

**GENDER AUDIT AND RECOMMENDATIONS
FOR MAINSTREAMING GENDER IN THE
EAF-NANSEN PROJECT**



THE EAF-NANSEN PROJECT

FAO started the implementation of the project “Strengthening the Knowledge Base for and Implementing an Ecosystem Approach to Marine Fisheries in Developing Countries (EAF-Nansen GCP/INT/003/NOR)” in December 2006 with funding from the Norwegian Agency for Development Cooperation (Norad). The EAF-Nansen project is a follow-up to earlier projects/programmes in a partnership involving FAO, Norad and the Institute of Marine Research (IMR), Bergen, Norway on assessment and management of marine fishery resources in developing countries. The project works in partnership with governments and also Global Environment Facility (GEF)-supported Large Marine Ecosystem (LME) projects and other projects that have the potential to contribute to some components of the EAF-Nansen project.

The EAF-Nansen project offers an opportunity to coastal countries in sub-Saharan Africa, working in partnership with the project, to receive technical support from FAO for the development of national and regional frameworks for the implementation of Ecosystem Approach to Fisheries management and to acquire additional knowledge on their marine ecosystems for their use in planning and monitoring. The project contributes to building the capacity of national fisheries management administrations in ecological risk assessment methods to identify critical management issues and in the preparation, operationalization and tracking the progress of implementation of fisheries management plans consistent with the ecosystem approach to fisheries.

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PREPARATION OF THIS DOCUMENT

The evaluation of the first phase of the EAF-Nansen Project in 2014 made six key recommendations including one on promoting gender equality in the project activities and deliverables. An expert on gender in fisheries and aquaculture was engaged to undertake an audit of the key project documents and major outputs to date from a gender point of view (i.e. how gender-sensitive the project has been, and where opportunities to mainstream gender were missed and/or seized). Specifically the consultant was to:

1. Review the project documents, logframe, activities and reporting;
2. Provide highly-specialized, innovative and technical gender expertise for the gender analysis and auditing of these documents;
3. Identify strengths, weaknesses, gaps, opportunities and challenges in promoting gender equality within the project;
4. Advise and provide recommendations to mainstream gender in future phases of the project, and in particular suggestions for gender-sensitive indicators to include in the second phase logframe; and
5. Advise on the contents of terms of reference for the development of a Gender Strategy for the second phase of the project.

The consultant interviewed partners (Project Focal Points and Gender Focal Points in the countries) as well as the staff of the Project Coordination Unit and other staff of the FAO Fisheries and Aquaculture Department in Rome and in the field offices regarding gender mainstreaming awareness and practices within the project. This report is the outcome of the study.

FAO EAF-Nansen Project.

Gender audit and recommendations for mainstreaming gender in the EAF-Nansen Project.
FAO EAF-Nansen Project Report No. 24. Rome, FAO. 2015. 28 p.

EXECUTIVE SUMMARY

Despite its numerous achievements, the EAF-Nansen project so far has missed opportunities to mainstream a gender perspective in its design and implementation. This is deemed to be due in large part to the fact that gender awareness is *assumed* to exist and gender dimensions taken ‘naturally’ into account, and to the fact that much of the EAF guidance relied upon by the project does not give much prominence to the gender dimensions of fisheries management. This notwithstanding, the evolution of the project since its inception, the strong base it has established over the years and its new direction offer many opportunities for mainstreaming gender in its forthcoming phase. To do so, targeted interventions are possible with regard to the project management, activities (capacity development, development and implementation of fisheries management plans) and communication to increase awareness about gender issues as well as tackle inequalities through the implementation of the EAF and improved fisheries management.

A total of 19 recommendations covering many topics are proposed to mainstream gender in the remainder of the project duration, under three entry points: project management, activities and dissemination.

The project is deemed highly capable of implementing these recommendations. The planned elaboration of a gender strategy – an integral part of the mainstreaming process – and a revised project logframe should enable to crystallise these efforts. Not only does incorporating gender in aspects of the project ‘make sense’, it will also help it achieve the anticipated outcomes of its second phase and progress towards its developmental goal. However, this will require addressing the two fundamental issues that have impeded its commitment to gender equality in fisheries from being visible and effective, namely (i) improving the overall depth of attention given to ‘human’ issues in fisheries management to ensure that gender is included in these, both in capacity development and in the studies underpinning fisheries management, and (ii) improving its reporting, monitoring and evaluation.

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Acronyms

CBD	Convention on Biological Diversity
CCRF	Code of Conduct for Responsible Fisheries
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
COFI	Committee on Fisheries
EAF	Ecosystem approach to fisheries
ERA	Ecological risk assessment
FAO FI	Food and Agriculture Organization's Fisheries and Aquaculture Department
FMP	Fisheries Management Plan
IMR	Norwegian Institute of Marine Research
KCDP	Kenya Coastal Development Project
M&E	Monitoring and evaluation
NTG	National task group
PACFA	Global Partnership on Climate, Fisheries and Aquaculture
PCU	Project coordination unit
RTG	Regional task group
SEAGA	Socio-economic and gender analysis
SWOT	Strengths, weaknesses, opportunities, threats
TOR	Terms of reference
UNCED	United Nations Conference on Environment and Development
UNCLOS	United Nations Convention on the Law of the Sea
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization

1. INTRODUCTION

1.1 Background

The EAF-Nansen Project “Strengthening the Knowledge Base for and implementing an Ecosystem Approach to Marine Fisheries (EAF) in Developing Countries” stems from the Nansen Program (NP), a long-standing partnership between the Norwegian Agency for Development Cooperation (Norad), owner of the Research Vessel (R/V) Dr Fridtjof Nansen, on behalf of the Norwegian Ministry of Foreign Affairs, the Norwegian Institute of Marine Research (IMR), and the FAO Fisheries and Aquaculture Department (FAO FI). Phase I of the EAF-Nansen Project ran for five years between 2006 and 2011. Phase I was followed by a Transition Phase (ongoing) until the start of Phase II, expected in 2016 with the delivery of a new R/V Dr Fridtjof Nansen. The project now counts 31 partner countries and has developed a wide network of partner institutions throughout the African continent. Since its inception, the project has achieved groundbreaking progress in building knowledge and capacity for the elaboration of fisheries management plans based on the EAF.

The project is now at a pivotal point in its implementation. The final evaluation of Phase I (FAO-OED, 2013), carried out halfway through the transition phase, made a number of recommendations regarding the thrust, scope and approach of the forthcoming Phase II of the project. One of these recommendations (no. 6) concerned gender mainstreaming and urged FAO and the project team to: “**Consider gender explicitly in Phase II of the project. The logical framework will need to be ‘engendered’, with detailed indicators to illustrate the extent of women’s voice in the project’s local, national and regional activities and fora**”. This recommendation stemmed from the observation that, despite some efforts to ensure the equal participation and treatment of men and women in the project activities, “the project programming documents do not mention gender or gender mainstreaming, even though this is an important aspect for Norwegian support” (FAO-OED, 2013).

The rationale for mainstreaming gender in a project of the size and ambition of the EAF-Nansen project is encapsulated in the foreword of the FAO policy on gender equality (FAO, 2013) which, although generic in its wording, equally applies to fisheries (Box 1).

Box 1: Extract from the Foreword of the FAO Policy on Gender Equality (FAO, 2013)

We must eliminate all forms of discrimination against women under the law, ensure that access to resources is more equal and that agricultural policies and programmes are gender-aware, and make women’s voices heard in decision-making at all levels. Women must be seen as equal partners in sustainable development, because they have as much to give as they need to receive.

*In the end, **achieving gender equality and empowering women is not only the right thing to do; it is also a crucial ingredient in the fight against poverty and hunger.***

Thus, not only mainstreaming gender in the project and striving for gender equality in fisheries are “the right things to do”, they shall also enable the project to more effectively progress towards the achievement of its developmental goal “**to reduce poverty and create conditions to assist in the achievement of food security through development of sustainable fisheries management regimes**”.

1.2 Objectives

Prompted by Recommendation 6 of the Phase I evaluation report (FAO-OED, 2013), the EAF-Nansen project commissioned a gender audit of key project documents and outputs to date. The objectives of the gender audit are twofold:

- i. Review the EAF-Nansen project's performance in promoting gender equality;
- ii. Provide recommendations on ensuring that gender considerations are fully embedded in the project and, in particular, in its future phases (remainder of the transition phase and Phase II), including suggestions for gender-sensitive indicators to include in the second phase logframe and terms of reference for the development of a Gender Strategy for the second phase of the project.

The gender audit was carried out by Dr Cecile Brugere, socio-economist and gender expert in fisheries and aquaculture, over the period August–October 2014. Detailed Terms of Reference for the assignment are provided in Appendix 6.1.

1.3 Methodological approach and structure of the report

The gender audit followed a four-step approach:

1. Review of project documentation. A large number of documents, used or produced by the project since its inception was reviewed to assess their sensitivity to gender issues (Appendix 6.2a). Analysis of how gender-sensitive the project has been, where there may have been missed opportunities and where challenges lay to mainstream gender was structured according to the Strengths, Weaknesses, Opportunities, Threats (SWOT) format (Appendix 6.3).
2. Questionnaire and follow-up interviews. A short questionnaire was designed and sent to project national focal points to get a broad-brushed picture of current practices and personal knowledge regarding the tackling of gender issues in the fisheries sector at national levels (Appendix 6.4). This was followed-up by an informal phone conversation with selected respondents to get additional insights into personal gender awareness and mainstreaming practices in the project's member countries.
3. Visit to the Project Coordination Unit (PCU). Members of the PCU and other FAO staff (FIR, FIP) were met during a short visit to FAO, Rome, to discuss some ideas, experiences with other projects and the place of the gender strategy in the second phase of the project. Additional project documentation was also gathered for further analysis.
4. Synthesis and formulation of recommendations. Finally, on the basis of the above, recommendations to fully embed gender considerations in the project were formulated, giving particular attention to the logframe for Phase II and the terms of reference for the development of the project's gender strategy.

