FIRO, FIPI and FIPS while three participants represented ESW.

Workshop process

4. The workshop was held at FAO Rome Headquarters on 11–12 June 2012 and covered three activities/agenda including: (1) two presentations of key issues followed by open discussion, sharing of good practices and lessons learned; (2) a gender mainstreaming work plan preparation; and (3) a synthesis of workshop outputs.
5. The presentations included a backgrounder and objectives of FAO's Multidisciplinary Fund on Gender and Food Security (MDF) by a representative from ESW. This was followed by Ms Velasco's presentation of the findings on mainstreaming gender in fisheries and aquaculture: stock-taking and planning exercise. After these presentations, the participants were divided into small groups according to their work units in the FI department to begin preparations for the gender mainstreaming work plan and synthesis of workshop outputs.
6. In general, the workshop mainly used the interactive-participatory process in the presentation and sharing of good practices and lessons. Small groups brainstorming/discussion was encouraged in the drafting of the gender mainstreaming work plan.
7. It was important to create an environment for reflection, analysis and open discussions on the challenges and opportunities faced in mainstreaming gender in fisheries and aquaculture development work. The workshop promoted this climate of openness and participation by keeping the sessions pleasant and interactive, minimizing personality and hierarchical differences, and encouraging sharing of different ideas and opinions.

Opening session

8. Dr Melba Reantaso (FI/FIRA) opened the planning workshop by reminding the participants of the objectives and importance of this gender mainstreaming exercise. She emphasized the outputs expected from the participants and how these maybe used by FAO FI senior managers to ensure gender mainstreaming becomes more prevalent in FI programmes and projects.

Presentation highlights

9. Ms Sibyl Nelson (ESW), gave the context, purpose and examples of the gender stock-taking exercise. The exercise takes place in the context of renewed commitment to achieving gender equality in the work of FAO. The work of FAO on gender has not always been systematic or monitored in a rigorous way. In line with broader efforts in the UN system, FAO has now committed itself to a gender equality policy which gives us a framework to guide and assess how we address gender equality in our technical work. The goals of the exercise are: to see how unit has addressed gender equality in its work and identify achievements and gaps; to raise awareness about how unit contributes to gender equality goals; to identify capacity development needs; and to develop a baseline for measuring our progress toward meeting gender equality objectives. Within FAO, 8 Units have completed the stock-taking exercise and 3 more are in progress.

10. Dr Francesca Distefano (ESW) introduced the FAO Multi-Disciplinary Fund on Gender and Food Security (MDF) whose aims were to: (1) develop FAO's corporate knowledge base on gender and food security; (2) strengthen multidisciplinary institutional processes and mechanisms to support the development and maintenance of this knowledge base and cross-cutting gender mainstreaming activities; and (3) develop staff capacity in incorporating gender issues in various areas of FAO's technical work. Six projects were developed and implemented by each participating Division in FAO covering areas such as advocacy/gender awareness raising/capacity building, stock-taking and development of indicators/research work in specific technical field. It is hoped that the Fund would assist in enhancing multidisciplinary and cross-departmental work; increase knowledge on gender and food security; and for the stock-taking exercises to create a baseline for enhanced gender mainstreaming within FAO's technical divisions.
11. Ms Esther Velasco discussed the purpose and objectives of the gender mainstreaming exercise followed by a quick presentation of the results arising from the documents review undertaken and the one-on-one interview with key FAO FI staff. She then proceeded with facilitating discussions aiming at obtaining FI Departments 10 gender mainstreaming goals and identifying proposed actions and key personnel responsible.

OUTCOMES OF THE FEEDBACK AND PLANNING WORKSHOP

12. The workshop addressed Objective #5 of this mainstreaming gender in fisheries and aquaculture stock-taking exercise, i.e. to make recommendations for improvement and suggest possible strategies to better implement gender mainstreaming, including measuring progress and performance. To this end, the workshop was able to formulate ten gender mainstreaming goals including their rationale, proposed activities and key personnel responsible for ensuring their successful completion.
13. The previous discussions gave insights into the staff and programme experiences of integrating gender in fisheries and aquaculture development, as well as an overview of progress and gaps. The following are the range of ideas and suggestions on how to move forward and improve integration of gender perspectives in fisheries and aquaculture. These were mainly drawn from the findings and recommendations outlined in the policy and technical papers reviewed, and those offered by the staff who participated in the stock-taking phase, and later in the gender planning workshop.
14. The ten gender mainstreaming goals generated from the workshop were:
 - i. Address the gender mainstreaming gap through the development of a Fisheries and Aquaculture Gender Mainstreaming Strategy.
 - ii. Improve gender awareness and gender mainstreaming capacity of senior managers and programme staff at all levels of operations.
 - iii. Address the persistent data and knowledge gap on gender in fisheries and aquaculture.

