



Towards gender-equitable small-scale fisheries

Proceedings of the “Expert workshop on gender-equitable small-scale fisheries in the context of the implementation of the SSF Guidelines”

28–30 November 2016
Rome, Italy



Caption: Coastal Fisheries Development in Mozambique ; credit: FAO/Filipe Branquinho

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Preparation of this document

This document provides a summary of the presentations, discussions, conclusions and recommendations of the “Expert workshop on gender-equitable small-scale fisheries in the context of the implementation of the SSF Guidelines” held in Rome, Italy, on 28–30 November 2016. The workshop was organized by the Fisheries and Aquaculture Department of the Food and Agriculture Organization of the United Nations (FAO) with support from the Gender Team of the Economic and Social Development Department as well as from the International Collective in Support of Fishworkers (ICSF). Mariette Correa of ICSF prepared these proceedings.

The detailed outcomes of the working groups are reproduced as submitted in Annex 5.

Abstract

Following the endorsement of the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines) by the FAO Committee on Fisheries (COFI) in June 2014, several capacity-development workshops and consultations were organized by various actors in different parts of the world towards their implementation. During this period, and in keeping with the gender equality principle and articles in the SSF Guidelines, a need was felt to have guidance on how to practically mainstream gender in the implementation of the SSF Guidelines.

The “Expert workshop on gender-equitable small-scale fisheries in the context of the implementation of the SSF Guidelines” was held as one of the steps in the development of a guidance document to promote gender-equitable small-scale fisheries in the implementation of the SSF Guidelines. The workshop was organized by the FAO Fisheries and Aquaculture Department with support from the Gender Team of the Economic and Social Development Department as well as from the International Collective in Support of Fishworkers (ICSF). It was attended by 31 external participants representing governments, regional and international organizations, fishworker organizations, civil society organizations, Non-governmental Organizations, academia and other relevant actors. FAO SSF Task Force members and other FAO staff also participated in the workshop.

The workshop discussed gender issues in the SSF Guidelines, and reviewed a draft gender guidance document (hereafter the draft “Gender Manual”) that had been shared earlier with participants. General and specific suggestions were made in terms of how to improve this draft Gender Manual and increase its relevance and usability for the target audience, namely policy-makers and civil society organizations. While the outcomes of the workshop focused on informing the finalization of the Manual, there were also discussions on how FAO and other actors could utilize the Gender Manual in the future.

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Abbreviations and acronyms

ACP	African, Caribbean and Pacific Group of States
BARNUFO	Barbados National Union of Fisherfolk Organizations
BFAR-GAD	Bureau of Fisheries and Aquatic Resources – Gender and Development (the Philippines)
CAOPA	African Confederation of Artisanal Fishing Professional Organizations
CARICOM	Caribbean Community
CCA	Climate change adaptation
CCRF	Code of Conduct for Responsible Fisheries
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CERMES	Centre for Resource Management and Environmental Studies
CFFA	Coalition for Fair Fisheries Arrangements
CFP	Coastal Fisheries Programme
CNFO	Caribbean Network of Fisherfolk Organizations
COFI	Committee on Fisheries (FAO)
CoopeSoliDar	Cooperativa Autogestionaria de Servicios Profesionales para la Solidaridad
CRFM	Caribbean Regional Fishery Mechanism
CSO	Civil society organization
CSR	Corporate social responsibility
DG-MARE	Directorate-General for Maritime Affairs and Fisheries
DRM	Disaster risk management
DRR	Disaster risk reduction
EAF	Ecosystem approach to fisheries
ECOWAS	Economic Community of West African States
EDF	Environmental Defense Fund
EEZ	Exclusive economic zone
ESCR-Net	International Network for Economic, Social and Cultural Rights
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
GAD	Gender and development
GEF	Global Environment Facility

GIFT	Gender In Fisheries Team (of the University of the West Indies)
GMEF	Gender Mainstreaming Evaluation Framework
HIV/AIDS	Human immunodeficiency virus/acquired immunodeficiency syndrome
HRBA	Human rights-based approach
ICSF	International Collective in Support of Fishworkers
KWDT	Katosi Women Development Trust
MCW	Magna Carta of Women
M&E	Monitoring and evaluation
NAFSO	National Fisheries Solidarity Movement
NAIP	National Agricultural Investment Plan
NGO	Non-governmental Organization
PANTHER	Participation, accountability, non-discrimination, transparency, human dignity, empowerment and the rule of law
PICTs	Pacific Island Countries and Territories
PPP	Public-private partnership
RA	Republic act
SEAFDEC	Southeast Asian Fisheries Development Centre
SPC	Pacific Community
SSF	Small-scale fisheries
SSF Guidelines	Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication
UN	United Nations
UNITAR	United Nations Institute for Training and Research
USAID	United States Agency for International Development
WFF	World Forum of Fish Harvesters and Fishworkers
WFFP	World Forum of Fisher Peoples

Executive summary

The “Expert workshop on gender-equitable small-scale fisheries in the context of the implementation of the SSF Guidelines” was held on 28–30 November 2016 at FAO headquarters in Rome, Italy. The workshop was attended by a total of 31 external experts from governments, fisherfolk organizations, civil society organizations (CSOs), Non-governmental Organizations (NGOs), intergovernmental and regional organizations, research institutions, academia, and other relevant non-state actors as well as FAO staff, including from the FAO SSF Task Force.

During consultations and capacity development in the context of the SSF Guidelines’ implementation, various stakeholders expressed the need for specific gender guidance in support of the application of the SSF Guidelines. It was therefore decided that a gender implementation guide be developed to enhance the understanding of the gender dimensions of small-scale fisheries and to support gender-equitable small-scale fisheries. The target audience of this guide includes policy-makers as well as civil society organizations working with or representing small-scale fishing communities.

Within this context, the expert workshop presented and discussed a draft implementation guide (referred to subsequently as “Gender Manual”) on how to practically apply the SSF Guidelines in relation to gender issues, with an aim to supporting:

1. Awareness raising, advocacy and capacity development activities on the application of the relevant principles of the SSF Guidelines;
2. The development and implementation of gender-sensitive sectoral and cross-sectoral policy frameworks and investment plans and programmes.

The workshop was conducted in English and held over a total of three days, featuring thematic plenary presentations, plenary discussions and working group sessions. During the workshop, participants discussed gender issues in fisheries, presented the work of their organizations in the context of gender-equitable small-scale fisheries, shared their experiences highlighting cases that could be useful for incorporation in the Gender Manual, reviewed the draft Gender Manual, and identified opportunities for its use.

Participants were given background information on the development of the Gender Manual and the progress thus far, including an online consultation process to review the first draft of the Gender Manual and a brief overview of its outcomes, as well as two group meetings that were held in Costa Rica and Senegal so that issues relevant to Spanish- and French-speaking communities would also be incorporated in the final document. The substantive feedback from the online consultation process, with 45 responses, as well as from the two group meetings, were closely examined and incorporated into the second draft of the Gender Manual. It is this draft that was reviewed and validated during the expert workshop. Participants were also informed about the workshop on “Exploring the human rights-based approach in the context of the implementation and monitoring of the SSF Guidelines” organized by FAO in October 2016, and the gender issues highlighted in the human rights framework of the SSF Guidelines were also reviewed.

Presentations made by participants set the scene for the group discussions, focusing on the gender dimensions of key chapters of the SSF Guidelines and elements of the Gender Manual in relation to those chapters. The presentations highlighted how women

in fishing communities are affected more than men by policies and practices that marginalize fishing communities. The invisibility of the role of women in small-scale fisheries, lack of or insufficient tenure rights for women, lack of basic social services in fishing communities, poor recognition and capacity development of women along the value chain (including in relation to value chain upgrading), and lack of gender-sensitive responses to disasters, were some of the issues highlighted by the presenters.

Speakers shared experiences of how gender and development have been mainstreamed into the fisheries sector, the successes and challenges of capacity development (including entrepreneurial capabilities and intersectoral collaboration), and the need for further research and communication to better understand and illustrate gender dimensions of small-scale fisheries. The need for gender-budgeting and gender-auditing strategies in the development and implementation of policies also emerged as crucial. Policies and legal provisions need to ensure that special focus is given to women, and there is a need to examine how the various policies might differentially impact men and women. The challenge ahead is not only to develop the fishery sector but to develop it through a gender-sensitive lens that will provide and sustain livelihoods for all.

The two working group sessions, which formed the bulk of the three-day workshop, focused on reviewing the draft Gender Manual in terms of its scope, applicability, structure, relevance, and covering the case studies and the recommendations made to the target audience. The outcomes of the group discussions informed the further development of the Gender Manual. Key outcomes of these discussions are listed below:

- *Relevance to target audience:* The challenge of making the Gender Manual relevant to both policy-makers and CSOs was stressed, and suggestions were made on how to address this. It was agreed that the best solution would be to have one Gender Manual with specific recommendations for each target audience.
- *“Positive” language and case studies:* It was suggested that the language of the Gender Manual be more inspiring, focusing not only on challenges but also on existing opportunities in relation to gender-equitable small-scale fisheries. Following suggestions to have more positive case studies, there was discussion on what constitutes a positive case study versus a negative one; it was felt that in any case, that which provides learning for the future is a positive case. Terminology needs to be consistent across chapters and terms need to be explained, as they may not be very clear to all users.
- *Case studies and content:* Case studies need to have a stronger analysis of gender issues in order to be relevant in the Gender Manual. At the same time, it would be counterproductive and also contrary to the spirit of the human rights-based approach to isolate gender issues. Any case study or development in fisheries has impacts on both men and women, but these are often different for each group; additional efforts are needed to bring this out more clearly. Reconciling the need for simplification with the need for relevance of case studies presents a challenge which could be addressed by cross-referencing documents and case studies within the Gender Manual to reduce the total number of case studies. The process for selecting case studies was discussed, and it was hoped that the Gender Manual could inspire further research and development of case studies.
- *Enabling conditions:* The case studies need to provide pointers on how different actors can engage. International instruments and conventions like the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) as well as the Sustainable Development Goals (SDGs)

provide important international frameworks in this context. An introduction in the key message sections or in the “Who can use the Gender Manual” section, explaining how the different actors relate to each other and are mutually responsible, was suggested in this context. While the Gender Manual focuses on two key audiences, it was agreed that other actors should equally be invited to use the document. The issue of representation of regions and different contexts in the case studies was discussed. It was noted that the cases merely serve to highlight key issues in relevant paragraphs of the SSF Guidelines to illustrate their application. These could then be appropriately applied by the target audiences to their own contexts. It was acknowledged that one Gender Manual cannot include case studies from all contexts, given the large diversity of fisheries, the number of paragraphs in the SSF Guidelines, and the multiple target audiences. The Gender Manual is supposed to be an inspirational document, one that needs to be adapted by those using it to their specific context. The Manual acknowledges commonality across regions: women in SSF are usually the weaker actors. Communities, including women’s organizations, can develop their own manual using this one as a guide. If the Manual inspires more case studies, these would actually become part of the implementation of the SSF Guidelines.