The report starts by examining the gender sensitiveness of the overall context of implementation of the EAF-Nansen project (Section 2). Results from the SWOT analyses are then synthesized, and complemented with insights from the questionnaire analysis (Section 3). Entry points for mainstreaming gender and specific recommendations follow (Section 4). The last section concludes with follow-up actions. References cited in the report are listed in Appendix 6.2b.

1.4 Gender pointers

Parity, equality or equity?

Gender is the socially and culturally constructed identities of men and women. Gender refers to the roles, responsibilities, access and opportunities of men and women, boys and girls, in a society. Gender determines what is expected, allowed and valued in a woman or a man in a given context. Therefore, it is not only a focus on women's issues. Instead, it is an examination of issues of equality/inequality and differences between men and women as their respective roles and responsibilities vary depending on the social environment and power dynamics that prevail in a given society.

There is sometimes confusion between the terms "equity" and "equality" in their application to gender. **Gender equity** refers to the *process* of fair and just treatment of women and men and concerns the set of actions, attitudes, and assumptions that provide opportunities and create expectations about individuals. **Gender equality** is *when men and women are being treated equally and have equal opportunities and responsibilities*. Gender equality, however, does not necessarily mean equal numbers of men and women or boys and girls in all activities, nor does it necessarily mean treating men and women or boys and girls exactly the same. It implies enhancing the ability of women and men to enjoy status and opportunities that enable them to realize their potential to contribute to, and benefit from, social, economic and political development.

Women's empowerment is a related notion to gender equality but distinct from it. The core of empowerment lies in "the ability of a woman to control her own destiny. This implies that to be empowered women must not only have equal capabilities (such as education and health) and equal access to resources and opportunities (such as land and employment), they must also have the agency to use those rights, capabilities, resources and opportunities to make strategic choices and decisions (such as are provided through leadership opportunities and participation in political institutions). And to exercise agency, women must live without the fear of coercion and violence" (Millennium Project Task Force on Education and Gender Equality 2005).

Gender parity exists when there are equal numbers of men and women at all levels in an organization. It must include significant participation of both men and women, particularly at senior levels. Gender parity is one of several integrated mechanisms for improving organizational effectiveness (UNDP 2007). Whilst it is an important objective, it is not sufficient to achieve gender equality or women's empowerment. Projects should therefore aim for the latter two.

Mainstreaming

Gender mainstreaming (or **mainstreaming a gender perspective**) is defined as "the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal of gender mainstreaming is to achieve gender equality" (ECOSOC 1997).

Gender mainstreaming therefore involves a process of profound change: it is not about adding a "woman's component" or even a "gender equality component" into an existing activity or programme. It goes beyond increasing women's participation; it means bringing the experience, knowledge, and interests of women and men to bear on the development agenda¹". Practically, this means taking questions of gender seriously in all regular project activities and making them "everyone's business" (Risby and Todd 2011), i.e. ensuring that "women's as well as men's concerns and experiences are an integral dimension of design, implementation, monitoring and evaluation so that women and men benefit equally and inequality is not perpetuated"².

Evolving frameworks: from Harvard to agency and transformative change

The inclusion of gender dimensions in development interventions has evolved from a focus on women's roles, to one on gender relations, equality and empowerment. Initially, the Harvard – or gender roles/efficiency – framework supported the analysis of men and women's roles in order to help planners design more efficient projects and improve overall productivity. This way of considering gender, which pervaded development discourses for a long time, has showed its limitations and has since paved the way for new perspectives incorporating gender-conditioned dimensions of access, control and power. Today, **agency** – the process through which women and men are considered as agents of change who use their endowments and capabilities to take advantage of opportunities and achieve their desired outcomes – is the framework of choice because it can shed light into the nature and magnitude of the social, economic, cultural and institutional barriers to gender equality (World Bank 2012, Sen 1999). Agency is itself underpinned by a process of transformative change that is necessary to challenge and correct gender inequalities where they are encountered.

Finally...

There are various degrees to which gender can be mainstreamed in a project. How well a project will succeed in tackling gender issues and move towards gender equality will depend on the political will of its leadership to do so and on the extent to which gender sensitivity is reflected in all aspects of the project. Ensuring that women participate in the project activities in any capacity and at any level (as community members, crew or managers) in an equal measure to their male counterparts is a step in this direction, but it is insufficient in itself to achieve empowerment and agency unless it is accompanied by an evolution in mind-sets and a process of transformative change deeply rooted within a project ethos and the working practices of its staff.

This report deals exclusively with gender and women's participation in, and benefits from, improved fisheries management. Ideally, considerations of agency and equality in benefits and opportunities should also be extended to the youth and other minorities.

¹ <http://www.ilo.org/public/english/bureau/gender/newsite2002/about/defin.htm>

² Report of the Inter-Agency Committee on Women and Gender Equality, third session, New York, 25–27 February 1998.

2. CONTEXT: THE EAF

2.1 The coming of age of the EAF: from concept to guidance for implementation

Over the last two decades, the EAF has become the main reference framework for managing fisheries and implementing the principles of sustainable development in the context of fisheries. The principles that underpin the EAF are enshrined in the 1995 Code of Conduct for Responsible Fisheries (CCRF), the 1982 Convention on the Law of the Sea (UNCLOS), the 1992 United Nations Conference on Environment and Development (UNCED) and its Agenda 21, and the 1992 Convention on Biological Diversity (CBD). Over the years, guidance for the implementation of the EAF has been issued mainly in the form of FAO Technical Guidelines for Responsible Fisheries. These deal with specific aspects of fisheries management and provide guidance on how to translate the economic, social and ecological policy goals and sustainability aspirations of the EAF into operational objectives, indicators and performance measures³. More recently, the EAF Tool Box⁴ (online and in print), has become an essential reference point for information on the implementation of the EAF for fisheries managers around the world. This comprehensive set of supporting information is referred to as “EAF guidance” in the rest of the document.

2.2. Gender sensitivity of the EAF and its implementation guidance

Given the reliance of the EAF-Nansen project on the EAF guidance, it is important to start with a review of its overall sensitivity to gender. Key reference documents and associated guidance documents on the EAF and its implementation were examined. The EAF Tool Box was searched for mentions of “gender” and “women”.

Overall, the EAF pays little attention to gender, despite the concerns for human wellbeing and equity encapsulated in the 5th Principle of the EAF⁵. Significant work has gone into underlining the importance of the human dimensions of the EAF – which include gender – and the guidance on tackling these dimensions in fisheries management is comprehensive. Yet gender issues have been somewhat underplayed in this guidance, which does not delve into enough detail on what considering men and women’s needs and expression of capabilities entails, and tends to rely on implicit assumptions about fisheries managers’ and facilitators’ pre-existent gender awareness (Figure 1). From this standpoint (and this standpoint *only*), EAF tools, guidance and supporting documentation are weak and patchy in the advice they provide to fisheries managers on how to tackle gender dimensions in their fisheries management responsibilities. As such, the EAF toolbox and associated documentation are judged insufficient on their own (i.e. without prior gender awareness or expertise) to adequately mainstream a gender perspective in fisheries management activities and progress towards gender equality in the sector. As will be shown later, this apparently small, yet fundamental, shortcoming has major repercussions on the way the EAF-Nansen project has considered and incorporated gender equality considerations in its work to date.

³ Source: FAO Fisheries and Aquaculture Department webpage (<http://www.fao.org/fishery/topic/16034/en>)

⁴ <http://www.fao.org/fishery/eaf-net/en>

⁵ “Governance should ensure both human and ecosystem well-being and equity”. Other principles are: 1. Fisheries should be managed to limit their impact on the ecosystem to an acceptable level; 2. Ecological relationships between species should be maintained; 3. Management measures should be compatible across the entire distribution of the resource; 4. Precaution in decision-making and action is needed because the knowledge on ecosystems is incomplete.