- iv. Address the gap between relatively strong attention on gender in policy responses, on the one hand, and the much weaker integration of gender analysis and perspectives into the project/programme cycles, on the other.
- v. Create opportunities for regular sharing of experiences and lessons on gender activities across branch units and operational levels of the FI Department.
- vi. Strengthen focus on gender equality and move beyond women's issues.
- vii. Improve the gender dimension, and promote coherence in the gender equality framework in the ecosystem approach, sustainable livelihoods approach, Code of Conduct for Responsible Fisheries, as well as the climate change framework in fisheries and aquaculture.
- viii. Strengthen the social science and gender expertise of the FI Department as well as in all level of operations. Organize a multi-disciplinary workshop with participants from different levels of operations.
- ix. Strengthen management accountability for and leadership in promoting gender equality and gender mainstreaming.
- x. Within the context of fisheries and aquaculture development, pursue compliance and tracking on FI's contribution in achieving the FAO gender equality objectives.

FI Department's ten gender mainstreaming goals, proposed actions and key personnel responsible

15. Below are the detailed listing of the recommended gender mainstreaming goals and the rationale, proposed activities and key personnel responsible.

Gender mainstreaming goal #1: *Address gender mainstreaming gap through the development of a Fisheries and Aquaculture Gender Mainstreaming Strategy*

16. Rationale: For a fully-gender responsive programme development and management in fisheries and aquaculture, a good level of gender capacity should exist in each unit at the FAO headquarters, regional and country operations. This should be aligned and guided by the FAO Policy on Gender Equality that was issued by the Director-General in March 2012. Strengthening capacity for gender mainstreaming is complementary to, and reinforces efforts in improving fisheries and aquaculture sustainability, social responsibility and in promoting good governance in the sector.
17. Engagement with donors' and state-members' support on their potential roles in filling the knowledge and capacity gaps on policy and programming strategies and delivery on gender in fisheries and aquaculture should be explored. Strengthening mandates, competencies, capacities and resources of senior managers and Gender Focal Points (GFPs) will help ensure the gender equality commitments of the sector.

Proposed actions:

18. In line with FAO Policy on Gender Equality, develop the Fisheries and Aquaculture Gender Mainstreaming Strategy
19. In order to significantly improve gender mainstreaming in fisheries and aquaculture development, it is deemed essential and strategic to develop the *Fisheries and Aquaculture Gender Mainstreaming Strategy*. This ensures that gender equality is integrated into the fisheries and aquaculture programme objectives and work plans as well as ensure the formulation of gender equality objectives, which in turn, are translated into performance indicators and targets at the programme level and the budget. It is expected that this will speed-up and ensure closing the gender mainstreaming gap, and of equal importance, improve the effectiveness and accountability of the Department in promoting gender equality and women's empowerment in fisheries and aquaculture.
20. Revive the *FI Gender Task Force* with clear Terms of Reference (ToR) comprising of GFPs or key technical staff across the branch units of the FI Department. This will ensure participation and commitment of the various FI branch units and that responsibilities for gender mainstreaming are shared by the different branch units. The Gender Task Force will assume leadership and responsibility in developing, disseminating and monitoring the *Fisheries and Aquaculture Gender Mainstreaming Strategy*, including ensuring its participatory process.
21. Select a *gender advocate from the senior management* who can capably 'bring the gender equality message', promote and mobilise support for the FAO Gender Equality Policy and the FI Department Gender Mainstreaming Strategy within the decentralised Regional Offices. A parallel initiative will be made for the Regional Fisheries bodies.
22. The key personnel responsible for achieving this goal are:

Responsibilities	Lead/responsible person
<i>Drafting the gender task force ToR</i>	<i>Helga Josupeit</i>
<i>Identifying the gender advocate from the senior management</i>	<i>Melba Reantas</i>
<i>Mobilising gender advocates in the regional fisheries bodies</i>	<i>Gail Lugten</i>

Gender mainstreaming goal #2: *Improve gender awareness and gender mainstreaming capacity gap of senior managers and programme staff at all levels of operations through a comprehensive gender mainstreaming capacity building programme. Seek guidance and closely involve ESW Division in the process.*

23. Rationale: This is to create an opportunity for leveling and achieving a common understanding and conceptual clarity of gender, gender equality and gender mainstreaming among staff, and across programmes and projects. The standard learning and understanding of gender equality concepts is essential in building further competencies on gender mainstreaming in work areas across the sector. This should be reinforced by support of state-member governments in building national level capacity on mainstreaming gender across programmes and policies in

aquaculture and fisheries. Currently, there is no specific training programme on strengthening gender mainstreaming in fisheries and aquaculture development and management.