- *Prescriptions or options:* Several suggestions were made on giving more practical guidance as well as being more prescriptive regarding the recommendations for action, whether through the case studies, a separate section at the end of case studies, key messages, or in the text. Offering a step-by-step diagnostic for governments was considered to help diagnose gaps and problems, and to suggest recommended actions and solutions. It was suggested that the major issues could be posed as problem statements, with options provided in response to the challenges. The key question was: Should this document be more prescriptive or give more options? Since fisheries and contexts are diversified, the Gender Manual cannot give uniform guidance. The target audiences should interpret or add to the Gender Manual based on their contexts.
- *Additional resources:* It was suggested to add references to resources, additional case studies, good practices, and tools for further information on the issues addressed in the Gender Manual, e.g. in the form of a case study repository to complement the Gender Manual. These resources could be compiled under themes like trade, value chains, etc. in line with the SSF Guidelines. They could also be grouped as country- or region-specific case studies and help users in terms of adaptation of the case studies to their regions.
- *Structure and layout:* Suggestions in relation to the structure included having a glossary; relocating the case studies; repositioning key messages; improving the layout; and including illustrations, graphics, diagrams and photos to break the monotony of the text as well as to highlight key issues and messages. Discussions about whether the sequence of the Gender Manual should depart from the SSF Guidelines or mirror the latter were discussed, particularly in terms of Chapter 8 on gender equality and Chapter 11 on implementation support and monitoring.
- *Key messages and recommendations:* Participants suggested that it would be useful to differentiate between key messages and recommended actions for implementation, and to include key messages at the beginning of the chapter and recommended actions at the end. Some recommended actions are quite general

and need to be better formulated to assist with their application as well as being more specific to gender and implementation-oriented.

In the concluding session, representatives of different stakeholder groups explained how, from their perspective, they would take the Gender Manual forward in their work, stressing the Manual's potential to assist different stakeholders in working towards the implementation of the SSF Guidelines.

The workshop concluded with a summary of the key outcomes of the discussions and the next steps in terms of the finalization of the Gender Manual and the opportunities for its dissemination.

Background to the workshop

In June 2014 the FAO Committee on Fisheries (COFI) endorsed the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines). The SSF Guidelines, which were developed through a global participatory process that included consultations with over 4 000 stakeholders from over 120 countries, are the first international instrument specifically dedicated to small-scale fisheries. They provide a comprehensive framework for states and other stakeholders to support the small-scale fisheries sector in realizing its true contribution to global and national efforts towards food security and poverty eradication.

The proposed workshop continued this participatory process, with the aim of discussing the SSF Guidelines as a meaningful tool to promote sustainable small-scale fisheries.

The SSF Guidelines advocate a human rights-based approach and include a specific chapter on gender equality. A number of events and consultations held during the development of the SSF Guidelines, as well as others held since their endorsement in June 2014, have emphasized the need for more specific guidance on how to practically apply the SSF Guidelines in relation to gender issues.

Under its SSF Umbrella Programme, FAO is therefore conducting work on the application of gender equality principles in small-scale fisheries. The planned work includes, among others, the preparation of gender guidance materials to help in the gender-equitable implementation of the SSF Guidelines. The workshop, entitled “Expert workshop on gender-equitable small-scale fisheries in the context of the implementation of the SSF Guidelines”, brought together a broad group of stakeholders and participants from different backgrounds and with relevant expertise, including Member States, regional organizations, UN agencies, CSOs, NGOs, and academia. They looked closely at the draft Gender Manual, identifying gaps and making recommendations to strengthen it as well as identifying opportunities for its further use. The list of participants is available in Annex 1.

The workshop was conducted in English and held over a total of three days, organized around the various thematic areas covered by the SSF Guidelines and the draft Gender Manual. The workshop programme included both plenary presentations and discussions, and working group sessions that looked at the applicability of the Gender Manual. The agenda of the workshop is available in Annex 2.

Introductory session

Chair: Nicole Franz, FAO

OPENING OF THE WORKSHOP

The workshop was opened by Árni Mathiesen, Assistant Director-General of the FAO Fisheries and Aquaculture Department. He lauded the consultative process leading to the development of the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines), pointing out that they constitute the first international fisheries instrument to include a specific chapter on gender equality. Highlighting the SSF Guidelines' acknowledgment of the role of women in small-scale fisheries, he expressed his hope that the workshop would be an opportunity to learn from the experiences of participants with a view to developing practical and relevant recommendations on how the SSF Guidelines can effectively support gender empowerment. The opening remarks are available in Annex 3.

The opening remarks were followed by the participants' introductions.

INTRODUCTION TO THE SSF GUIDELINES

Simon Funge-Smith, FAO

The presentation provided an introductory overview of the SSF Guidelines. The Guidelines are the first-ever negotiated international instrument entirely dedicated to small-scale fisheries, and represent a global consensus on principles and guidance for small-scale fisheries governance and development. They go beyond what is traditionally dealt with by fisheries administrations, bringing together social development and responsible fisheries.

The SSF Guidelines complement other international instruments, in particular the Code of Conduct for Responsible Fisheries (CCRF); the Right to Food Guidelines; and the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests, all of which have a common grounding in human rights principles.

The objectives of the SSF Guidelines are to be achieved through the promotion of a human rights-based approach, one that empowers small-scale fishing communities (including both men and women) to participate in decision-making processes and to assume responsibilities for sustainable use of fishery resources. Emphasis is placed on the needs of developing countries and the benefit of vulnerable and marginalized groups, while stressing the gender dimensions of small-scale fisheries.

The SSF Guidelines were the product of extensive consultations with a range of stakeholders from 2011 to 2013, culminating in their final endorsement through the FAO Committee on Fisheries in 2014. Regional consultations on the Guidelines' implementation organized by FAO in 2015 made specific references to gender, noting the need to comply with international gender instruments, the need for states to promote and safeguard women in the fisheries, and the need to mainstream gender considerations in fisheries development strategies.

The SSF Guidelines are divided into three main parts. The introduction (Part 1) sets out the objectives, nature and scope, the guiding principles, and the relationship with other international instruments. Noting that gender equality and equity are one of the guiding principles in the SSF Guidelines, the vital role of women in this subsector is acknowledged.

Part 2 of the SSF Guidelines, entitled “Responsible fisheries and sustainable development”, represents the thematic heart of the SSF Guidelines. Among these is a chapter specifically devoted to gender equality which recognizes that achieving gender equality requires an effort by all actors involved, compliance with international obligations, reforms in legislation and policies to realize gender equality, and the promotion of better technologies appropriate to women’s work in small-scale fisheries.

Part 3 of the SSF Guidelines focuses on ensuring an enabling environment and supporting implementation, as the small-scale fisheries sector cannot be looked at in isolation. It is embedded in a wider policy and institutional context, and requires policy coherence and interinstitutional collaboration and coordination. To ensure an enabling environment, gender issues need to be addressed.

OVERVIEW OF WORKSHOP OBJECTIVES, EXPECTED OUTPUTS AND *MODUS OPERANDI*

Simon Funge-Smith, FAO

Recognizing gender equality and equity as guiding principles for the achievement of the objectives of the SSF Guidelines, the challenge lies in putting this into practice during implementation and monitoring.

In order to support these efforts, FAO has initiated the development of a draft practical guide on how to operationalize the gender dimensions of the SSF Guidelines during their implementation. The guide is targeted at policy-makers/public institutions and CSOs/fishing community organizations. The draft was prepared by the International Collective in Support of Fishworkers (ICSF); most participants at the workshop were part of its development.

The objectives of the workshop, accordingly, were to bring together a broad group of experts and stakeholders with knowledge on gender and small-scale fisheries in order to

- Review and discuss the draft Gender Manual in order to support its finalization; and
- Identify concrete opportunities for the implementation of the Gender Manual.

The expected outputs were to have clear ideas on what is missing from the Gender Manual and/or what needs to be improved, and to have identified opportunities for implementation and the role of the different actors.

The nature of the sessions and the modalities of the workshop were explained, noting that there would be an introductory session, thematic presentations, parallel working group sessions and a concluding session. The two working group sessions would focus on Part 2 and Part 3 of the SSF Guidelines, respectively, and the related sections of the draft Gender Manual. The modalities of the group work were mentioned briefly, pointing out that handouts on group composition, venue, and discussion questions were in the participants’ folders and would be explained in more detail prior to the group sessions.

REPORTING BACK FROM RELATED WORKSHOPS

Nicole Franz introduced CoopeSoliDar R.L. and the African Confederation of Artisanal Fishing Professional Organizations (CAOPA), two civil society organizations (CSOs) that organized meetings in Costa Rica and Senegal to discuss the first draft of the Gender Manual. These meetings were conducted in Spanish and French, respectively, to complement an online consultation on the first draft of the Manual organized by ICSF in English only, and to allow stronger community engagement. Suggestions that came out of these two regional meetings were incorporated in the draft Gender Manual discussed in the expert workshop.

REPORTING BACK FROM THE CSO WORKSHOP IN CENTRAL AMERICA

Patrick McConney, University of the West Indies, Centre for Resource Management and Environmental Studies (CERMES)

Patrick McConney is a marine scientist at the CERMES of the University of the West Indies in Barbados. He conducts applied interdisciplinary research on small-scale fisheries and marine protected areas, and leads the Gender In Fisheries Team (GIFT).

The presentation was prepared by CoopeSoliDar R.L., a cooperative comprising people of different knowledge backgrounds and interests who share common values. Its mission is the promotion of innovative initiatives in which biological and cultural richness contributes to the improvement of the quality of life of people, with justice and equitability, through participative processes at local, national and international levels. The founder of CoopeSoliDar R.L., Vivienne Solís-Rivera, is a Costa Rican biologist with an MSc from the University of Kansas–Lawrence. She engages in participatory processes in the community-based governance of marine and coastal ecosystems, and has worked as a member of the International Collective in Support of Fishworkers (ICSF), strengthening the movement towards the recognition of rights and the need to be part of conservation initiatives.

Eighteen indigenous community representatives (11 men and 7 women) from 8 of the 24 indigenous peoples' territories in Costa Rica participated in the workshop. A Spanish summary of the first draft of the Gender Manual was prepared and shared during the workshop. The workshop also provided information to participants on the main content of the SSF Guidelines. The indigenous communities' representatives made important recommendations to improve the Gender Manual, as well as in relation to the SSF Guidelines implementation as such, including the following:

- There is a need for more information concerning the SSF Guidelines, and especially its gender chapter, for indigenous communities. For this information to reach indigenous women it will need to be developed in their native languages.
- The definition of small-scale fisheries needs to incorporate different types of inland fisheries. Examples should also refer to small-scale fisheries from the most important river areas of the world, especially those used by indigenous and local communities.
- Chapter 5a of the SSF Guidelines on the responsible governance of tenure is very important for indigenous communities, in particular women who often are marginalized in relation to tenure and access rights. There is a unique opportunity through the SSF Guidelines implementation process to refocus

attention on this ongoing discussion that is a priority for indigenous women.