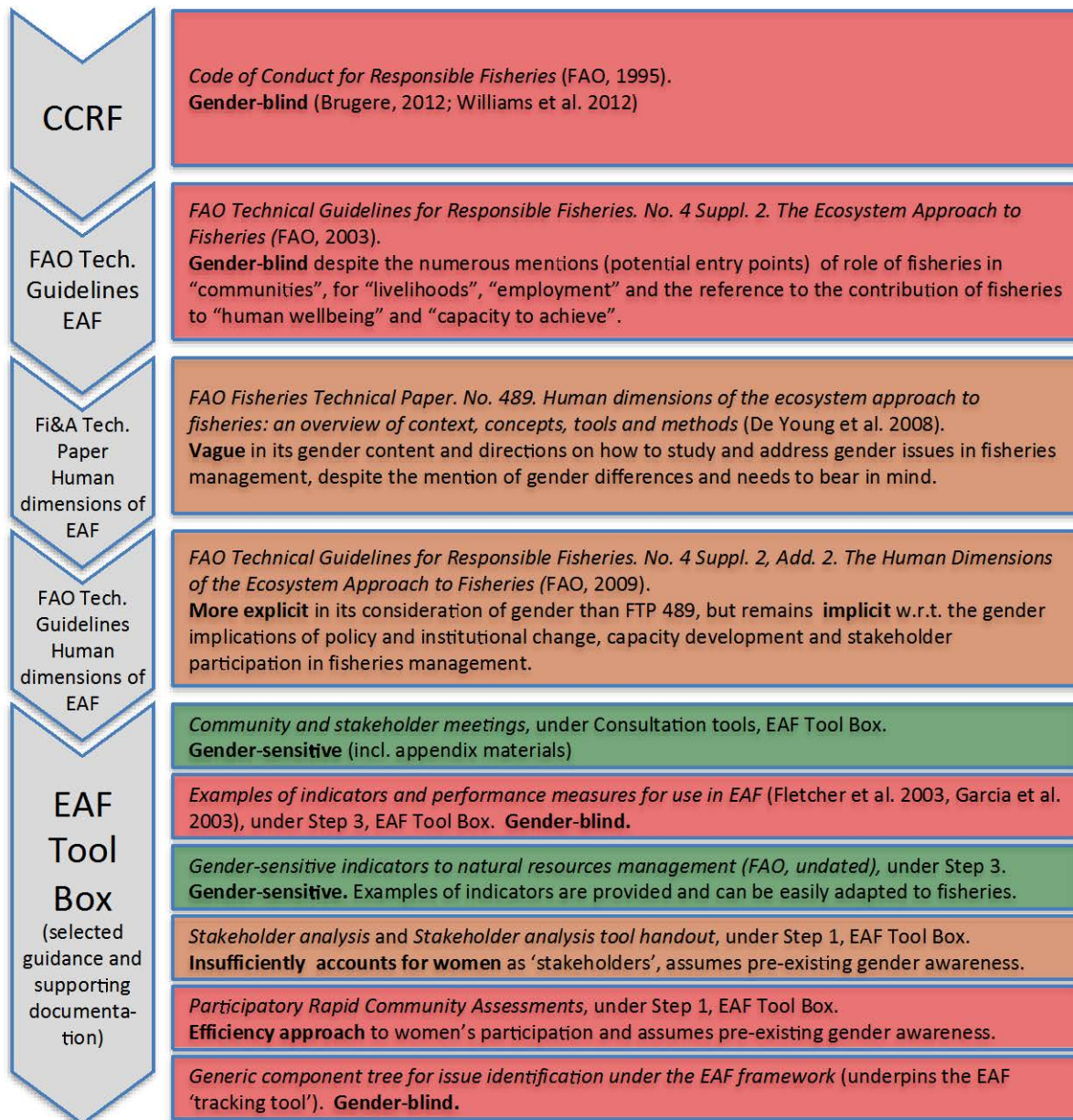


Figure 1: “Traffic light” overview of the sensitivity of selected EAF documentation and guidance.

3. THE EAF-NANSEN PROJECT THROUGH A GENDER LENS: Results of the gender audit

3.1 Gender sensitivity of the EAF-Nansen project: a synthesis

This section provides an overview of the gender sensitivity of the EAF-Nansen project by examining its functioning and achievements through a “gender lens”. It also identifies where opportunities to mainstream a gender perspective in the project have so far been missed, and where opportunities to correct this in the project’s second phase could be seized. Full details of the Strengths-Weaknesses-Opportunities-Threats (SWOT) analysis of the project, which are distilled in the synthesis that follows, are available in Appendix 6.3. The reader is invited to refer to them for further information on specific items of the project: successive phases of implementation (I, transition and II) and deliverables, including specific methodological guidance (EAF baselines, ERA, indicators), outputs (baseline reports, baby projects, selected fisheries management plans) and other materials (legal review, outreach, partnerships).

The audit confirms that the EAF-Nansen project has missed opportunities to mainstream a gender perspective in its design and implementation so far. This can however be redressed in the second phase of the project with actions that range from “quick-fixes” to a longer and deeper reflection on the role of the project in the pursuit of gender equality and women’s empowerment in fisheries, which are necessary conditions for the achievement of its developmental goal.

3.1.1 Overview of the EAF-Nansen project through a gender lens⁶

Institutional history of the project

The EAF-Nansen project has a long history and is deeply anchored in the long collaboration between the FAO and the Government of Norway. Initially designed as a fisheries stock assessment project, it has rapidly evolved to embrace the principles of the EAF and to address the capacity building needs in the member countries. The environmental thrust of the project has however endured in project activities, at the expense of human⁷ considerations. This is despite the importance placed on these dimensions by Norad, the concomitant ‘push’ for interdisciplinary work and gender mainstreaming within FAO, and the involvement of other services in the Fisheries and Aquaculture Department (in particular FIP). Whilst the democratic management⁸ of the project in national and regional groups and its bottom-up approach have enabled the interests and needs of stakeholders to be accounted for, traditional practices and limited representation of women in some of the partner fisheries authorities have contributed to the inadequate visibility of gender in the project. This notwithstanding, the gradual evolution of the project towards a more holistic accounting of all the factors affecting the management and sustainability of fisheries are a positive sign of the potential for steering it towards a systematic inclusion of gender dimensions in its implementation and outputs.

⁶ Headings for this section are inspired from Blickhäuser and von Barga (2007).

⁷ “Human” is understood as encompassing social (including gender), economic and institutional (including legal) dimensions. “Socio-economic” is more restrictive in the sense that it usually does not include institutional considerations.

⁸ When major decisions are agreed upon by the majority.

Ideology, values and standards of the project

Diversity – in partners, geographic areas and ecosystems, cultural and economic contexts – is an important value of the project. Its ability to successfully manage diversity is one of its key assets. The project management team and numerous partners at national levels also hold gender equality values high and have strived, for example, to ensure an equal participation of men and women in regional activities. This is however not sufficient for a clear expression of the project's position with regard to gender equality. First because successfully managing diversity is not necessarily synonymous with progressing towards gender equality (after Blickhäuser and von Bargen 2007); in contrast with gender mainstreaming, managing diversity does not challenge the status quo and is not clearly directed against discrimination. It is also usually the responsibility of a few whereas gender mainstreaming treats the systematic acknowledgement of diversity and gender equality as everyone's task. In addition, gender equality values are assumed as 'common sense', and as such, are not reflected in any of the project documentation and its standard operating procedures.

Finally, the project is framed by a 'performance' ethos. Conceptually, this is problematic from a gender point of view because economic or project performance measured in results against set targets does not lend itself easily to evaluating the processes of change that can lead to gender equality and women's empowerment. In addition, the means in place to achieve performance can be very much akin to the Harvard/efficiency approach to gender, oversimplifying the complexity of gender relations and shifting responsibility for success/good performance (or failure/poor performance) to the shoulders of women involved (Chant and Sweetman 2012).

Organisational culture of the project

The characteristics of the project's main topic – capture fisheries, a traditionally male-dominated and ecologically-focused but very diverse sector, is to a large extent reflected in the organizational culture of the project: women are a minority, and so are the means in place to effectively encompass socio-economic, and a fortiori gender, dimensions. Although the present report constitutes an impulse to changing this, this state of affairs has been somewhat accepted as a *fait accompli* since the inception of the project, just as the role of women in fisheries has remained invisible for decades. Yet, as mentioned above, the full diversity of the project stakeholders of an entire continent, of their needs and cultures, is effectively catered for by the project management and its organizational mechanisms.

Project staffing and management structure

The project management structures in place allow for cultural diversity representation and democratic and consensual decision-making, in particular at regional levels. However, women are overall a minority among project staff and national partner institutions, and it is difficult to assess the extent of their presence and impact in the formal and informal networks that the project has built at regional level. The existence of external advisory structures to the project and annual discussion fora, which are an asset to ensure the coherent progress of the project and its relevance and have repeatedly highlighted the need to emphasize the socio-economic dimensions of fisheries, have nonetheless not succeeded in ensuring that gender dimensions be adequately accounted for in the project. This highlights once again the need for signs of gender awareness in the project to be made more obvious at all levels, and both on paper and in action.

3.1.2 Gender sensitivity of the work and achievements of the EAF-Nansen project: a SWOT analysis

If the EAF-Nansen project has not explicitly dealt with gender equality so far, it can nonetheless be said that the project has been in some instances more gender-sensitive than it appears, notably thanks to the efforts of the PCU to promote gender parity. The project also has a number of strengths upon which it can build in its forthcoming phase. However, this will require addressing identified weaknesses as soon as possible, and standing up to the challenges (threats) to do so that lay ahead.

Strengths

- The project has momentum, kudos and strong member country buy-in, even more so now as countries are getting tangible results and benefits, especially in terms of capacity built from their participation in the project.
- There has been a marked progression over the years in the awareness of the human dimensions of the EAF (c.f. EAF Principle 5), especially since the start of the transition phase of the Project, which is more explicit in its consideration of gender. The EAF framework is flexible and could better incorporate gender issues.
- The project has shown a capacity to evolve and adapt to new needs.
- The project has stated its intention to achieve gender parity at all levels of its implementation in the forthcoming phase very clearly.
- Half of the member countries are reportedly open and ready for the better integration of gender dimensions in the project.
- In a number of countries, even though a minority, women are a dominant force in the fisheries authorities.
- The project has shown its ability to successfully manage diversity (in partners, geographic areas and ecosystems, cultural and economic contexts). Equal participation of men and women is part of this diversity (even though this is not necessarily synonymous with progressing towards gender equality – see above).