Proposed actions:

24. To improve the gender awareness and sensitivity of senior managers, and to ensure their support and commitment to gender equality, a one or half day *Gender Awareness Seminar for Senior Managers* will be designed and implemented. Through the Fisheries Gender Task Force, Dr Ann Tutwiler, the FAO Assistant Director-General for Knowledge will be requested as Resource Person, being a key person in the FAO executive management and who has the mandate to exercise authority and demand accountability from senior managers. She is also known to be knowledgeable in gender and development issues and concepts.
25. Training course for technical staff on mainstreaming gender in fisheries and aquaculture programme/project development and management. The design and implementation of this training course will be guided by the on-going exercise currently undertaken by the Technical Cooperation Division with the objective of improving and revising the FAO Project Cycle Management (PCM). Gender equality and equity principles are known to be one of the priority areas of focus in the revised FAO PCM.
26. The use of funds allocated for FAO staff development will be explored for this gender capacity development programme.
27. The key personnel responsible for achieving this goal are:

Responsibilities	Lead/responsible person
<i>Lead for the gender awareness seminar for senior managers</i>	<i>Melba Reantaso</i>
<i>Training course for technical staff on mainstreaming gender in fisheries and aquaculture programme / project development and management</i>	<i>Susana Siar</i>

Gender mainstreaming gender goal #3: *Strengthen efforts to develop a core set of gender indicators that would be used to generate, analyze and use gender-disaggregated data in relevant FI projects and programmes to address the persistent data and knowledge gap on gender in fisheries and aquaculture.*

28. Rationale: To guide and ensure the development of gender-responsive policies and programmes in fisheries and aquaculture, there is a need to establish a system for collection, analysis, dissemination, and management of gender and age disaggregated data and information. This will also help in providing a periodic comprehensive overview of the status of gender in the sector across regions and levels of operations. Included in the process are the regional and country offices and networks, research and education institutional partners and civil society organizations.

Proposed actions:

29. A project, *Strengthening Gender Statistics Generation and Management in Fisheries and Aquaculture*, will be designed including determining the necessary technical and financial

resources. The project aims to improve the collection, consolidation and dissemination of gender data and information in the standard questionnaire sent to member-states on labour and employment in the primary sector, and later, also in the secondary sector, in fisheries and aquaculture. It will also consolidate and disseminate existing documentation of gender data and information as well as lessons and good practices in programmes and projects. A Concept Note describing the issues, objectives and the methodology of the project will be prepared before the COFI deadline.

30. A proposed strategy to address the human resources requirement of the above project is to recruit Gender Intern(s) to mainly assist in gender data consolidation, processing, and dissemination.

31. The key personnel responsible for achieving this goal are:

Responsibilities	Lead/responsible person
<i>Lead/responsible person for project development and management</i>	<i>Fernando Jara (with guidance and follow-up from Helga Josupeit)</i>
<i>Lead/responsible person for developing the ToR and recruitment of gender intern(s):</i>	<i>Daniela Kalikoski</i>

Gender mainstreaming goal #4: *Address the gap between relatively strong attention on gender in policy responses, on the one hand, and the much weaker integration of gender analysis and perspectives into the project/programme cycles, on the other.*

32. Rationale: The need to ensure that programmes and projects systematically address gender issues and include a gender mainstreaming strategy, capacity building for learning modalities for integrating gender in project cycle management, logical and results framework and budgeting as well as performance reviews, sets the rationale for this action. This will also essentially require a review of the checklist of the standard Project Review Sheet (PRS) and improve the integration of gender including the process in which it will be rigorously assessed. Considerations such as providing flexible arrangements to address the pressing needs of the marginalised and vulnerable groups such as women, working children, the poor, and the indigenous and minority groups may need to be taken into account.

Proposed action:

33. A *seminar-workshop*, which may be part of the planned Gender Seminar Series, aimed at illustrating differences in the level of project effectiveness and impact when gender analysis and planning are systematically integrated vis-à-vis gender blind or neutral projects. This will also be an opportunity to learn various approaches and tools on gender analysis and planning, including monitoring and evaluation.