- Gender-related terminology might have to be adapted and used in a different way when approaching indigenous fishing women.

Three very important recommendations were made to adapt the Gender Manual for use with indigenous women:

- There is a need to work on lost marine territories and the unsustainable use of coastal resources due to pollution and industrial impacts. This should take into account the “cosmovision” and integral view of indigenous groups, from the rivers to the sea.
- There is a need to work with youth; strengthening cultural identity is of great importance and relevance for women.
- Strong documentation of evidence on the impact of loss of tenure on indigenous women (i.e. the gender implications) is required.

FEEDBACK FROM THE WORKSHOP OF FRENCH-SPEAKING AFRICAN WOMEN ON THE DRAFT GENDER MANUAL

Anaïd Panossian, Consultant

Anaïd Panossian, a Doctor of Law, is specialized in issues related to the law of the sea and fisheries, notably regarding the European Union and West Africa. After completing her doctoral PhD on the sustainable development dimension of EU fisheries agreements, her professional career enabled her to work for public institutions (DG-MARE, European Commission) and for Non-governmental Organizations (Coalition for Fair Fisheries Arrangements – CFFA). Established in Rabat, Morocco, as a freelance consultant since January 2014, she has resumed her activities with CFFA and other organizations. She also continues her research by presenting at international conferences and publishing articles, the last of which dealt with the gender dimension in fisheries.

The African Confederation of Artisanal Fishing Professional Organizations (CAOPA) has supported the development of the SSF Guidelines from early on in the process, and continues to promote and support their implementation, including during the annual celebration of World Fisheries Day on 21 November.

West African francophone women participated in a workshop in Mbour, Senegal, on 5 October 2016 to discuss the draft Gender Manual. The participants were women representatives from small-scale professional fishing organizations from Côte d'Ivoire, Guinea, Mauritania, Togo and the various maritime regions of Senegal.

In West Africa, women are very much involved in the fishery sector, mostly at the processing level but also in some harvesting activities. They are organized into cooperatives that are being recognized more and more by professional organizations. CAOPA has a special women's group that organizes an annual workshop (held on 8 March) dedicated to issues related to women's activities in fisheries.

Women face difficulties in their fishing-related activities because their participation is not recognized (due to the lack of data); they are therefore underestimated and neglected. Their access to financing, health care, markets and policy-making spheres is still compromised. This workshop was an occasion for them to discuss these issues and learn about the SSF Guidelines.

Based on case studies to complement the Gender Manual, the women contributed several comments and recommendations to be reflected in the final version of the Gender Manual and in the overall implementation of the SSF Guidelines:

- Women should join and form networks at the national and regional level.
- There is a need to protect women in fisheries and aquaculture, and ensure rights of expression, rights of association and freedom of enterprise for women.
- Women need to be involved in decision-making processes, notably when negotiating access for foreign fishing fleets, and consulted on decisions that have direct impacts on them (e.g. in relation to land tenure).
- Overall discrimination has to be fought and women have to gain better access to financing and health care.
- Women face trade difficulties; they need to be informed on trade rules and have equal access to markets compared with men.
- Institutional instability in West Africa hinders the fishery sector's development, which is still not a political priority.
- Enhanced documentation and data collection of women's (processing) activities in small-scale fisheries is required.
- Women must claim full participation and equal representation and leadership positions.

Regarding the next steps, the following recommendations were made:

- Include references and cases from French-speaking Africa in the final guide (provided in the report of the workshop).
- Enhance awareness, communication and understanding of the SSF Guidelines.
- Identify gender focal points in all countries and appropriate professional organizations to monitor the progress for the implementation of the SSF Guidelines on gender issues.
- West African women insisted that they want to be more involved in the consultations and processes related to the Gender Manual and the SSF Guidelines.

THE SSF GUIDELINES, GENDER AND AN IMPLEMENTATION GUIDE: THE JOURNEY SO FAR. DEVELOPMENT METHODOLOGY, STRUCTURE AND KEY FEEDBACK FROM THE ONLINE CONSULTATION

Nilanjana Biswas, International Collective in Support of Fishworkers (ICSF)

Nilanjana Biswas is an independent researcher based in Bangalore, India, working on issues related to gender and development. She has been associated with ICSF for over ten years, editing the Yemaya Women in Fisheries newsletter since 2007, carrying out research on behalf of ICSF on various aspects related to gender in small-scale fisheries, and also documenting the history of ICSF as an organization. She prepared the draft Gender Manual.

The presentation had two objectives: first, to introduce the draft Gender Manual, and second, to report on the online consultation that led to this draft.

ICSF was contracted by FAO in August 2016 to prepare the Gender Manual, with Mariette Correa handling process issues and Nilanjana Biswas handling the drafting of the text.

A call for input and case studies was disseminated to a number of experts identified in consultation with FAO, and a first draft Gender Manual was prepared for an online

review conducted in the third quarter of 2016. For this online consultation, the first draft of the Gender Manual and a questionnaire were sent to 120 persons identified by ICSF and FAO, representing three groups: governmental and intergovernmental organizations, researchers, and CSOs/NGOs; 45 responses were received.

To complement this online review conducted in English, two CSO-organized workshops to discuss the draft Gender Manual were organized in Costa Rica and Senegal, as reported by the previous presenters.

The results of the online consultation showed that the draft Gender Manual had been found to be comprehensive and effective in reaching CSOs and policy-makers. It was found to be adequate in terms of practical guidance provided, structure and case studies used; moreover, it was informed by highly relevant theoretical frameworks and research. NGOs and CSOs expressed the view that the Gender Manual would help them train their staff, and provided useful entry points for discussions with women in communities.

Suggestions for improvement included increasing regional representation, reducing text density/length, adding graphic elements, making the text more acceptable to policy-makers, and providing more input on areas such as microcredit and indigenous populations.

Most of the suggestions received were incorporated into the draft Gender Manual, which formed the basis of the discussions of the expert workshop in Rome. The key aspects of the revised draft included mirroring the logic inherent in the SSF Guidelines in terms of structure as well as analysis of issues leading to implementation guidance; retaining the case study approach; using a gender mainstreaming lens to read the SSF Guidelines and also to draft the Gender Manual; and avoiding top-level/top-down implementation guidance, as the vast regional diversities of the SSF sector demand customization of implementation to suit local/regional contexts.

However, it was also noted that despite the regional diversities in the small-scale fisheries sector, the sector has many commonalities as well: it is concentrated in developing countries; it employs poor and disadvantaged populations; it is subsidized in general by cheap labour, and in particular by the cheap labour of poor women; and it faces similar threats from multiple industries, all of whom influence policy-makers. Given the pressures on policy-makers from multiple stakeholders all seeking to shape the development of the small-scale fisheries sector, it was pointed out that the implementation of the SSF Guidelines for gender equity and equality is likely to be effective only if it is led and maintained by women in fishing communities and their representatives. Women in small-scale fisheries represent a marginal force, and it is quite possible for the fisheries narrative to overlook their concerns unless they are well-organized and clear in leading the gender agenda.

WORKING GROUP SESSIONS

PURPOSE OF THE WORKING GROUP SESSIONS

The purpose of the working group sessions was to provide detailed feedback and recommendations for improvement to allow the finalization of the draft Gender Manual. Participants were invited to share practical and successful examples from their experiences to illustrate their points. They were encouraged to identify and share experiences and approaches that had helped realize women's high potential in fishing communities and contributed to their economic and social empowerment, with benefits for their households, communities and society as a whole – instead of focusing only on the constraints and challenges they face.

ORGANIZATION OF THE WORKING GROUP SESSIONS

There were two working group sessions, during which specific sections of the draft Gender Manual were reviewed in detail. Participants were divided into four groups beforehand by the organizers (see below and Annex 4). The groups remained the same throughout the two sessions so that participants could build on earlier discussions. Each group was led by an FAO facilitator and a rapporteur who took detailed notes of the discussions. The groups themselves selected a presenter who then reported to plenary, summarizing the key findings of the group. These outcomes are available in Annex 5.

WORKING GROUP SESSION 1: Responsible fisheries and sustainable development

Review of chapters of the draft Gender Manual in relation to Part 2 of the SSF Guidelines

GROUP #	FACILITATOR/RAPPORTEUR
1: Gender in the context of responsible governance of tenure and resource management (Chapter 5 of the SSF Guidelines)	Nicole Franz/ Rebecca Metzner Nilanjana Biswas
2: Gender in the context of social development, employment and decent work (Chapter 6 of the SSF Guidelines)	Jennifer Gee/ Mariaeleonora D'Andrea
3: Gender in the context of value chains, post-harvest and trade (Chapter 7 of the SSF Guidelines)	Mariette Correa/ Lara Hensel
4: Gender in the context of disaster risks and climate change (Chapter 9 of the SSF Guidelines)	Florence Poulain/ Ilaria Sisto

WORKING GROUP SESSION 2: Ensuring an enabling environment and supporting implementation

Review of chapters of the draft Gender Manual in relation to Part 3 of the SSF Guidelines

Group #	Facilitator/Rapporteur
1: Gender in the context of responsible governance of tenure and resource management (Chapter 10 of the SSF Guidelines)	Nicole Franz/ Nilanjana Biswas
2: Gender in the context of information, research and communication (Chapter 11 of the SSF Guidelines)	Susana Siar/ Mariette Correa
3: Gender in the context of capacity development (Chapter 12 of the SSF Guidelines)	Yvette Diei-Ouadi/ Ilaria Sisto
4: Gender in the context of implementation support and monitoring (Chapter 13 of the SSF Guidelines)	Florence Poulain/ Jennifer Gee

In each of the two working group sessions, participants addressed the following questions:

Scope	⇒	Does the chapter address all relevant aspects in relation to the topic?
Applicability	⇒	Does the chapter provide the appropriate terminology, acceptability and relevance to the target audience?
Structure	⇒	Is the chapter structured appropriately?
Case studies	⇒	Are the examples relevant and illustrative of key issues?
Recommendations	⇒	Is the final guidance practical and relevant for the target audience?

Prior to each working group session, there was a plenary session to set the scene for the ensuing discussions where the key chapters of the Gender Manual were reviewed in relation to specific chapters of the SSF Guidelines. A brief biography of the presenters in the various sessions is given in the summary of the presentations below.

THEMATIC SESSION 1: Responsible fisheries and sustainable development

Review of chapters of the draft Gender Manual in relation to Part 2 of the SSF Guidelines

Chair: Magnus Torell, Southeast Asian Fisheries Development Centre (SEAFDEC)

The presentations in this session were to set the scene for the ensuing group discussions to review chapters in the draft Gender Manual corresponding to the thematic areas under Part 2 of the SSF Guidelines.