Weaknesses

- The project has relied on the assumption that all project staff and stakeholders at national and regional levels are already gender aware and knowledgeable about what it means and entails. Consequently, it has been erroneously assumed that gender dimensions will be spontaneously accounted in project activities. This assumption is not verified.
- As a consequence, gender dimensions are invisible in most of the project documentation. The PCU's gender awareness does not systematically show through the project management, activities and communication.
- If gender parity is encouraged in some project activities (e.g. training) or at management levels (e.g. membership of NTGs or RTGs), there is lack of evidence to demonstrate this.
- Inadequate attention to socio-economic issues in fisheries, among which gender issues should be included, has been repeatedly flagged as a problem since the inception of the project. Yet it is still not fully addressed.
- In-country capacity regarding gender (knowledge of concepts and general awareness) is uneven and, with some exceptions, overall limited.
- Gender in fisheries is not an aspect that has been touched upon in the training and capacity building delivered by the project.

- The project lacks clear reporting and monitoring and evaluation mechanisms which are needed to track the effectiveness and impact of the gender mainstreaming process and the project's contribution to progress towards gender equality.

Opportunities

- The second phase of the project promises a continued emphasis on capacity building, at all levels (from children in schools, to students in universities, to officials in fisheries administrations and in research institutions). Raising awareness on gender equality in fisheries, the workplace and societies at large should start from a young age and should be maintained throughout one's lifetime (World Bank 2014).
- There is a renewed call for emphasis to be placed on the collection of socio-economic data for a more holistic analysis of fisheries than has been carried out so far. This provides an avenue for documenting and increasing the visibility of the role of women in the fisheries at stake, analysing the potential impact of management measures on men and women, and ensuring that this is adequately captured in management plans.
- Among participating countries, some national focal points and members of NTGs are very progressive. They could act as "champions of change" regarding gender mainstreaming, leading change in practices by setting an example to other countries.
- The project has a growing network of partner organizations and projects. With this come increased outreach and influence, as well as reciprocal opportunities for social learning⁹ which could be important to stimulate a positive outlook on change and create an enabling environment for exchanging and building of awareness on gender equality.

Threats

- Reference and guidance materials such as EAF component trees and ERA, upon which core outputs of the project are based (baseline studies and fisheries management plans (FMPs)), have not been sensitive enough to gender. As a consequence, they do not allow bringing to light the gender issues that may exist at national levels and within specific fisheries and related activities. Unless the format of these materials is modified there will still be the risk of continued invisibility of gender dimensions in fisheries, especially in places where women's participation in the sector is not evident or recognized. This is all the more a threat that gender does not fit in only one 'box' or under one heading, but instead straddles across the "human wellbeing" and "ability to achieve" categories/objectives of the EAF and cuts across personal, community, sectoral and institutional levels, and that post-harvest, where the bulk of women's participation takes place, is not a prime consideration in fisheries management.
- The project carries a heavy weight of history. Traditional greater emphasis on the environmental and bio-physical dimensions of the project outputs, systematic reliance on selected guidance materials, ways of reporting, and seeing gender as an inherent and implicit dimension of the project, are likely to slow down the acceptance and uptake of a positive attitude to 'doing and seeing things differently', which underpins the change process required for the effective mainstreaming of gender in the project.
- There are important differences among all the member countries regarding the cultural perception of women's roles and position in society. In contexts where equality is a contested value, mainstreaming gender will face important challenges.

⁹ Social learning is defined as a learning process that aims to "foster knowledge sharing and creation between stakeholders with diverse experiences and views" (Leys and Vanclay 2011).

- Adding the gender dimension to the EAF is adding to the challenges fisheries authorities are already facing and may not be prioritized.
- Phase II, in its early elaboration stage, suggests an increase in women's participation. Although increasing women's numbers in the project is necessary in a first instance, it is not sufficient to progress towards gender equality and increase women's empowerment from their participation in the project.

3.2 Insights from national project staff

The response rate to the questionnaire was very encouraging, with fourteen out of thirty-one countries responding to it (n=14, or 45 percent). Out of these, eight were contacted for a follow-up informal phone enquiry into the respondents' personal exposure to gender concepts, their opinion on the relevance of sources of information to their needs, and their expectations from the future project gender strategy. The following provides a broad-brushed picture of the institutional environment and personal experience of national focal points regarding gender mainstreaming. The results and insights gained from this analysis should not be seen as definitive nor as statistically representative of all the countries involved in the EAF-Nansen project, but as constituting a starting point upon which the future gender strategy should build.

On average, women represent 39 percent of the ministries/departments/directions of fisheries. Although more and more women are being hired, their under-representation remains unchanged in a relatively large number of countries, with some reporting a drop in numbers due to expectations placed on them by society, such as marriage and family responsibilities (Figure 2).

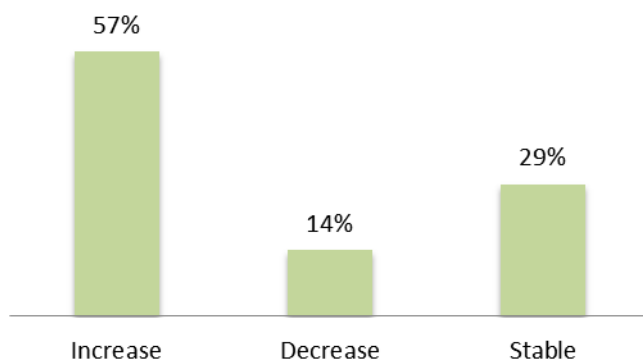


Figure 2: Evolution in the representation of women in ministries, departments and directions of fisheries.

Half of the ministries, departments or directorates of fisheries have an explicit commitment to gender equality¹⁰ (Figure 3). Forty-three percent of them also have a nominated gender focal point (Figure 4), who has, on average, been in position for 5½ to 6 years. None of these gender focal points are however members of the national project teams.

¹⁰ As reported by the respondents. This was not verified by checking mission statements or similar documentation from the concerned authorities.

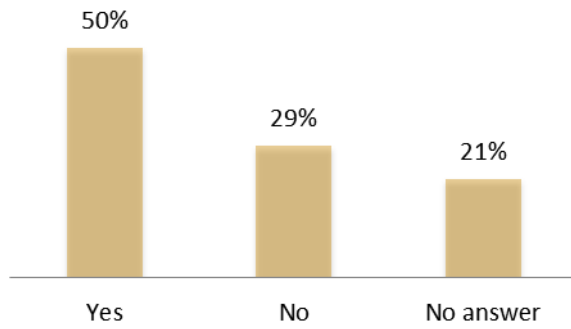


Figure 3: Institutional commitment to gender equality.

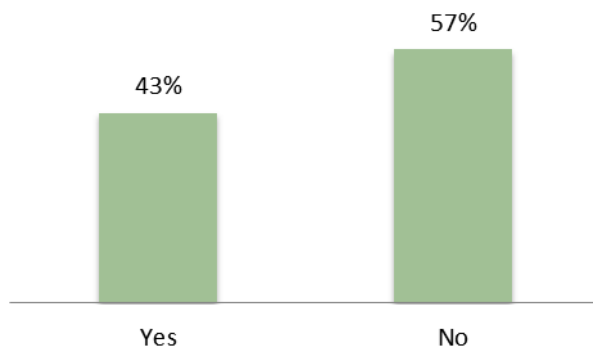


Figure 4: Presence of a gender focal point in ministries, departments of directions of fisheries.

Independently of whether these are in place or not, assistance for information or advice on gender matters is often sought from a variety of providers, such as other ministries dealing with gender equality, family issues or social development, and with whom fisheries authorities have established a formal collaboration, researchers, internet and UN-Women (Figure 5). Collaboration with other ministries, reported in 50 percent of the cases, is not new and has been in place on average for the last 6½ to 7 years. However, the limited knowledge of their staff about the fisheries sector was judged to hamper the relevance of their assistance on gender issues. Most revealing however, is the fact that gender focal points are hardly resorted to for information and advice. Reasons for this are unclear.

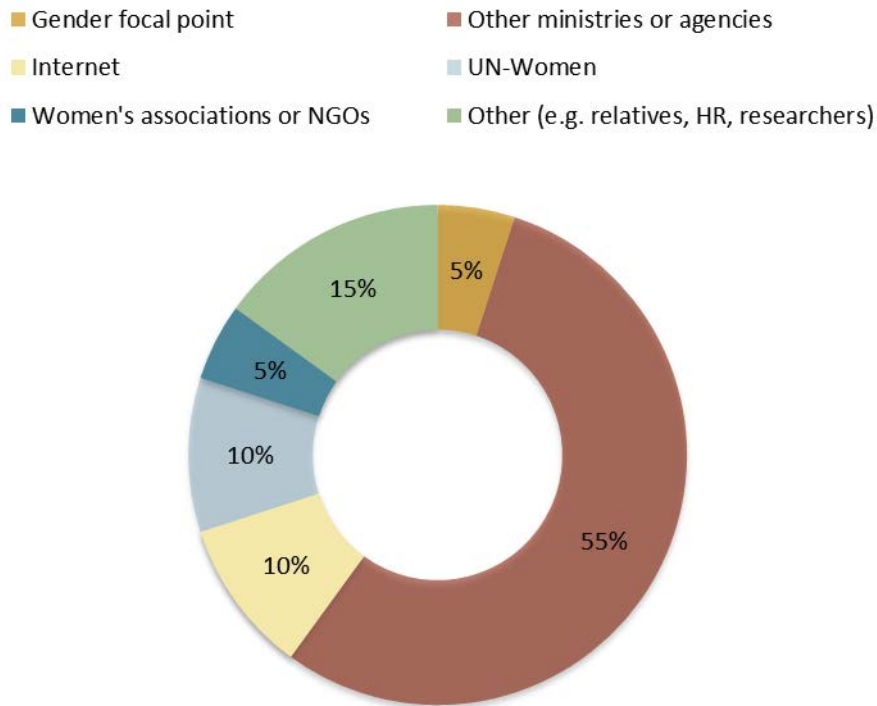


Figure 5: Sources of information and advice on gender

Most of the respondents indicated some prior exposure to gender concepts and considerations, either gained through formal training or indirect interactions with other programmes with a gender component, such as the Sustainable Fisheries Livelihoods Programme in West Africa (Figure 6). Although this denotes some pre-existing awareness of gender issues that will be worth capitalising upon, it is still a far cry from being “everyone’s business” (it is not part of 43 percent of respondents’ work). Combined with the limited knowledge of gender focal points in ministries, this suggests an important need for both strengthening theoretical knowledge on gender and for providing practical guidance on how to develop and implement a gender-sensitive programme of activities in the work of fisheries administrations.