34. The key personnel responsible for achieving this goal is:

Responsibilities	Lead/responsible person
Lead / responsible Person	Helga Josupeit

Gender mainstreaming goal #5: *Create opportunities for regular sharing of experiences and lessons on gender activities across branch units and operational levels of the FI Department.*

35. Rationale: A range of studies, programmes and projects, policies, technical papers and guidelines, and guidelines and tools have become a body of lessons and emerging good practices, and which potentially can improve learning, understanding and practice on gender mainstreaming in fisheries and aquaculture development. However, there is hardly a mechanism within FI to periodically share these valuable information and lessons, especially across branch units and disciplinary or technical areas of work.

Proposed actions:

36. A periodic documentation, sharing and dissemination through a *Gender Seminar Series* is envisioned to be a key mechanism for ensuring regular cross-disciplinary sharing of experiences, good practices and lessons learnt on mainstreaming gender in fisheries and aquaculture projects. This is also an opportunity for timely sharing and updating of gender data and statistics in the sector.

37. Another set of key activities is the regular publication and dissemination of Gender Fact Sheets, Gender Factoids/Quizzes. These are intended to provide facts and updates on gender data and information in fisheries and aquaculture, and to ‘trigger interest, learning and buy-in’ on supporting gender equality and equity in the sector.

38. The key personnel responsible for achieving this goal are:

Responsibilities	Lead/responsible person
Lead/responsible person for the gender seminar series	Melba Reantaso
Lead/responsible person for the gender factoids	Gail Lugten

Gender mainstreaming goal #6: *Strengthen focus on gender equality and move beyond women’s issues.*

39. Rationale: A gender-responsive approach focuses on the socially constructed roles and opportunities associated to being a woman or man, and the interaction and power relations between them, which are often unequal. Addressing gender issues is about challenging and correcting these inequalities, both as a means for ensuring programme effectiveness and sustainable development, and in achieving social justice and gender equality. The proposed action highlights both women and men’s capacities and vulnerabilities, and their potentials to work together as equal partners. It also takes into account that men can be equally or more vulnerable than women, and in such cases, strategies to address men’s vulnerabilities should be considered.

Proposed action:

40. Explore collaborative opportunities for *video production and other media for communications marketing* with on-going programmes / projects in fisheries and aquaculture to demonstrate gender role complementarities in fisheries and aquaculture value chains. Outputs of this initiative should be widely disseminated to FAO offices at different operational levels, regional fisheries bodies as well as to government and civil society partners among the member-states. This action will be part of the key areas of focus in the Fisheries and Aquaculture Gender Mainstreaming Strategy.
41. The key personnel responsible for achieving this goal are:

Responsibilities	Lead/responsible person
Lead / responsible person	Helga Josupeit with assistance from Gail Lugten

Gender mainstreaming goal #7: *Improve the gender dimension, and promote coherence in the gender equality framework in the ecosystem approach, sustainable livelihoods approach, Code of Conduct for Responsible Fisheries, as well as the climate change framework in fisheries and aquaculture. Develop a set of standard social and gender indicators, including mechanisms for measuring progress and results.*

42. Rationale: Gender equality principles should be made integral to supporting social responsibility and obligations in the sector. These principles should be made explicit and integral in guidelines, policies and legal instruments in pursuing an enabling process for sustainable aquaculture and fisheries development.

Proposed action:

43. Proposed action for this recommendation will be taken up during the planning processes for the development of the Fisheries and Aquaculture Gender Mainstreaming Strategy.
44. The key personnel responsible for achieving this goal is:

Responsibilities	Lead/responsible person
Lead / responsible Person	To be identified

Gender mainstreaming goal #8: *Strengthen the social science and gender expertise of the FI Department as well as in all level of operations. Organise a multi-disciplinary workshop with participants from different levels of operations to develop a standard set of social and gender indicators in fisheries and aquaculture, including mechanisms for monitoring and evaluation.*

45. Rationale: Promoting effective social and gender learning as well as ensuring positive performance results in gender mainstreaming in fisheries and aquaculture would essentially require allocating resources for gender and social expertise within FI. This can also mean allocating specific posts and resources for gender specialists/ advisory staff in the branch units or in the decentralised offices or in technical cooperation projects.

Proposed action:

46. An advocacy initiative aimed at Senior Management calling for support in strengthening the social science and gender expertise in the FI Department. A justification for this action is drawn from one of the key recommendations of the evaluation of the Code of Conduct for Responsible Fisheries (CCRF). It is argued that effective compliance advocacy and monitoring of CCRF requires a measure of social and gender expertise from the fisheries and aquaculture sector.