RESPONSIBLE GOVERNANCE OF TENURE AND SUSTAINABLE RESOURCE MANAGEMENT THROUGH A GENDER EQUITY LENS

Prateep Kumar Nayak, University of Waterloo

Prateep Kumar Nayak is Assistant Professor in the School of Environment, Enterprise and Development at the University of Waterloo. He has an academic background in political science, environmental studies and international development, and holds a PhD in Natural Resources and Environmental Management from the University of Manitoba. Mr Nayak's research focuses on the understanding of complex human–environment connections (or disconnections) with particular attention to social-ecological change, its drivers, their influence and possible ways to deal with them. His main research interests include commons, environmental governance, social-ecological system resilience, environmental justice and political ecology. In the past, Mr Nayak worked as a development professional in India on issues around community-based governance of land, water and forests, focusing specifically on the interface between research, implementation and public policy.

The case of Chilika Lagoon in India was used to highlight three key conditions of tenure in a lagoon small-scale fishery system. First, lagoon-based fishery systems are unique, despite many similarities with other fisheries. Coastal lagoons are distinctively located at the interface of sea and land (including freshwater systems). They not only epitomize both marine and terrestrial systems but also maintain their unique disposition by acting as a link between the two. Here, both tenure and its governance become somewhat tricky. While the laws and practices of the sea apply on one side, cultures, norms and regulations associated with the terrestrial resource systems offer influence from the other. Thus, the “in-betweenness” and unique character of the lagoons becomes a determining factor for understanding governance of tenure. Second, there is a need to understand coastal lagoons as complex social-ecological systems. The term “social-ecological system” emphasizes the integrated concept of humans in nature and stresses that the delineation between social and ecological is artificial and arbitrary. The character of a coastal lagoon as a complex social-ecological system has important implications for how tenure can be defined and governed. Third, using

the social-ecological system context, it is possible to expand our understanding of coastal lagoons as highly interconnected systems of humans and environment, also seen as coupled human–environment systems. Consequently, any disconnection in the interaction and relationship between people and their lagoon environments may adversely impact tenure arrangements, and this could be seen as a two-way process.

Tenure has many possible facets in the context of small-scale fisheries. If used wisely, these facets of tenure can provide key directions for how gender and equity considerations could be included into tenure. In particular, examination of these facets promises to assist in further understanding important questions: How should gender and equity consideration be applied to tenure? What are the key challenges for responsible governance of tenure? How best can we construct an inclusive and dynamic definition of tenure that is favourable to gender and equity considerations?

An analytical overview of the governance of tenure in the context of the draft Gender Manual stressed that the Manual highlights three functions of small-scale fisheries tenure: the use of the resource; the temporal and physical possession or ownership of the resource; and the transferability or the right to transfer resource ownership. It is worth highlighting here that the physical condition of the resource is the single most important determinant of tenure that can facilitate sustainable and responsible fishing practices, participatory fisheries management, and addressing illegal fishing and transboundary issues. The case studies presented in the governance of tenure section of the draft Gender Manual directly speak to some of these issues, providing clarity on diverse contexts within which tenure is sought and achieved (or not achieved) as well as providing numerous lessons on the governance of tenure.

Overall, the collection of case studies on gender and equity consideration in tenure offers the following insights for the issues facing each of these cases. It provides principles and mechanisms to counter the adverse outcomes for tenure and resource management in each of the cases. Some cases exemplify how there are mechanisms already in place (e.g. the Raigad India case) but they require further reinforcement and recognition (i.e. strengthening and protection through legal and other means). The main question is: How and what can create an extra layer of safeguard/protection for a gender and equity sensitive tenure approach? The need for further work involving the case studies was identified as follows:

- Define what will ensure that the elements contributing to success are further strengthened and continue into the future.
- Define what will ensure protection from undesirable outcomes and that proper safeguards are put in place.
- Define what will ensure that the protection provisions created in the SSF Guidelines will be effective (given the experience in most cases).
- Our playing field is not rooted in ahistorical and apolitical settings.

The last part of the presentation focused on rights and responsibilities that are crucial to understanding gender and equity in the context of small-scale fisheries tenure, as illustrated by the case of Chilika Lagoon small-scale fisheries in the Bay of Bengal, India and a recent book chapter (Nayak, forthcoming). Small-scale fishers of Chilika Lagoon speak about issues concerning tenure using the lens of rights. These rights, as expressed by the fishers, span social, ecological, economic and political aspects of tenure, and help provide guidance toward effective governance. Several rights were listed in three community-/state-level workshops (2009, 2013 and 2016) and one regional consultation meeting on the FAO SSF Guidelines (2015), which helped gain a fuller understanding of the small-scale fishery tenure system in Chilika Lagoon

and its governance challenges. Fishers' perceptions of rights and their contribution to tenure security are important in this context. Each of the categories of rights comes with responsibilities and indicates the complex process through which gender and equity considerations in tenure need to pass in order to be successful. Given this understanding it is best to articulate tenure as a process.

SOCIAL DEVELOPMENT, EMPLOYMENT AND DECENT WORK: HOW TO PRACTICALLY SUPPORT GENDER-EQUITABLE SMALL-SCALE FISHERIES

Margaret Nakato, WFF

Margaret Nakato has a degree in Development Studies specializing in Community Development. She was Co-president of the World Forum of Fish Harvesters and Fishworkers (WFF), an international network of small-scale fisher organizations, for eight years. She is the coordinator and founder of Katosi Women Development Trust (KWDT), a women's organization in the fisher communities north of Lake Victoria in Uganda. For 19 years she has successfully mobilized women to work together, empowering them with knowledge and skills that centrally place women as drivers of transformative initiatives, with multiplier effects on the wider community.

It is important to stress the relevance of small-scale fisheries. Approximately 90 percent of the 140 million people engaged in catching fish globally work in the small-scale fishing sector, predominantly in the Global South. For each fisher in the small-scale sector, an additional four people (on average) are engaged in land-based activities, such as the preparation of equipment, fish processing, and marketing. In total, more than half a billion people depend on fisheries for their livelihoods.¹ However, this significant contribution to food security, to livelihoods and to local and national economies is currently not given the recognition it deserves. Policies geared toward economic development often fail to prioritize small-scale fisheries, or even marginalize them further. Small-scale fisheries are not generally seen as a priority compared say with tourism, mineral extraction, energy generation, industrial fishing and aquaculture, and are thus not protected against the impact of their development.

This sector has the potential to develop in ways which would contribute to poverty elimination, especially if a human rights framework is applied to the development of the sector. Solutions should be carefully considered if fisheries policies are to benefit those in small-scale fisheries, especially women, and promote sustainable fisheries. The inclusive and participatory process of developing the SSF Guidelines is a recent example of how small-scale fisherfolk are becoming increasingly recognized as key stakeholders, and should be empowered to enjoy their human rights.

Women in fishing communities are affected more by policies and practices that marginalize the fishing communities. Whereas men can move from one area to another to search for other earning opportunities when their fishing grounds can no longer support them, women cannot easily move because they have to stay and take care of the children and maintain the house. For sub-Saharan Africa, fisheries are the option of last resort to which women flock for employment in the informal sector. The lack

¹ "One billion people in developing countries depend upon fish and seafood for their primary source of protein. Over half a billion people in developing countries depend on fishing as a livelihood. Half are women." Quote from: <http://web.worldbank.org/WBSITE/EXTERNAL/NEWS/0,,contentMDK:23126181~pagePK:34370~piP:34424~theSitePK:4607,00.html>.

of basic social services in fisher communities and the high prevalence of HIV/AIDS further diminishes the lives of women in fishing communities.

There is an urgent need for specific policies that protect women and children in these communities. Other policies in general need to ensure that special focus is given to women, and there is also a need to examine how the various policies might differentially impact men and women.

The challenge ahead is not only to develop the fishery sector but to develop it through a gender-sensitive lens that will provide and sustain livelihoods for all.

VALUE CHAINS, POST-HARVEST AND TRADE

Katrien Holvoet, FAO

Katrien Holvoet is an agronomist with extensive experience in West and Central African small-scale fisheries. She delights in working with small-scale fishing communities and has worked in West and Central Africa for the past 16 years at regional, national and community levels on interdisciplinary and interinstitutional initiatives, processes of gender mainstreaming, and organizational development in general, with a specific focus on youth in the sector and HIV/AIDS and health issues. She is currently working on a gender-sensitive fisheries value chain analysis in Côte d'Ivoire. The examples and experiences used in this presentation are based on this work, conducted in Cote d'Ivoire (in June–July 2016) as well as in Burkina Faso (in May 2016 and October 2016); the formulation of a national gender-sensitive value chain upgrading strategy for Cote d'Ivoire (based on a gender-sensitive analysis of fish value chains); and a gender audit of the National Agricultural Investment Plan in Benin.

During the workshop, there is a need to think beyond the SSF Guidelines' provisions in which "states are asked to" and "CSOs are asked to". The implementation of Chapter 7 of the SSF Guidelines on value chains, post-harvest and trade requires, for example, also looking into new trends in relation to value chain upgrading and thinking outside the box. For example, a survey of value chain studies in Asia conducted by De Silva² identified the need for long-term professional coaching. In line with this recommendation, CSOs, as key stakeholders in a value chain analysis process, need to be aware of the drivers of change on both the demand and supply side in value chains. Therefore, the Gender Manual should also include tools: for example a PESTLE analysis, which is a political, economic, social, technological, legal and environmental checklist that allows one to see the big picture and understand the environment in which one is operating.

Value chain upgrading often also includes function upgrading through the creation of clusters. A reflection on these newer forms of upgrading and their implications for gender relations in the sector and the value chain is needed.

The relevant key policy recommendations of the draft Gender Manual were accompanied by practical examples and suggestions for addressing the topics. However, the key messages to CSOs were (according to Ms Holvoet) not enough to guide CSOs towards solutions. Key comments included:

- Data collection through frame surveys still exhibits serious gaps on female actors in the value chain; actors who can be leaders in the value chain and are

² De Silva, D. 2011. Value chain of fish and fishery products: origin, functions and application in developed and developing country markets. FAO Value Chain Project Reports. Rome, FAO. 63 pp.

few in number are often not taken into account in the data collection. Women are gaining strength in terms of representation in decision-making processes, including through value chain analysis and national investment plans, but as participants in these processes they are much less vocal and informed on the broader picture than men, as seen in recent value chain work in Cote d'Ivoire.