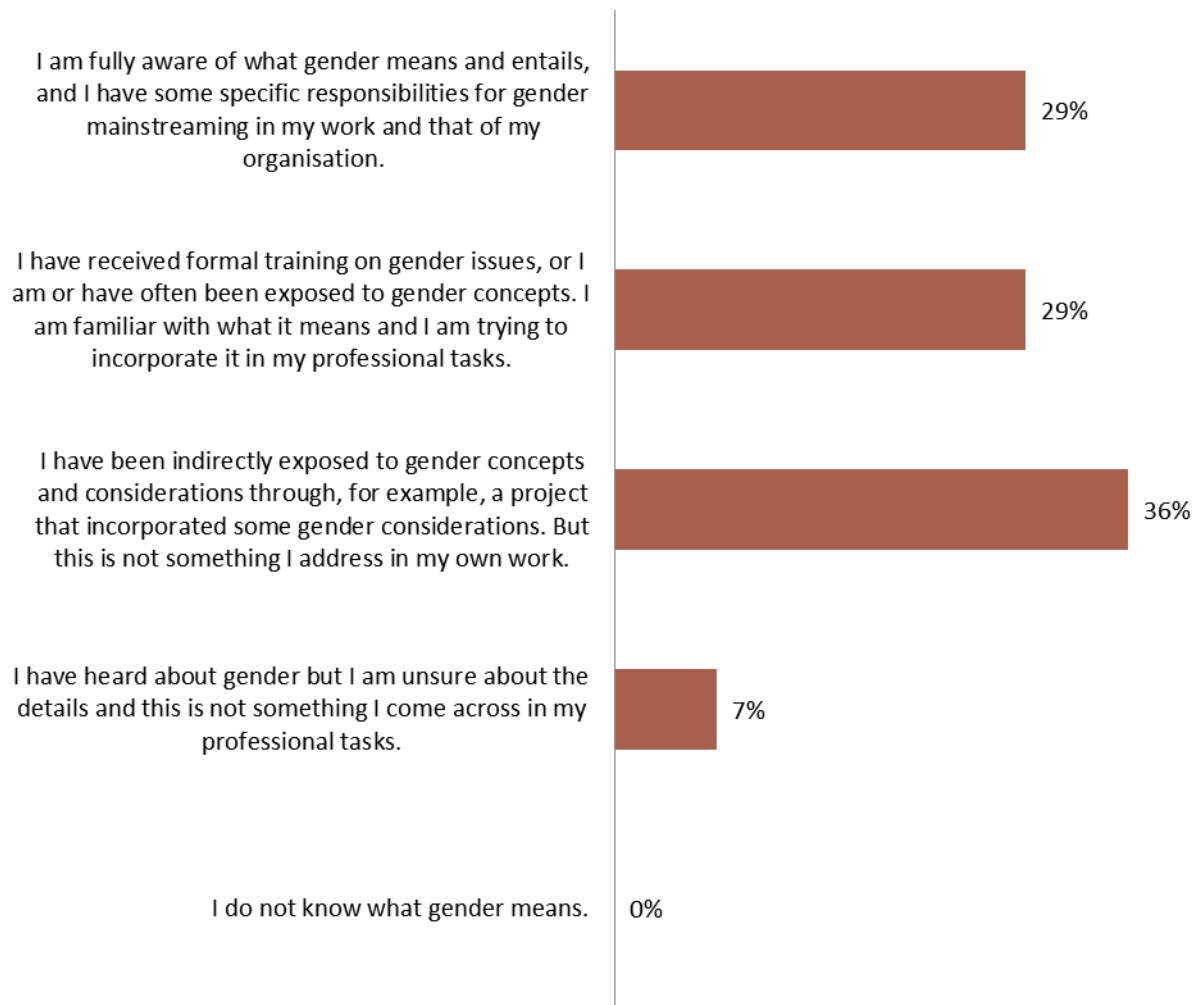


Figure 6: National focal points' knowledge and experience on gender

Figure 7 highlights the interpretation of the meaning of the “human wellbeing” dimension of the 5th principle of the EAF by respondents. ‘Gender’ is as frequently quoted as other most obvious notions¹¹, such as ‘Wellbeing’, ‘Human’, ‘Economic’, ‘Food’, ‘Natural resources’ and, interestingly from a social and sustainable development perspective, ‘Sharing’. Other important notions emerge, many connected to progress towards gender equality: ‘opportunities’, ‘justice’, ‘rights’, ‘fairness’, ‘respect’, ‘proportionality’, ‘aspirations’ etc. alongside ‘women’. In light of the repeated call for greater inclusion of socio-economic considerations in the project¹², this suggests that capacity development could use these notions as a springboard to explore their connections with gender equality, in the particular context of fisheries.

¹¹ The very topic of enquiry (i.e. ‘gender’) is likely to have influenced this, but still, this is a positive sign of pre-existing awareness on gender matters.

¹² See SWOT analyses, Appendix 6.3.

Finally, preferences regarding modes of capacity development on gender were gathered (Figure 8). Although traditional forms of training (short and regular training sessions) are preferred, responses also suggest that alternative modes of training could also be considered when it comes to developing capacity on gender and what gender equality entails in a fisheries context. Approaches to training could also be mixed, starting for example with an online course on conceptual knowledge, followed by a ‘practice’ and discussion workshop.

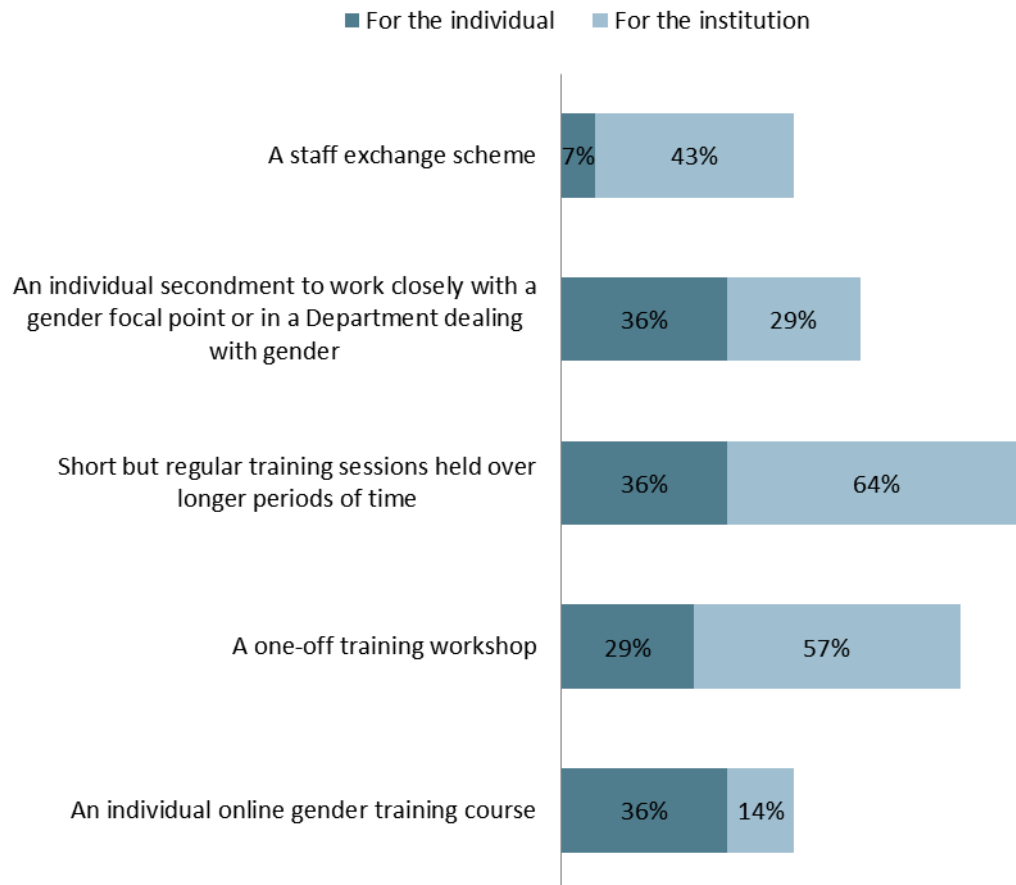


Figure 8: Preferred forms of capacity building on gender, at individual and institutional levels.

In summary:

- It is encouraging to see some gender awareness among the project national focal points → This is a starting point upon which the project’s forthcoming phase should build.
- Respondents revealed the existence of gender focal points who have so far remained invisible to the project and national teams → These deserve a stronger involvement in the project (e.g. through NTGs).
- The institutional ‘infrastructure’ to help with the mainstreaming of gender in fisheries is already in place in some countries, although capacity to do so is sometimes insufficient or not specific enough to cater for the needs of the project and the fisheries sector more generally. This is especially the case when assistance on gender matters is sought outside of the fisheries sector → Under the capacity development thrust of the EAF-Nansen project, establishment of gender focal points where not in place, or reinforcement of the technical knowledge of collaborating institutions could be considered.