47. The key personnel responsible for achieving this goal is:

Responsibilities	Lead/responsible person
Lead / Responsible Person	to be identified by the FI Gender Task Force

Gender mainstreaming goal #9: *Strengthen management accountability for and leadership in promoting gender equality and gender mainstreaming.*

48. Rationale: Senior management play an important leadership and accountability role in ensuring gender-responsiveness of programmes and policies. They need to clearly communicate the importance of gender mainstreaming to donors, member-states, partners and to the staff at all levels in order to encourage support and commitment. Improving their awareness and understanding of gender equality and gender mainstreaming is thus essential for them to effectively carry out this function.

Proposed action:

49. A proposed concrete action is to set *measurable gender performance targets for senior management* in the FI Department. This will be guided by the *FAO Director-General's Bulletin (4 November 2011. No. 2011/60) on FAO's Accountability for and Commitment to Gender Equality*, calling for action in FAO's technical work, administrative procedures and human resource policies, to wit:

- All Assistant Directors-General and Directors at Headquarters and in decentralized offices are responsible for ensuring that FAO products and services contribute to gender equality in a systematic way. To this end, their performance management system (PEMS) agreements will include an objective on gender equality.
- Each division, regional and sub-regional office will appoint a GFP to catalyze said gender equality work.
- The Head of each division, regional and sub-regional office will take measures to guarantee that their GFP has sufficient time and financial resources to meet the requirements laid out in the GFP ToR.

50. The key personnel responsible for achieving this goal is:

Responsibilities	Lead/responsible person
Lead / responsible Person	Susana Siar

Gender mainstreaming goal #10: *Within the context of fisheries and aquaculture development, pursue compliance and tracking on FI's contribution in achieving the FAO gender equality objectives:*

51. Women participate equally with men as decision-makers in shaping laws, policies and programs related to food and nutrition security, rural development and sustainable agriculture including livestock, forestry and fisheries and in rural institutions.

- Reduce by half the proportion of women and girls who suffer from hunger
- Women and men have equal access to and control over land and other productive resources including income.
- Women and men have equal access to goods and services for agricultural development (in livestock, fisheries, forestry and natural resource management) including markets.
- Percentage of agricultural aid committed to women/gender-equality related projects is increased to 30 percent of total agricultural aid.
- Women's work burden is reduced by 20 percent through improved technologies and services.

52. Rationale: The purpose of this action is to ensure that FI's gender mainstreaming policy and strategy are guided, respond to, and contribute to the FAO Gender Policy and Objectives. Roles and responsibilities for implementation and coordination as well as performance and reporting standards should be aligned and supportive to the implementation of the FAO Gender Policy, and the achievement of the FAO gender objectives.

Proposed action:

53. As this is considered a long-term goal, proposed actions for this recommendation will be planned with time-bound targets and will be part of the Fisheries and Aquaculture Gender Mainstreaming Strategy.

54. The key personnel responsible for achieving this goal is:

Responsibilities	Lead/responsible person
Lead / Responsible Person	FI Gender Task Force

International organizations have spearheaded initiatives to increase the focus on gender issues. FAO's it highlighted gender mainstreaming as a key issue facing the sector. These developments led the FAO Fisheries and Aquaculture Department to decide to review its progress in advancing gender equality in fisheries and aquaculture development and to assess the extent to which policies, researches and action projects are oriented towards gender equality and women's empowerment. With this aim, it conducted a stock-taking and planning exercise on mainstreaming gender in fisheries and aquaculture. The exercise identified challenges and gaps in the Department's programmes and projects, becoming the basis for an action plan to achieve ten goals: formulating a gender mainstreaming strategy; improving the gender awareness and mainstreaming capacity of senior managers and staff; increasing attention on the persistent data and knowledge gap on gender in fisheries and aquaculture; bridging the gap between the relatively strong attention on gender in policy responses and the much weaker integration of gender analysis and perspectives; creating opportunities for regular sharing of information on gender activities; strengthening the focus on gender equality; improving the gender equality framework; strengthening the social science and gender expertise at all levels; strengthening management accountability for, and leadership in, promoting gender equality and gender mainstreaming; and pursuing compliance and tracking on the Department's contribution to achieving FAO's gender equality objectives. This initiative provides the Department's management with guidance upon which actions and a gender mainstreaming strategy may be based.

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