- In relation to harbour-based fishing and efficiency in post-harvest activities, Ms Holvoet mentioned the fact that value chain upgrading could, in the case of Cote d'Ivoire, make women take on the role of "restaurateur". However, insufficient organizational skills of women, and the management of related infrastructure that doesn't work within the logic of a value chain upgrading plan, could lead to missed opportunities. It also remains to be seen whether female entrepreneurs, who mostly fall in the category of microentrepreneurs because of gender inequity constraints, can manage and create enough value addition to make investments profitable and sustainable in terms of a minimum return on investment.
- Market access and regulation of fish trade could work in favour of women, if decision-makers receive guidance on how to set up clusters, taking into account female entrepreneurship-related gender inequities and how to reduce these; if long-term coaching is integrated into programmes; and if female entrepreneurs who can provide on-the-job training are available. Currently, for example, there is often limited knowledge in financial accounting, which affects operations in Cote d'Ivoire and Benin.

The ongoing process in the Economic Community of West African States (ECOWAS) on reviewing national investment plans was briefly presented as an example of how well these plans and planning processes have taken into account gender issues. Many countries are applying a value chain upgrading approach for economic empowerment and growth, and the Gender Manual could be a great tool in this context. It is however disappointing to see how gender issues are integrated in National Agricultural Investment Plans (NAIPs) in many cases.

Milestones were suggested to make efficient technology work for female actors in the value chain. Readers of the Gender Manual should not take the key recommendations as stand-alone issues, but rather see them as milestones on the way to closing the gender gap. This will be accomplished through training on certification, assistance and long-term coaching in entrepreneurship, technology and research on quality products, and also by informing customers and guaranteeing a production process that is continuously capable of delivering the same quality to the consumer.

DISASTER RISKS AND CLIMATE CHANGE IN THE SSF GUIDELINES THROUGH A GENDER LENS: THE CASE OF THE CARIBBEAN COMMUNITY

Peter A. Murray, Caribbean Regional Fishery Mechanism (CRFM)

Peter A. Murray is a national of Saint Lucia. He received his Bachelor of Science degree from the University of the West Indies in 1977, majoring in Biology. He then received a Master of Philosophy in Biology from the University of the West Indies (Cave Hill Campus) in 1991. Mr Murray also acquired a Diploma in International Environmental Law from the United Nations Institute for Training and Research (UNITAR) in 2011. He is currently the Programme Manager, with responsibility for Fisheries Management and Development, at the Secretariat of the CRFM, and is based in Belize City.

The global policy framework: The SSF Guidelines suggest, *inter alia*, that “... States should develop policies and plans to address climate change in fisheries and all parties should recognize the need for integrated and holistic approaches, including cross-sectoral collaboration”. The Hyogo Framework for Action 2005–2015, coming out of the World Conference on Disaster Reduction held in 2005 in Kobe, Hyogo, Japan, points to the need for a gender perspective to be integrated into all disaster risk management policies, plans and decision-making processes. The Sendai Framework for Disaster Risk Reduction 2015–2030 adopted at the Third UN World Conference in Sendai, Japan, in 2015, has superseded the Hyogo framework and has as a guiding principle: “... empowerment and inclusive, accessible and non-discriminatory participation, paying special attention to people disproportionately affected by disasters, especially the poorest” in addition to expanding the need expressed by the Hyogo Framework that “a gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted”.

Being gender-sensitive: There is a general recognition that disasters affect women, men, girls and boys differently. In many cases, women have limited access to formal disaster management mechanisms, and their accumulated skills, experience and capabilities in times of natural catastrophes are often not adequately identified, recognized and promoted. Therefore, effective gender-sensitive disaster risk reduction (DRR) and/or CCA strategies should help take women’s vulnerabilities better into account. In keeping with the post-2015 development agenda for DRR, a number of “gender-minded” DRR good practices have been recognized; and, specifically in the case of the fisheries and aquaculture sector, several important benefits have resulted from actions that are responsive to gender issues. There are also a number of micro- and macrolevel factors affecting women’s disaster risk management (DRM) and resilience building of which we should be mindful, as well as a number of monitoring and evaluation indicators that should be considered.

The Caribbean Community case: The CARICOM Regional Framework for Achieving Development Resilient to Climate Change (the Regional Framework) and Implementation Plan acknowledge that gender needs to be mainstreamed; or, at least, it should be taken more into account, given that division of labour and ownership of assets are often gendered. Hence, gender analysis would assist in understanding how best to design interventions. In keeping with this, the Regional Strategy and Action Plan for Climate Change Adaptation and Disaster Risk Management in Fisheries and Aquaculture in the CARICOM Region directs states to mainstream gender into fisheries and aquaculture DRM and climate change adaptation (CCA). This is an area in which the Implementation Plan acknowledges weaknesses, and can be tackled at both national and local levels, especially with civil society assistance.

Issues to consider: Food security and child care are two major concerns. Clear differences in the income-earning abilities of men and women can be observed in the post-disaster reconstruction period; also, inequalities are significant, taking into consideration the proportion of poor female-headed households in some fishing and rural communities. Having said this, one must beware of applying global gender stereotypes and gendered dimensions of CCA and DRM to the Caribbean: Caribbean women have proven themselves quite capable, adaptive and resilient under stressful conditions. In addition to resolving the inequalities faced by women, in many cases it is men, particularly unemployed youth, who require attention.

Gender, which includes men and notions of masculinity, must be included in an understanding of the local knowledge and practices of fisherfolk and their options for

adaptation. Women's groups are good sources of information on gendered responses to disasters and climate change, and women have been observed taking the lead in recovery to get households functioning.

At the end of the presentation, participants were invited to think about the following questions to make disaster risk reduction gender-sensitive in a context where disaster relief often supplies boats to the fisheries sector:

- Do women get boats too?
- Are women asked if the boats are appropriate?
- Are women and girls also included when formulating indicators of recovery?

REPORTING BACK FROM THE WORKSHOP ON EXPLORING THE HUMAN RIGHTS-BASED APPROACH IN THE CONTEXT OF THE IMPLEMENTATION AND MONITORING OF THE SSF GUIDELINES

Sisay Yeshanew, FAO Legal Consultant

Sisay Yeshanew is a Development Law specialist working in the FAO Legal Office on issues of human rights, labour and tenure rights in the agriculture, forestry and fisheries sectors. He has a doctoral degree in International Law and a number of publications on issues falling in the intersection between law, human rights and development.

The presentation began by highlighting the point of departure of the workshop: that the SSF Guidelines are based on internationally accepted human rights standards, that they are to be interpreted and implemented in accordance with those standards, and that their objectives are to be met through the promotion of a human rights-based approach (HRBA).

The HRBA is generally defined as a conceptual framework of human development that is normatively based on international human rights standards and operationally directed at promoting and protecting human rights. It seeks to address the root causes of poverty including discrimination, marginalization, exploitation and abuse, and to bring about systemic changes by grappling with policy, regulatory and institutional frameworks. It involves analysing inequalities, vulnerabilities and responsibilities, and redressing the discriminatory practices and unjust distributions of power that sustain poverty.

The relevant provisions of the SSF Guidelines were then considered using three basic analytical lenses: (1) the achievement of human rights as the overall objective or guiding framework of development and/or emergency-related initiatives, plans, programmes and projects by state and non-state actors; (2) respect for the human rights principles of participation, accountability, non-discrimination, transparency, human dignity, empowerment and the rule of law (PANTHER) in the design, implementation, monitoring and evaluation of programmes or projects; and (3) the promotion of rights, duties, responsibilities and accountability mechanisms by developing the capacity of duty bearers to meet their obligations and of right holders to claim their rights.

What to look for in the SSF Guidelines using the three lenses of the HRBA

- The human rights of small-scale fishers, fishworkers and communities that are specifically provided for in the SSF Guidelines include: the right to adequate food; legitimate tenure rights to fisheries resources and adjacent land, including rights against arbitrary/forced eviction/displacement; the right to participate in the management of fisheries resources; the right to an adequate standard of living including housing, water, sanitation and source of energy; the right to

decent work and labour rights; the right to protection from physical and sexual violence; the right to equal access to social security and services such as savings, credit and insurance; and the collective rights of women, indigenous peoples, migrants and other vulnerable and marginalized groups – including special support in developing their organizations, in market access, in benefitting from trade and in access to information.

- The achievement of the above-mentioned substantive rights requires non-discriminatory and informed participation of SSF communities in transparent and rules-based decision-making processes that are based on the recognition of their dignity and the accountability of all actors involved. For the guiding principles, see Chapter 3 of the SSF Guidelines.
- The SSF Guidelines mainly provide for the conduct expected of states at national and local levels. While SSF fishers, fishworkers and communities are right holders, they also have responsibilities, such as to support the long-term conservation and sustainable use of resources (Article 5.14). The conduct of private actors may also have a significant impact on the rights of SSF communities, fishers and fishworkers, for example in development and investment projects, employment, value chains, post-harvest and trade. Although such issues arise mainly in relation to the conduct of corporations, small-scale fishers could also be commercial entities which in some circumstances may find themselves in competition or asymmetrical relationships with artisanal/subsistence fishers. The conduct of some international and regional organizations may also have an impact on the rights of SSF communities. There are both legal and moral bases for the argument that businesses and international organizations have human rights obligations. CSOs and traditional authorities could also be considered duty bearers in relation to their conduct that affects fishers' rights.

Below are summarized the main points relating to gender equality that came out of the presentations and discussions in the HRBA workshop along the following four thematic areas.

Governance of tenure and management of resources in SSF

- In many contexts, there is a need for fair, transparent and participatory methodologies and processes of recognition of diverse legitimate tenure rights.
- Fishing rights allocation should take existing (customary) rights into account and balance different interests, including through preferential treatment for vulnerable and marginalized groups such as women and indigenous peoples.
- Fisheries management should ensure the participation of SSF communities and recognize their traditional knowledge and non-discriminatory institutions.

Social development and decent work

- The capacity of small-scale fishers to voice their needs should be strengthened including through their recognition and organization at local, national and regional levels into trade unions, cooperatives, etc.
- Gender, aging, youth and migration are identified as issues that need particular attention in SSF, especially in terms of vulnerability to violence and abuse. Capturing vulnerability in statistical data and raising awareness within communities are needed.
- The prevalence of traditional gender roles and practices that do not reflect the involvement of women in SSF affects their social development and access to decent work.

Value chains, post-harvest and trade

- Power imbalances in the value chain pose the risk of “poverty traps” – thus there is a need to empower those with current weak bargaining positions in order to ensure more equitable benefits.
- There is a lack of information on the role of women in the value chain, including both on their contribution and the benefits they receive. There is a need to work on empowering women but also to influence male behaviour in order to create gender equality.
- There is a need to protect the interests and labour rights of post-harvest workers, and to promote domestic consumption of fish to improve the nutritional security of women and children in particular.

Disaster risk and climate change

- Disasters and climate change affect vulnerable SSF communities in particular ways – there is a risk that the most marginalized may be impacted the most and benefit the least from adaptation measures.
- In applying the HRBA to the issue of climate change and SSF, it would be desirable to examine distribution, equity and fairness (e.g. class, gender, ethnicity), from preparedness to rehabilitation.
- Climate/disaster-induced migration of SSF communities is a critical issue.