- Gender focal points' knowledge is not relevant enough to fisheries. Reciprocally, the project's national focal points' knowledge on gender needs strengthening → Both groups would benefit from a joint training session on gender. Beyond the building of knowledge, this would also allow them to learn to work with one another and value each other's competencies.

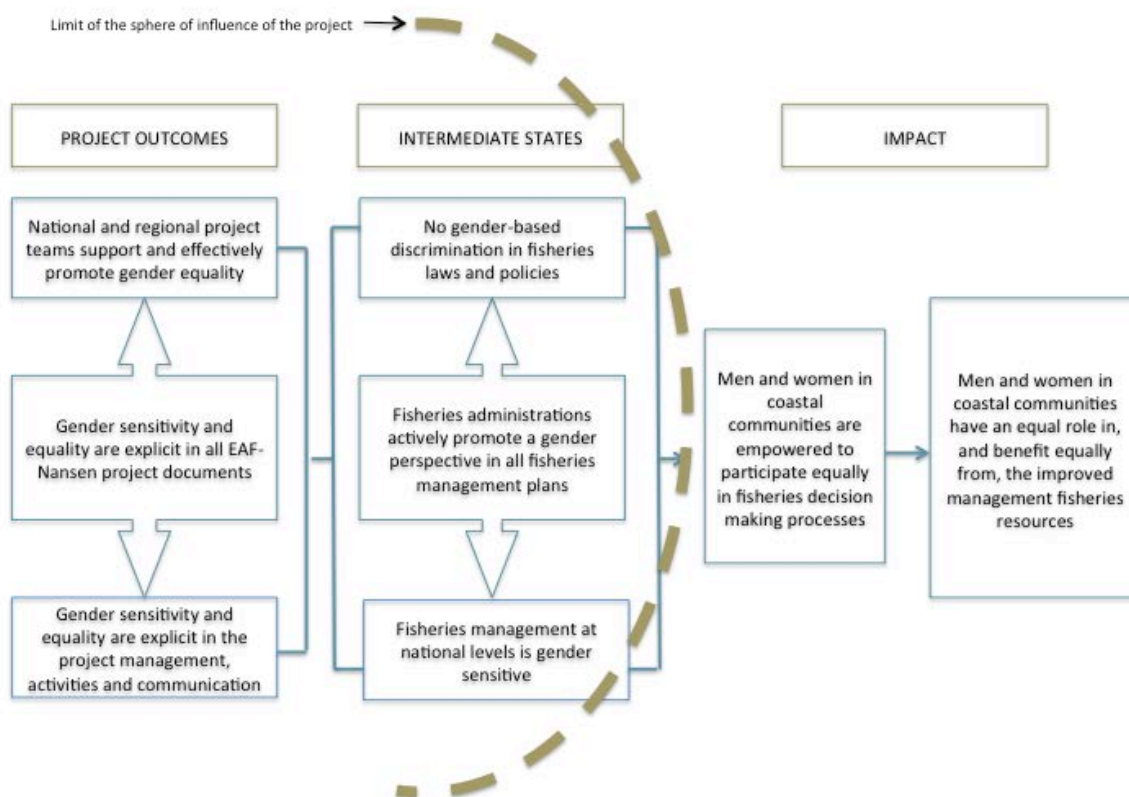
4. RECOMMENDATIONS FOR MAINSTREAMING GENDER IN THE EAF-NANSEN PROJECT

4.1 Framework, approach and assumptions

4.1.1 Theory of Change as framework

Theory of change

The Theory of Change, which describes the set of causal assumptions linking actions to desired outcomes, makes a compelling framework for effectively mainstreaming gender in natural resources projects (Brugere 2014). This is because gender mainstreaming is a process of change in itself. Figure 9 proposes a pathway through which the EAF-Nansen project could consider its influence on progress towards gender equality in fisheries. It is therefore important that the assumptions behind the gender mainstreaming process (i.e. behind the arrows in Figure 9) be clearly drawn out and agreed by all project stakeholders. The reflective analysis this will trigger is an integral part of the long-term change in perceptions and attitudes that gender mainstreaming seeks to progressively achieve.



Source: Adapted from BOBLME (2012).

Figure 9: From outcomes to impacts: the influence of gender mainstreaming in the EAF-Nansen project.

Aiming high = challenging the status quo

The EAF-Nansen project is a highly ambitious project. As such, it should not shy away from changing the status quo when it comes to promoting gender parity and equal opportunities within the project, and to driving the processes that will lead to gender equality and women's empowerment in fisheries. The independent evaluation of Phase I suggested that the project could provide “a perfect opportunity to develop innovative approaches to mainstreaming gender and social aspects in both the development of fisheries management systems and the promotion of marine ecosystem research and scientific advice training” (FAO–OED 2013). It is argued here that the scope and duration of the EAF-project should even enable it to go a step further and ensure that this leads to an improvement in the position of women in fishing communities and fisheries administrations and research centers alike.

4.1.2 A realistic but progressive approach to gender mainstreaming

How realistic is it to mainstream gender in every single aspect of the project? One has to be reasonable with expectations. For example, the scope of mainstreaming gender in fisheries stock assessments and marine surveys is limited – except for the fact that equal number of male and female technical trainees should be strived for. Similarly, casting a gender perspective on the review of fisheries-specific legislation may not be evident, as the focus of the review will be elsewhere than on the legal mechanisms supporting or hindering gender equality in the fisheries sector.

Yet, gender must become everyone's business. This means that gender equality concerns need to be present in the minds of the cruise leader and local counterpart behind the design of the stock assessment protocols and participation of local scientists, in the mind of the legal expert who may spot loopholes or discrimination in existing fisheries laws, and in the minds of all those who are involved as managers, scientists, advisors etc. in the project. Such an even level of awareness will take time to achieve. And its impacts will take even more time to show. But incremental changes, as little as they may be, are fundamental to ensure that the project achieves the contribution it can make to the full realisation of Principle 5 of the EAF, and thus to gender equality in the fisheries sector (with potential ripple effects on wider society). The recommendations that follow are based on this logic.

4.1.3 Assumptions

Budget

Budgetary issues were not fully considered in the audit. The recommendations that follow assume that at least some, essential, budgetary provisions will be made available for gender mainstreaming activities. Specialised capacity building on gender is likely to require specialised assistance, which will involve additional costs.

Political will and commitment

It is also assumed that there is political will, and high-level commitment, to gender equality on one hand, and to the necessity to address the multiple human dimensions of the EAF in a meaningful way, on the other. Not only is this pivotal to foster the enabling conditions to tackle gender inequalities at all levels¹³, it is also part of the project's country partners'

¹³ For example, one essential element of the BCC's mandate is “to increase the explicit inclusion of social and economic issues in the fisheries management decision process, reducing the subjective and often unstructured way in which social and economic considerations are used in the fisheries management process in the region”, and this is reflected in its baby project on human dimensions of EAF.

obligations under the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), which all but one has signed, ratified or acceded¹⁴.

4.2 Entry points and recommendations for gender mainstreaming

Three entry points are possible to mainstream a gender perspective in the EAF-Nansen project: 1) through project management, 2) through the project activities, in particular capacity building, fisheries management plans (FMPs), and 3) through dissemination (including reporting) and communication of the project's information and achievements. Practical recommendations are formulated under each one. For each recommendation, practical steps and an indication of the timeframe for implementation are suggested. More detailed explanatory text is provided for some of them (e.g. indicators, monitoring) as background information and rationale for the proposition. **More detailed recording of the project's activities, including collection of sex-disaggregated data**, is a fundamental requirement cutting across all entry points.

Entry point 1: through project management

Oversight – *immediately implementable*

Recommendation 1.1: Designate someone to be responsible for overseeing gender mainstreaming in the project.

This person could be someone currently in the project coordination unit (PCU) or the Fisheries and Aquaculture Dept. of FAO (e.g. the gender focal point in the branch or division).

- If possible, make this role official with some terms of reference.
- Ensure that a record is kept of the frequency of interactions and nature of advice or inputs provided.

Daily management – *immediately implementable*

Recommendation 1.2: Raise awareness about what “gender mainstreaming” means in everyone's daily management tasks.

Small steps can be undertaken to ensure that one's daily work is more sensitive to gender considerations. This starts with the daily management tasks of the PCU: for example in the recruitment of consultants, in the drafting of TORs, in the organisation of training sessions, and in the organisation of meetings, workshops or conferences. This should be extended to all national project focal points and NTG members in member countries.

- As a minimum, dedicate a small amount of time to follow the UNESCO online training course on mainstreaming gender in one's daily tasks (http://www.unesco.org/bpi/training/elearning/gender_equality/Mod5_v28.htm).
- Encourage all national project focal points and NTG members to do the same.

¹⁴ https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-8&chapter=4&lang=en

- Encourage everyone involved in implementing the project to take the newly-released FAO e-learning course on gender in food and nutrition security (<http://www.fao.org/elearning/#/elc/en/course/FG>).
- For more detailed information, encourage all project staff to regularly consult the FAO SEAGA's¹⁵:
 - Intermediate Level Handbook to help identify the links between policies and grass root priorities and to assess their institution's organisational mechanism from a gender perspective;
 - Macro Level Handbook that facilitates gender mainstreaming in programmes and policies and provides a conceptual framework, methods and tools that support participatory development planning.

Terms of reference – immediately implementable

Recommendation 1.3: Include gender considerations in all the project's TORs and gender awareness as a desirable criteria (minimum) in all recruitment.