The presentation finally identified some challenges in the implementation of the HRBA, which depend on the geographic, political, social, cultural and organizational context in which the SSF Guidelines are applied. These include:

- Challenges of addressing root causes and power asymmetries – challenging established practices, attitudes and privileges and entrenched interests. Claiming rights may create tensions. These require negotiations, incentive structures and long-term commitment.
- Sensitivity to the normative context – applying the HRBA in nuanced, progressive and context-sensitive ways. In some cases, what may be required is repackaging the language of rights to avoid negative reactions at first.
- Capacity – requires adding new perspectives and reorienting some activities. This would in turn require tailored staff training, intersectoral collaboration and integrated mainstreaming.
- Resource implications – long-term commitment, staff capacity and possible reorientation of activities that are required by the HRBA have clear implications for resources.

Following the plenary presentations, participants divided into groups as described above. The key outcomes of the working group sessions are presented at the end of the next section.

THEMATIC SESSION 2: Ensuring an enabling environment and supporting implementation

Review of chapters of the draft Gender Manual in relation to Part 3 of the SSF Guidelines

Chair: Cécile Ndjebet, African Women's Network for Community Management of Forests

Prior to breaking into group discussions, presentations were made to set the scene for the groups to then review chapters in the draft Gender Manual corresponding to Part 3 of the SSF Guidelines.

POLICY COHERENCE, INSTITUTIONAL COORDINATION AND COLLABORATION

Lorna Villegas, Technical Working Group on Gender, the Philippines

Lorna Villegas is Assistant Chief/Supervising Agriculturist in Field Operations Service at the Department of Agriculture of the Philippines. She leads the Technical Working Group and is the Department of Agriculture's Focal Person for Gender Mainstreaming. She holds a Masters in Professional Studies with a Major in Business Management from Pampanga Agricultural College and a Bachelor of Science in Agriculture from Visayas State College of Agriculture. She has attended a number of international events on gender and women's empowerment in recent years.

Women play an important role in fisheries and coastal resource management. Women are visible throughout the fishery value chain; they are involved from production or actual fishing to processing and marketing. Yet, most of their participation is often not recognized or is undervalued. The presentation focused on how gender and development have been mainstreamed into the fishery sector in the Philippines.

The Republic Act (RA) 9710 in the Philippines, also known as the Magna Carta of Women (MCW), underscores the Women's Right to Food Production and Productive Resources (Section 20) as gender equality measures in recognizing the significant role of rural women (including women fishers) and their contribution to food production for ensuring sustainability and sufficiency.

Based on studies in the Philippines, access, participation and control over resources, management activities and benefits are often marked by gender inequalities between men and women in coastal communities and fisher's organizations. A gender analysis³ conducted by the Bureau of Fisheries and Aquatic Resources – Gender and

³ Unpublished document “Annex Harmonized GAD Checklist for Fisheries Sector” by BFAR, the Philippines.

Development (BFAR-GAD) on gender issues in the fisheries yielded the following observations:

- Non-recognition/invisibility of women's roles in fisheries, including their roles as resource managers;
- Lack of disaggregated statistical information appropriate for gender-responsive resource management policy/programme formulation;
- Undervaluation of women fishers' labour and socio-economic contributions, producing limited economic opportunities and benefits derived from resource management conservation;
- Limited access to and control over productive resources, including their allocation, use, management and development, as well as access to relevant tenure instruments;
- Limited involvement of women fishers in resource management-related actions and participation in decision-making processes;
- Gender role stereotyping resulting in women's multiple burdens;
- Unequal status of gender relations between women and men fishers in the household and community.

To respond to these gender issues and in compliance with the mandate of RA 9710, the department pursues gender mainstreaming as a strategy to promote and fulfil women's human rights; to eliminate gender discrimination in its systems, structures, policies, programmes, processes and procedures; and to enable rural women to access services that will improve their productivity and income.

Gender mainstreaming is a process of incorporating women's and men's issues, needs and interests into an organization's policies, structures, processes/systems, practices, plans, programmes, projects and activities, in order to be more responsive to their needs/interests and to contribute to gender equality.

The Department of Agriculture is using the following gender mainstreaming tools to implement the gender and development (GAD) goals:

1. Harmonized GAD guidelines and gender analysis and the use of a GAD checklist for the fishery sector. Below are examples of GAD indicators in the fishery sector:
 - Participation of women and men in identification of development problems;
 - Collection and use of sex-disaggregated data in the analysis of development problems;
 - Identification of gender issues using gender analysis;
 - GAD statements included in goals, objectives, outcomes and outputs to address specific gender issues;
 - Activities respond to the identified gender issues, including constraints on women's participation;
 - Monitoring indicators and targets include the reduction of gender gaps.
2. Implementation of RA 9710 and the budget allocation for gender-related project interventions.
3. Gender Mainstreaming Evaluation Framework (GMEF): a tool that measures the level of mainstreaming of agencies based on the four levels of gender mainstreaming. This is a tool that shows how far agencies have progressed in their mainstreaming strategies.

The initiatives of the Department of Agriculture (through the Bureau of Fisheries and Aquatic Resources) to implement the provisions of the Magna Carta of Women are:

- Conducting a yearly "Search for outstanding rural women" to recognize rural women with outstanding accomplishments in developing agriculture and fishery sectors;

- Conducting fisheries registration;
- Establishing pilot projects on women-managed marine areas nationwide.

INFORMATION, RESEARCH AND COMMUNICATION

Katherine Blackman, CERMES Gender In Fisheries Team member

Katherine Blackman is a governance and development professional from Barbados with a keen interest in small-scale fisheries governance. She is an active member of the Gender In Fisheries Team (GIFT) of CERMES at the University of the West Indies. Ms Blackman has a passion for working with civil society and has been a mentor for the Barbados National Union of Fisherfolk Organizations (BARNUFO) since 2012. She has also supported research in the application of the Code of Conduct for Responsible Fisheries in the Wider Caribbean. She currently plays a leading volunteer role in the not-for-profit organization Pasiton Caribbean, Inc. Katherine holds an MSc in Natural Resource and Environmental Management and a BSc in Biology from the University of the West Indies, Cave Hill Campus in Barbados.

GIFT is a team in the Caribbean that conducts interdisciplinary research and outreach to better understand and assist with policies and practices pertaining to gender in Caribbean fisheries. Its focus is principally on member countries of the Caribbean Regional Fishery Mechanism (CRFM) and the Caribbean Network of Fisherfolk Organizations (CNFO). Within the Caribbean, information on gender in fisheries is limited and scattered. Hence the team is seeking to address this issue by identifying current GIFT initiatives and proposing strategies to address and understand gender in fisheries.

Gender mainstreaming of policies and programmes will require adequate data on women, men, girls and boys all along the value chain. This is needed to better understand and improve the implementation of the SSF Guidelines. GIFT has developed a repository of gender data and information gathered from reviews of poverty assessments, gender assessments and census reports. While there is a need to adjust current data systems, further engagement with national statistical departments and gender bureaus should be encouraged to help monitor data and encourage policy development that emphasizes data collection. Currently only 4 of the 14 countries in the GIFT area have a gender policy, and fisheries plans seldom include gender.

With few researchers, fisheries managers and fisherfolk knowing about gender, gender training and awareness will be critical. Gender mainstreaming will require the inclusion of gender experts and fisherfolk in the development of policies, plans, projects and programmes, and the designation of gender focal points will be required in national fisheries authorities and key NGOs.

A more collaborative or participatory approach to gender in fisheries research is needed to promote institutional and social learning. The research agenda should be shifted to reflect issues of men and women that impact fisheries development and conservation. This also includes involving fisherfolk in research design, implementation, sharing and analysis of results, evaluation, and learning. For example, the rapid scoping study of gender in fisheries in CNFO/CRFM countries, which was supported by FAO, provided some insight into gender at both the societal and fisheries level. Fisherfolk support survey design and administration and presentation of results at international conferences.

The science–policy interface is important when it comes to gendered interactions. Within the Caribbean region there are platforms and networks at the national, subregional and regional levels that share information with key stakeholders such as CRFM and CNFO. These networks also utilize regional projects (e.g. the Caribbean Large Marine Ecosystem Project) as a means of sharing information.

With regards to research priorities, Ms Blackman explained that universities can support development through research – e.g. GIFT goes beyond simple data collection but also looks to include gender in CARICOM fisheries policy. Fisheries research priorities must include gender, focusing on livelihoods, access rights and climate change, etc. and how these affect men and women. However, fisherfolk should be afforded the opportunity to prioritize issues and set the research agenda. GIFT notes that the CRFM research agenda needs more gender content.

Participatory or collaborative management requires that male and female fisherfolk have access to information for full and effective participation. Information must be available for fisherfolk to understand and use easily, and also to facilitate self-organization. On the other hand, traditional knowledge should be captured using various strategies at all levels (e.g. community meetings, videos, traditional media).

Gender mainstreaming will require adequate financial and technical assistance. The use of gender provisions in externally funded projects (e.g. GEF, FAO, USAID) was encouraged to guide mainstreaming. Some strategies include obtaining private sector support for gender mainstreaming, and using fisherfolk-led gender initiatives and the SSF Guidelines generally as funding leverage to demonstrate commitment and interest in self-organization. Ms Blackman noted that other funding opportunities that GIFT could explore include young men in fisheries, disasters, and climate change.

In conclusion, Ms Blackman said that there were many practical ways to support gender-aware information, research and communication for effective SSF Guidelines implementation. She stressed that there was no point reinventing the wheel but that we needed to build on existing systems and strategies, and build and foster partnerships with the necessary stakeholders.

CAPACITY DEVELOPMENT

Lindsay Chapman, Secretariat of the Pacific Community (SPC)

Lindsay Chapman started his career in fisheries as a commercial fisher in North Queensland in Australia for seven years, before moving to the Pacific in the 1980s to work for the then South Pacific Commission (now Pacific Community – SPC) as a Master Fisherman. He worked in small-scale fisheries development projects and gear development trials using fish aggregating devices and alternative fishing methods, with the training of local fishers a major part of his work. From the Pacific, Mr Chapman moved back to Australia and, after attaining a Graduate Diploma in Fishing Technology from the Australian Maritime College, worked for the Australian Fisheries Management Authority overseeing management of the southern bluefin tuna and West Coast tuna fisheries. In 1996, he moved back to the Pacific to oversee the SPC's small-scale fisheries development section, and for the last 10 years has managed the Coastal Fisheries Programme (CFP) covering coastal fisheries science and management, nearshore fisheries development, and aquaculture. He is the Deputy Director of Fisheries, Aquaculture and Marine Ecosystems (Coastal Fisheries) of the Pacific Community. Mr Chapman has a keen interest in gender issues given the

importance of empowering communities and all stakeholders in better management of coastal resources using a holistic approach.