- Ensure that this applies equally to project staff, hired consultants and short-term staff recruited by the project, as well as to the TORs of national focal points, NTGs and RTGs.
- Examples of gender-sensitive TORs are provided in Appendix 6.5.
- Consider a mandatory course to enhance awareness on gender equality and to better understand why gender equality is central in FAO and the project's work. If no such courses are available in FAO, those provided by UNDP's "gender journey" course could be used in the meantime¹⁶.

Recording – immediately implementable and pursued over time

Recommendation 1.4: Record men and women's participation in all the project activities and events, at all levels.

This concerns the simple tracking of men and women's participation in all meetings, training events, field trips, vessel trips etc. It starts with the establishment of a baseline (records from the first event) and is pursued over time to assess the evolution of the involvement of men and women in the project.

- Nominate the person responsible for gender mainstreaming to initiate and oversee this process.
- Update or establish a simple data collection protocol (forms) to record each time the sex of the meeting participants, respondents, trainees, vessel crew members, etc., alongside nationality and education level.
- Use the first record as a baseline upon which the evolution of the involvement of men and women in the project can be assessed.
- Analyse participation in the project on a yearly basis, cross-checking participation with nationality, education levels and professional position.

¹⁵ Available for download at: <http://www.fao.org/gender/seaga/seaga-home/en/>

¹⁶ <http://www.jposc.org/documents/courses/gender/index.html>

Elaboration process of Phase II – immediately implementable

Recommendation 1.5: Ensure that gender expertise is sought for the elaboration of the project's Phase II.

- Ensure that a gender expert is a member of the Task Force for the elaboration of Phase II. As a minimum, ensure that Phase II documents are reviewed by a gender expert.
- Emphasize that gender considerations are adequately included in the programmatic documents of Phase II, in particular in connection with capacity development contents, climate change adaptation measures.

Logframe and indicators – immediately implementable

Recommendation 1.6: Develop a gender-sensitive logframe for the second phase of the project

Appendix 6.6 proposes a modified logical framework based on the latest draft available for the project's Phase II. Logical frameworks are perhaps not the most appropriate way to layout intentions and monitor progress of a project such as the EAF-Nansen project can make towards gender equality in fisheries¹⁷. Nonetheless, the project pursues a number of outcomes, within which gender mainstreaming actions are possible, and which allow for the development of process, output and outcome indicators to measure its contribution and progress towards its development goal and gender equality (Box 2).

Box 2: Process, output and outcome indicators.

Process indicators measure the delivery of activities and demonstrate that a project is on track with doing what it said it would do, for example the number of training sessions delivered on technical or socio-economic (including gender) issues in fisheries and the characteristics of participants.

Output indicators measure the direct results of the project's activities and show that they are having the intended effect, for example the number of fisheries authorities' staff (male and female) who show increased awareness of gender issues after attending training.

Outcome indicators measure the extent to which the desired change has been achieved and provide evidence of the lasting effect of the project, for example the number of national fisheries authorities who effectively embrace gender equality in their work as a result of capacity built on this issue.

Source: modified from Oxfam (2014)

Indicators suggested in Appendix 6.6 are only a starting point for further elaboration, discussion and agreement among all project stakeholders. All indicators will need to:

- Be developed in a participatory fashion;
- Be disaggregated by sex;
- Be clear and unambiguous;

¹⁷ The reason why is outlined in Appendix 6.7.

- Be simple enough to be collected and analysed at regular intervals;
- Show trends over time.

In addition, gender-sensitive indicators need to:

- Measure gaps between men and women;
- Encourage the integration of gender issues from the planning of programmes and activities all the way through to implementation, monitoring and evaluation;
- Measure different roles, responsibilities and access;
- Allow to gauge a project's contribution to changes in perceptions and practices, as well as general trends and progress towards achieving gender equality.

For these last two points, this may not be shown in the indicators per se, but in the analysis of the relationship between the different indicators, such as, for example, the number of female participants x the nature of the meeting (e.g. ministerial or community), or the number of training sessions on gender matters x the number of gender-sensitive fisheries management plans, etc. **This is very important to evaluate incremental changes and monitor progress.**

Visibility – *immediately implementable and pursued over time*

Recommendation 1.7: Increase the visibility of gender dimensions at national and regional levels

- Where they are in place, ensure that the gender focal points of fisheries authorities are brought into the NTGs.
- When there is no such person, ensure that a person in a collaborating ministry or institution dealing with gender and/or social development is invited to participate in NTG meetings, at least on a regular basis or at key junctures (e.g. design of projects).
- Ensure that at least one member of the RTG is familiar with gender concepts and/or has knowledge of gender issues in fisheries and can be an advocate for the consideration of gender in fisheries matters in regional project fora.
- Revise the TORs of the NTGs and RTGs to give more prominence to gender considerations in their work (see examples in Appendix 6.5).
- Nominate proactive and forward-thinking national focal points or NTGs, as appropriate, as “champions of change” who can showcase to others what can be done regarding mainstreaming gender¹⁸. In this case, ensure that the Chair and vice-Chairs of the NTGs remain in position for long enough (> 1 year). If such champions cannot be identified from within the project members, specific partnerships with pro-active organisations or projects on this matter could be considered instead.
- Build awareness and capacity of national focal points and NTG members regarding gender mainstreaming and gender equality – see recommendation 2.2.

¹⁸ Although this is different, it may be worth considering if the extent of the legal and policy changes that have happened at national levels since the inception of the project could be indicative of how progressive and ambitious one country is with regard to the implementation of the EAF, and therefore how ready it is to embrace gender equality as an integral part of it.

Monitoring & Evaluation – *medium term and pursued over time*

Recommendation 1.6: Using indicators proposed in Appendix 6.6 as a starting point, develop a monitoring and evaluation system of 1) the effectiveness of the project's gender mainstreaming approach, and 2) the project's contribution to progress towards gender equality in fisheries, based on the principles of Outcome Mapping and the Theory of Change.

Logical frameworks and outcome mapping, the latter enshrined in the Theory of Change, are two different approaches to the planning and monitoring of a project's contribution to a particular goal (see Appendix 6.7). Historically, the EAF-Nansen's preferred approach has been to use logical frameworks. Whilst this is not contested, and whilst remaining faithful to this framework, the project could nonetheless integrate in it a more flexible approach to monitor the effectiveness and changes the mainstreaming of gender in the project leads to.

The continuous recording of men and women's participation (sex-disaggregated data), their nationality, their educational background and professional position in any project activity is, in the first instance, fundamental to track how well the project is doing at mainstreaming gender in its activities. Then, in a second instance, the analysis of the relationship between these variables will allow assessing, at regular intervals (e.g. annually) the project's influence in promoting women and gender equality in fisheries. Such an analysis will also point to identifying corrective measures, should progress in the empowerment and recognition of women by the project become stalled. It is important to note, however, that the indicators suggested in logframe (Appendix 6.6) will allow monitoring progress towards outcomes, *not* the achievement of gender equality itself (impact) since this is outside the sphere of influence of the project (see Figure 8).

Entry point 2: through project activities

Gender strategy – *early stages of Phase II*

Recommendation 2.1: Elaborate and adopt a gender strategy for the project as a full-fledged activity under Phase II.

The project's gender strategy should be the fruit of a longer and deeper reflection, on behalf of all project stakeholders, on the role of the project in the pursuit of gender equality and women's empowerment in fisheries. Its thrust should reflect the impact pathway suggested in Figure 9. What follows is an outline (terms of reference) of a possible process for its elaboration as well as of things to consider, discuss and agree upon.

Process to develop the gender strategy:

The elaboration process of the strategy should be seen as an integral part of capacity building on gender. The process could start with a re-examination of the questionnaire results, and a closer engagement with those who answered it (and those who haven't yet). Further enquiry into training needs and most adapted forms of delivery of capacity building on gender should be made. This could involve for example a one-day meeting of the RTGs and discussions at national level in NTGs of needs and expectations, using the questionnaire as a starting point for discussion. Gender focal points in national fisheries authorities or people with the relevant expertise should be invited to those discussions. A task force similar to the one responsible

for the elaboration of Phase II could then be set up to take this process forward and draft the contents of the strategy, with the necessary expert support.

A fundamental part of the elaboration process is to involve as many project stakeholders as possible to create ownership, iterative process for agreement on the strategic contents of the strategy (e.g. its intention and the message(s) it conveys) as well as on its mode of implementation, through an iterative consultation process. The time this may take should not be underestimated.

It may be worth considering the elaboration of an over-arching gender strategy for the project, articulated around a clear statement of the project's commitment to gender equality in fisheries. Then given differences among member countries, regional specificities such as targets and agreement on implementation could be left for negotiation and agreement by each RTG. This would then need to be reflected in project activities at national level. Countries identified as 'champions of change' could report or set forth their progress in the project's RTGs meetings, advisory group meetings or annual fora.

Scope and contents of the strategy:

Whilst there are as many types of gender strategies as there are organisations or projects, it is important to consider the following points as they will need to be made clear in the text of the strategy, after discussion and agreement.

Principles:

The strategy should be aligned with FAO's policy and strategy on gender equality. It should be embedded within the EAF-Nansen project and its developmental objectives, and should be built around the theory of change.

Objective(s):

A possible objective could be to increase awareness about gender dimensions in fisheries and tackle gender inequalities through the implementation of the EAF and improved fisheries management.

To achieve this, a two-pronged approach could be adopted:

- i. Systematically consider gender in EAF-Nansen project management, activities and communication;
- ii. Carry out gender specific activities.