The presentation looked at gender-related capacity development in the Pacific. The Pacific region has 22 Pacific Island Countries and Territories (PICTs) and a total population approaching 11 million people, with around 70 percent of these in one country, Papua New Guinea. The Pacific is made up of large ocean states, with over 30.5 million km² of ocean within the PICTs' exclusive economic zones (EEZs), while the land area is only 0.5 million km². The tuna fishery in the Pacific dwarfs the coastal fisheries, with the 2015 catch at around 2.8 million tonnes worth an estimated US\$6 billion, whereas coastal fisheries was estimated at 160 000 tonnes worth US\$320–500 million. Coastal fisheries, however, are feeding the Pacific population: 50–90 percent of dietary protein comes from coastal fisheries, and per capita fish consumption ranges from 18 kg/person/year in Papua New Guinea to around 155 kg/person/year in atoll countries like Tuvalu, Kiribati and the Marshall Islands.

In the Pacific there have been two guiding documents with gender-specific result areas. The first is “A new song for coastal fisheries – pathways to change” which was developed by around 100 country representatives from the 22 PICTs, researchers, community-based management practitioners, donors and regional organizations. Outcome 7 in the New Song emphasizes “more equitable access to benefits and decision-making within communities, including women, youth and marginalized groups”. The second document, “Future of fisheries: a regional roadmap for sustainable Pacific fisheries”, states under coastal fisheries strategy 5, “ensure equitable access to benefits and involvement in decision-making”, where the involvement of women, youth and disadvantaged groups in decision-making and access to benefits of marine resources is not only fair but necessary for success.

The capacity development work is carried out through the CFP and SPC. Much of the capacity development is of the “train-the-trainer” sort with national fisheries department staff. Sex-disaggregated data is collected for all capacity development work; data on age is collected as well, where possible. A highlight of the capacity development was a gender mainstreaming training for aquaculture officers (6 men and 17 women): a survey undertaken six months after the training showed that around half of those trained had incorporated different gender perspectives in their work. The government staff training (including gender equity and equality) is also beginning to focus more on management plans; policies; and monitoring, control, surveillance and enforcement in order to strengthen governance structures at the national and subnational level.

The CFP also provide capacity development to fishers, focusing on moving fishing efforts away from overfished lagoon resources and towards targeting pelagic species outside the reef. As these trainings focus on fishing outside the reef, they have been dominated male participants. Two areas have shown good participation from women: post-disaster needs assessment training (15 women and 15 men), and running a small fishing business (14 women and 46 men). The latter is an area where further training will be provided, given the role of women in marketing the catch in the Pacific.

In regard to capacity development in processing, this has mainly been carried out in the industrial tuna fishery with canneries in several countries, which employ 20 000 to 25 000 staff, mainly women. Industrial fishery and processing is covered by another regional organization, the Forum Fisheries Agency. Marketing is an area where women are engaged in small-scale fisheries, so business skills and maintaining fish quality are areas for future capacity development. Community engagement is mainly done through

the provision of information on how they can self-manage resources, and by working with NGOs who are better connected to communities.

In concluding the presentation, it was stressed that change still needs to occur at different levels of government to effect gender mainstreaming within capacity development activities. The SSF Guidelines, under paragraphs 8.2 and 8.3, state that “States should comply with their obligations on human rights and establish policies and legislation to realise gender equality”. Public servants may need specific or targeted capacity development in order to be able to fulfil their requirements in implementing gender-related capacity development. This then raises the question: What capacity development is needed to effect positive change, and are we targeting the correct people?

Summary of working group outcomes and plenary discussions

- *Relevance to target audience:* The challenge of making the Gender Manual adequately relevant to both policy-makers and CSOs was stressed. It was however acknowledged that these two groups are key actors in relation to the implementation of the SSF Guidelines and that the benefit of one document is to support a holistic and coordinated implementation approach. Suggestions on how to address this included: having the same case studies, but separate overall documents; having one Gender Manual, but separate spin-off versions (e.g. popular versions, fact sheets for policy messages); separate pull-outs of policy messages (or recommendations) for policy audiences; a short Gender Manual along with a more descriptive document with all case studies; one comprehensive Gender Manual for both target audiences; one Gender Manual, but with separate recommendations for each chapter/topic according to target group. It was agreed that the best solution would be to have one Gender Manual with specific recommendations for each target audience.
- *“Positive” language and cases:* It was suggested that the language of the Gender Manual be more inspiring, focusing not only on the challenges but also on existing opportunities (e.g. women’s empowerment, women in science, the use of gender-responsive technology, compensation, social protection, and how men and women are able to access these). Within FAO, there have been attempts to change the narrative by stressing the huge potential of women rather than dwelling on problems. Further, it was suggested that more human rights-based language was needed. Following suggestions to have more “positive” case studies, there was a discussion on what a positive case study represents versus a negative one. Who defines what is positive since the situation keeps changing, and one achievement in a process, for example, can be seen as a positive case study? Further, any case which provides learning for the future is a positive case. It was also stressed that terminology should be consistent across chapters, that terms should be explained (as they may not be very clear to all users), and that appropriate gender language should be used throughout. Terminology should be positive, but this goes beyond the Gender Manual as well. For example, instead of illegal, unreported and unregulated (IUU) fishing the discussion should be about legal, reported and regulated fishing. However, at the same time it was pointed out that in order to avoid confusion, the Gender Manual should stay consistent with the terminology already used in the SSF Guidelines.
- *Case studies and content:* There should be a strong analysis of gender issues in case studies. Some felt that the analysis of very specific problems might weaken the link between the Gender Manual and the SSF Guidelines. They suggested that based on the paragraphs of the Guidelines, the main issues

should be identified, together with related key messages and case studies to better explain them. Equally important is to ensure relevance of case studies to the appropriate paragraphs of the SSF Guidelines and to include those with a clear gender analysis. Some of the case studies could be replaced if the gender dimensions are not visible enough. At the same time, it was explained that it would be counterproductive and also contrary to the spirit of the human rights-based approach to isolate gender issues. Any case study or development in the fisheries has impacts on both men and women, but usually the two are impacted differently. While the draft Gender Manual has tried to highlight this differential impact, wherever this is not clear, additional efforts should be made to explain it. More recent examples could be identified and inserted to better make this point. Reconciling the need for simplification and the need for relevance of case studies also presented a challenge. It was suggested that criteria be developed for the selection of case studies. Questions were asked regarding the method for selecting case studies. It was explained that apart from using available literature, a large group of people, including the 120 participants in the online consultation, were asked to contribute case studies or provide references to these. Where possible, these case studies were incorporated. Further, only published case studies are included in the Gender Manual so that they can be easily referenced. The Manual could in fact inspire further research and development of case studies. It was suggested that enabling conditions be fleshed out in case studies to provide pointers to different actors about how they can engage. Some felt that more text was needed to encourage readers to engage with the issue, along with more data/case studies to change people's mentality. At the same time, it was advised to drop repetitions of text sections from the SSF Guidelines. International instruments and conventions like CEDAW as well as the SDGs need to be adequately referenced. In terms of content, the traditional knowledge of women and local communities needs some mention. It was also recommended that an introduction be given in the key message sections or in the "Who can use the Gender Manual" section saying that anyone can use the document, and explaining how the different actors relate to each other and are mutually responsible. The issue of representation of regions and contexts in the case studies was discussed. Some felt that countries/regions needed to have case studies so that these would resonate with policy-makers in particular. One suggestion was to highlight issues from different regions rather than including a case study in some sections. Other opinions were that looking at each issue in all regions would substantially increase the length of the document; case studies of different regions could be referenced, or additional resources given where necessary. Further, it was noted that the cases merely served to highlight the issues under relevant articles and to see their possibilities of application. These could then be appropriately applied by the target audiences to their own contexts. It emerged clearly that one Gender Manual cannot cover case studies from all contexts given the large diversity of fisheries, the number of paragraphs in the SSF Guidelines, and the multiple target audiences. The Gender Manual needs to be adapted by those using it to their specific contexts. If the Manual inspires more case studies, then implementation has started. The Gender Manual accepts the commonality across regions that women in SSF are weaker actors; diversity across regions, countries, cultures and contexts cannot

be captured in one Manual. Communities, including women's organizations, can take inspiration from this Gender Manual and develop their own.

- *Referencing*: To reduce the number of case studies, it was suggested to increase cross-referencing of documents and case studies within the Gender Manual. For example, Sections 5.5, 5.11 and 5.19 benefit from the case studies that focus on 5.3 and 5.9. It was also recommended to use case studies which cover several sections of the SSF Guidelines and reference them in the text when discussing each of the articles, even if the case study appears in a different chapter. References in the text could be increased to bring out issues in the SSF Guidelines which are mentioned in different cases or in an annex.
- *Prescriptions or options*: Several suggestions were made on giving more guidance as well as being more prescriptive regarding the recommendations for action, whether through the case studies, a separate section at the end of the case studies, key messages, or in the text. Suggestions included: adding helpful tips/action points/pointers from the cases to help public administrations and CSOs take action right after the case; providing clear action points at higher levels, such as "generate, produce and share additional data that will make the case for supporting and empowering women to strengthen the position of women and small-scale fisheries generally"; providing users with a roadmap for how they can approach the SSF Guidelines (e.g. "What rights have you lost? What is the status of your resource that you want to preserve or restore?"); framing recommendations in a more actionable way; including concrete advice to policy-makers/CSOs throughout the main text in addition to the key messages section; and making concrete recommendations in the "What do the SSF Guidelines say in this" section. While the case studies provide direct links to sections of the SSF Guidelines through experiences, they do not necessarily give solutions on how to follow up on the case studies. It was felt that there is a need to give practical guidance including solutions beyond the scope of the fisheries sector, e.g. alternative livelihoods in post-disaster situations. Others felt that this may go beyond the scope of the Gender Manual. Similarly, offering a step-by-step diagnostic for governments was considered to diagnose gaps and problems and suggest recommended actions/solutions. It was suggested that the major issues could be posed as problem statements, with solutions provided in response to the challenges. The key question was: Should the Gender Manual be more prescriptive or give more options? Since fisheries and contexts are diversified, the Gender Manual cannot give uniform guidance. The target audiences should interpret or add to the Gender Manual based on their contexts.
- *Additional resources*: It was suggested that references to resources, additional case studies, good practices and tools (surveys, M&E frameworks, gender analysis tools, etc.) be added for further information on the issues addressed in the Gender Manual. It was also suggested that a case study repository be developed to complement the Manual. These could be built up under themes like trade, value chains, etc. They could also be grouped as country-/region-specific case studies to help users translate them for their regions.
- *Structure and layout*: A glossary could help to avoid too many repetitions between the main text and the examples described. Some felt that it would be preferable to have a clean text flowing through each paragraph of the SSF Guidelines, with case studies in an annex to reduce confusion. However,

removing case studies from the Gender Manual would make it a dry document. It was suggested that subsection headings need to reflect the text and match the flow of the SSF Guidelines, and that discussions should follow the chronology of the SSF Guidelines sections. Some asked that more information be included in the main text and less in the boxes with the case studies. Key takeaways from case studies should be clearly communicated and standalone from the case studies. Suggestions on structure included presenting the main messages up front, with more extensive information in an addendum. Another structure proposed was to group commitments of the SSF Guidelines into principal categories using key messages, and then to look at the gender impacts and provide examples and case studies to show how the SSF Guidelines could be used for advocacy during their implementation, along with recommendations for actions. Layout suggestions included using an orientation map at the beginning of the Manual and colour coding for each region; replacing some paragraphs with illustrations, graphics, diagrams and photos to break up the text; and including infographics and a summary of the most relevant data with take-home messages. It was also discussed whether Chapter 13 of the SSF Guidelines on implementation support and monitoring should be the first chapter in the manual – as this document focuses on implementation, the chapter sets the stage for the rest of the Manual. Also, it was discussed whether Chapter 8 on gender quality should be moved to the start, or dropped and presented as an overview to highlight case studies or issues. Alternatively the introduction to the Gender Manual could highlight the importance of these two chapters (8 and 13). Alternate suggestions were made on the location of key messages (i.e. whether to place them at the start of the chapters or at the end). Key messages could also be made general so both policy-makers and CSOs could take away whatever concerned them.