For the former, which concerns the mainstreaming of gender in all the project activities, the recommendations contained in this report could be directly used or adapted to this effect.

For the latter, the extent and nature of the gender specific activities should be the subject of separate deliberations – if it is decided that it is the way to go.

Strategic directions/decisions:

A number of important decisions need to be made regarding:

- Which of transformative change/outcome mapping or a logframe approach should constitute the underpinnings of the strategy? A 'mix' may however be possible, using a logframe to lay out how gender is included in the project, and outcome mapping for the actual monitoring and evaluation (M&E) of its progress.
- Should it include stand-alone gender-focused activities, or systematic inclusion of gender within existing activities? Both are justifiable and not mutually exclusive, albeit with different cost implications, and require a careful examination of context.

- How far is the project ready to go? Are positive discrimination measures justified, applicable, acceptable?¹⁹
- Should gender knowledge be concentrated (e.g. gender focal points) or diffused (e.g. blanket training)? Both are also justifiable. Provided that capacity is adequate, the former can support the rollout of larger capacity building programmes on gender.
- Who should be responsible for overseeing the implementation and monitoring of the strategy, at national, regional, project levels?

Adoption of the strategy:

Once completed, the strategy should undergo a formal adoption process by all project member countries. This should then be publicised and communicated widely.

It is recommended that the monitoring and evaluation of its effectiveness in supporting the project's contribution to gender equality be enshrined in the principles of outcome mapping (see Recommendation 1.6 and Appendix 6.7).

Capacity development – *medium term and pursued over time*

Recommendation 2.2: Develop capacity on gender mainstreaming and gender equality concepts in fisheries.

For the little things that can be done at an individual level regarding the mainstreaming of gender in one's professional tasks, see Recommendation 1.2. In addition, capacity on gender concepts and issues in fisheries needs to be built at national levels in particular. To do this:

- Ensure that the capacity building courses include some content on gender. Special sessions on social and gender dimensions in fisheries could be included in training courses on the EAF, in order to better address the underlying dimensions of its 5th principle.
- Ensure that records of the contents of capacity building sessions are kept. This is aligned with recommendation no. 1.3 of the Phase I evaluation (FAO–OED 2013) that annual capacity building summary reports, containing information on attendance as well as nature of training delivered, should be published.
- Consider supporting the project national focal points and/or chairs of RTGs to attend a 'crash course' on gender dimensions in fisheries and support their role as potential overseers of the implementation of the gender strategy at national and regional levels.
- Ensure, through the development of formal or informal knowledge exchange mechanisms, that the gender knowledge of national focal points and/or chairs of RTGs is passed on to all RTG members, and related to NTGs.

Recommendation 2.3: Pursue the project's engagement in schools and universities.

By pursuing and developing further its engagement in schools and universities, developing capacity of the youth, boys and girls alike, with regards to fisheries management, and seizing the opportunity that the EAF should offer to raise awareness and talk about rights, justice and other important social underpinnings of gender equality and women's empowerment from

¹⁹ Contrary to a number of other organizations' gender strategies (e.g. UNDP), FAO's gender policy does not include positive discrimination as one of the measures to ensure gender parity and progress towards gender equality.

fisheries, is a potentially very important contribution that the project can make towards its developmental goal.

Fisheries management activities – immediately and pursued over time

Recommendation 2.4: Ensure that any guidance material used in support of activities related to fisheries management addresses gender dimensions in enough depth.

Some EAF guidance (see Figure 1) is more sensitive to gender than others, and as such should be preferably used for information on the incorporation of gender dimensions in fisheries management activities. Although this is perhaps outside the immediate scope of the EAF-Nansen project, it could use its influence to:

- Push for some amendments to be made to some of the contents of the EAF Toolbox, in particular the component trees, to address the shortcomings identified in Appendix 6.3. This is so that the ‘human wellbeing’ and ‘ability to achieve’ components of the EAF adequately capture gender issues that may exist at individual, community, sectoral or national levels with regard to fisheries and their management.
- Bring out the gender dimensions covered under objectives 3 (social wellbeing of fisheries dependent communities), 5 (transparent and participatory management structures), 8 (capacity and skills to implement the EAF), 9 (good data), and 10 (external impacts on the fishery) of EAF.

Recommendation 2.5: Where appropriate, emphasize the human dimensions of fisheries management, with particular considerations to gender.

This applies principally to small-scale and artisanal fisheries. Baseline enquiries, elaboration of fisheries management plans, activities at field levels need to carefully account for the differential roles of men and women and how this conditions their opportunities for agency.

- Carry out gender analyses prior to, or as part of any fisheries management action. Make them as important as, for example, a stock assessment. Ensure that the data upon which they rely is adequately recorded and robust and sex-disaggregated.
- Be more considerate of the participation and voice of men and women from fishing communities in activities where they are the intended beneficiaries.
- When small-scale fisheries are concerned, refer for guidance to the Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the Context of Food Security and Poverty Eradication²⁰, which support a transformative agenda for socially just and sustainable fisheries and have made gender equality one of their cornerstones.
- When the ultimate goal of a management plan is an improvement in wellbeing, ensure that all the steps along the pathway leading to this outcome are clearly mapped. This may involve a reconsideration of some of the activities and indicators chosen.

²⁰ In advanced draft form (as of October 2014) :
<http://www.fao.org/cofi/23885-09a60857a289b96d28c31433643996c84.pdf>

Recommendation 2.6: Consider, where appropriate, a value chain approach to complement a management plan.

Post-harvest activities tend not to be included in fisheries management plans. Given that the vast majority of women involved in fisheries are active in these activities, considering fisheries management as a broader suite of activities that extend beyond a landing point would enable to better encompass the gender dimension of fisheries, along with livelihood and food security considerations. This may not be possible in all contexts, nor relevant to all fisheries. In instances where fisheries management plans are still under elaboration, it should nonetheless be considered²¹.

Targeted interventions – In-country projects – during Phase II

Recommendation 2.7: Consider pursuing baby projects initiatives.

If gender-targeted interventions are considered as part of the gender strategy, the baby projects could provide a mechanism to do so at national level, supporting the implementation of carefully-designed activities aimed at triggering transformational change either at community or institutional level, and contributing to the removal of inequalities in the fisheries sector.

Partnerships – over the longer term

Recommendation 2.8: Ensure that partnerships include reciprocal gender learning and influence.

Partnerships with gender sensitive and proactive organisations (e.g. the Kenya Coastal Development Project) should stimulate and further the uptake of a gender agenda by the EAF-Nansen project. Reciprocally, the project should use its influence and the example it can set to bring about change in those partner organisations that have not yet embraced gender equality in their mandate and tasks.

Legal frameworks – over the longer term

Recommendation 2.9: Prompt review and amendment of legal frameworks for fisheries when these discriminate women.

Legal impediments to married and unmarried women's civil participation or economic opportunities are widespread around the world and affect all productive sectors (World Bank 2013). As a follow-up to the thorough review of the legal frameworks of member countries, the project should consider:

- Supporting a detailed review of the gender-sensitivity of fisheries policies and laws.
- Promoting legal amendments to ensure that frameworks and laws in place do not discriminate women in fisheries²².

²¹ This is notably recommended by in the Partnership for African Fisheries (PAF), Policy Brief #1, 2014.

²² Although this is in itself beyond what a project like the EAF-Nansen can do, countries revising their legal frameworks to make them more “EAF-friendly”, should seize the opportunity of a revision to ensure that laws are non-discriminatory towards the women engaged in the sector and actively promote gender equality.

Entry point 3: through project dissemination and communication

Recommendation 3.1: Ensure that the commitment of the project to gender equality is evident in all its documentation and in its communication strategy.

- The project's commitment to gender equality in fisheries, visually shown in newsletters, flyers, posters and website (e.g. women in photographs), should also be made clearer and more explicit in:
 - All written public relation material, text of the website and programmatic documents;
 - All its outputs, including educational kits, meeting reports etc.
- Disseminate information highlighting the project's commitment and contribution to gender equality in fisheries through non-project articles (e.g. scientific publications), web presence (e.g. blog contributions) etc.

Recommendation 3.2: Organise special sessions on gender in fisheries and gender mainstreaming in the project at important project and non-project meetings and events.

The numerous opportunities created by the project for social learning and exchanges of experiences should be seized to publicize and showcase how the project and its national teams are addressing gender issues at national levels. The broad-based network of partners that the project has created throughout Africa is also a real asset for communicating further on issues such as gender.

- Organise special sessions or side-events focused on gender. Opportunities for doing so during the Forums organized by the project should be seized.
- Regularly (at least annually) present analyses of gender-sensitive indicators (M&E results) to demonstrate what the project is doing with regard to gender mainstreaming at events where top management and/or all project stakeholders are represented (e.g. FAO/Norad/IMR annual meetings, advisory group meetings, project annual forum).
- Showcase the gender mainstreaming work of the EAF-Nansen in FAO (e.g. COFI side-event) and international events to which the project is invited.

5. CONCLUSION AND FOLLOW UP

If gender has not been a prime concern of the EAF-Nansen project to date, the strong base it has built over the years and the continuation of its activities in a new phase offer plenty of opportunities to redress this.

A total of 19 practical recommendations have been proposed to mainstream gender in the remainder of the project duration, under three entry points: project management, activities and dissemination.

The current finalisation of the logframe for the second phase of the project will offer a first opportunity to discuss these recommendations. The elaboration of the gender strategy – an integral part of the mainstreaming process – should then enable all project members to carefully consider them, further discuss them and prioritize them for action. The PCU would be expected to lead this process in its initial stages, with a rapid take over by all member countries.