- *Key messages and recommendations:* It would be useful to differentiate between key messages and recommended actions for implementation and to include key messages at the beginning of the chapter and recommended actions at the end. Some recommended actions are quite general and need to be better formulated to assist with their application. Identify the main areas in the SSF Guidelines where gender issues are more relevant and focus on them for the recommended actions in the chapter, with key messages being more specific to gender and implementation-oriented.

It was also stressed that more awareness raising, communication and capacity development regarding the SSF Guidelines as such is required in order to support their uptake.

CONCLUDING SESSION: Towards gender-equitable small-scale fisheries

PANEL: DIFFERENT PERSPECTIVES ON THE WAY FORWARD TOWARDS GENDER-EQUITABLE SMALL-SCALE FISHERIES

Chair: Yvette Diei-Ouadi, FAO

AN INDIGENOUS PEOPLES' PERSPECTIVE

Christina Louwa, El Molo Forum

Christina Louwa is a member of the El Molo tribe based at Lake Turkana in northern Kenya. She is the Director of the El Molo Forum, which promotes the rights of the El Molo people. This includes capacity development for community participation and the promotion of gender equality and women's rights. In addition, she is part of the delegation of Kenya to the United Nations climate change discussions.

After reviewing the background and key milestones of the indigenous peoples' battle for their rights (including the 2007 UN Declaration on the Rights of Indigenous Peoples, the Kenya Constitution acknowledging marginalization, etc.), and stressing their dedication to support the implementation of the SSF Guidelines, the El Moro Forum (created in 2006) was introduced as an example of advocating the human rights-based approach to development. Ms Louwa highlighted the need to make indigenous women's voices heard at all levels, to organize them, and to create spaces for them in organizations. She spoke about the need to develop a language that can be understood by those at the grassroots level. Indigenous people depend on traditional knowledge for their survival and women are in fact the keepers and disseminators of knowledge, while men are the implementers. She rued the fact that current policies ignore traditional knowledge, though it is this knowledge that has helped sustain lakes, fisheries, etc. Citing the example of Kenya, she noted that fisheries policies are not fisheries-friendly; in fact, the laws and policies themselves are destroying the fisheries. She stressed the need to document traditional knowledge and customary laws and to include these in all levels of government as well as informing policy. Within a scientific, evidence-poor context, there is an urgent need to document issues, traditional knowledge, experience and laws/rules. Finally, she highlighted the need to secure tenure rights for indigenous peoples.

A GOVERNMENT PERSPECTIVE

Proposed by GIFT – Presented by Peter A. Murray, CRFM Secretariat

Mr Murray started his presentation suggesting that governments – or more specifically, fisheries authorities in collaboration with national gender units (if they exist) and/or

national/regional universities (if they have gender departments) – should begin the process of determining what gender-related data/research would be most appropriate at this time for “spring-boarding” the development of an evidenced-based gender mainstreaming strategy. To this end:

- They could assess their institutional arrangements (policies, legislation, plans, etc.) to identify the gender gaps, raise awareness about them, and devise a strategy/plan to do so.
- The strategy/plan could be used as a means of mobilizing resources from development partners to implement gender mainstreaming.
- FAO could lead the effort to develop a gender evaluation tool or adapt existing ones to undertake the assessment mentioned herein.

There is also a need to:

- Organize awareness training for staff in collaboration with the gender unit.
- Identify/appoint a gender focal point in national fisheries authorities, fisheries advisory committees, sustainable ocean governance teams and other fisheries-related agencies and institutional arrangements, and support their participation in gender workshops or initiatives (to further build their capacity).
- Implement a cross-sectoral programme of gender mainstreaming with regular programme M&E involving fisherfolk.
- Offer gender-aware capacity development such as fisherfolk leadership courses for women to actively address equity/equality issues.
- Incorporate a gender-related protocol into the Caribbean Community Common Fisheries Policy (or appropriate regional policy framework).

He also said that it was important to review the regional fisheries research agenda(s) to ensure that gender research is addressed all along the value chain.

- Ensure that all fisheries-related data are sex-disaggregated and freely available as open data.
- Conduct gender assessments of currently implemented and planned policies, plans, programmes and legal instruments to identify relevant gender issues.
- Encourage opportunities for regular sharing of experiences and lessons on gender-aware activities in relevant databases; flag projects that have significant gender outputs.

Government agencies and intergovernmental organizations should also partner with researchers to document gender roles and relations throughout the fisheries and aquaculture value chains. Mr Murray explained that it was also important to develop/adapt and adopt a core set of gender indicators in regional strategic programmes (to be used in State of the Environment reporting and information portals), and to revise fisheries and other sector plans along the lines of EAF and through a gender lens. Countries should also seek to apply social science and gender expertise requirements to the recruitment of new fisheries officers. Individually and/or collectively, governments and intergovernmental agencies should review countries’ compliance with international instruments (such as CEDAW) in relation to fisheries.

A CSO PERSPECTIVE

Herman Kumara Wijethunge, National Fisheries Solidarity Movement, Sri Lanka, and World Forum of Fisher Peoples (WFFP)

Herman Kumara Wijethunge is the National Convener of the Sri Lankan National Fisheries Solidarity Movement (NAFSO). He holds a degree from the University of

Peradeniya. He is also affiliated with the World Forum of Fisher Peoples (WFFP) and a Board Member of the Economic Social Cultural Network.

Mr Kumara started his presentation emphasizing the key role of the state in the implementation of the SSF Guidelines with the help of the Gender Manual.

He stressed that political will was needed in order to implement the Gender Manual. Social movements would want to collaborate with state actors to implement the roll-out of the Manual. However, if social movements were expected to collaborate, he believed that they would need to internalize the contents of the Gender Manual, which would require awareness raising. He reiterated the need for social movements to acquire knowledge and skills and enhance their capacity in order to advocate and apply the Gender Manual in dealings with their constituencies.

As a social movement, NAFSO expects to educate its National Fisheries Federation of Women of Sri Lanka and ESCR-Net Social Movement Working Group on gender at the global level, in order to get the necessary support to implement the SSF Guidelines.

He concluded saying that NAFSO would attempt to build capacity in the National Fisher Federation of Women on how to apply the Gender Manual within the framework of CEDAW and international human rights conventions and instruments.

NAFSO would negotiate with the governments and collaborate with state players for the implementation of the Gender Manual. Towards achieving this, he accepted that they would need to organize further and struggle to achieve the desired results.

AN ACADEMIC PERSPECTIVE

Mary Barby Badayos-Jover, University of the Philippines

Professor Mary Barby Badayos-Jover is currently the Director of the University of the Philippines Visayas' Gender and Development Program. She is also the Coordinator of Ugsad, the Regional Gender Resource Center of Western Visayas in the Philippines, and the current Vice-President of the National Network on Women in Fisheries in the Philippines, Inc. Professor Badayos-Jover is likewise a certified member of the Philippine Commission on Women's GAD Resource Pool. She was a Fulbright scholar and earned her Dual-Title PhD in Rural Sociology and Women's Studies from Pennsylvania State University, USA. She also holds an MA in Health Social Science from De La Salle University, Manila, and an MM in Rural Development Management from UP Visayas. She has long been involved in gender mainstreaming advocacy as a faculty member of the University of the Philippines Visayas, as well as a member of several women's advocacy groups. Her research interests include the intersection of gender, class and ethnicity in climate change discourses and interventions; gender(ed) concerns in disaster contexts; women's agency in extremely difficult circumstances; and institutional dynamics in gender and development (GAD) mainstreaming.

Professor Badayos-Jover expressed her belief that academic institutions are strategically positioned to be able to actively engage in the discourse of making sustainable small-scale fisheries more gender-responsive. Universities are where researchers, programme or project managers and even community organizers are located. To get them on board with the idea of the need to mainstream gender awareness and sensitivity will be a huge step in advocacy.

In order to achieve this, she said that policy advocacy was essential. One of the reasons why the Philippines has consistently landed in the top 10 countries based on the

gender equity index is largely due to the gender-responsive policies that its government has put in place. A clear example she gave was the mandatory requirement of allotting at least 5 percent of a government institution's total budget to gender mainstreaming or gender and development (GAD) activities. The policy was implemented in 1997 and the process of implementation has been largely uneven, with most government institutions, including state universities and colleges, simply complying to avoid the audit memos given by the Commission on Audit for those who have underutilized their GAD budgets. She explained that she shared this information merely to emphasize that because there are gender-responsive policies in place, government institutions and state universities and colleges are compelled to mainstream gender awareness and sensitivity. This came about because of the lobby of what they refer to as GAD champions. This led to her second point on how to move forward.

One long-time GAD champion in the Philippines is currently the chair of the Commission on Higher Education. Her efforts, along with those of many other professors and researchers who serve as gender consultants, paved the way to incorporate gender concerns in higher education. The Philippine Commission on Higher Education supervises all institutions of higher learning in the Philippines, including fisheries schools or colleges. Last year, this commission issued a memorandum circular requiring all state universities and colleges to mainstream gender in the curriculum and to make educational institutions more gender-responsive. This, Professor Badayos-Jover pointed out, could be the necessary entry point for the Gender Manual. The Manual could serve as a tool to get fisheries schools to integrate gender concerns in their lessons and to get students and faculty as well as researchers thinking about gender issues from the get-go. She believed that in the process, future fisheries stakeholders just might have the necessary gender lenses to ensure equitable and empowering small-scale fisheries practices.

She emphasized the need for gender advocacy using the Gender Manual as a take-off point, at both the level of national policy and the specific educational sector that fosters "scientific" fisheries knowledge. It is important to get professors, researchers and students majoring in fisheries excited about the SSF Guidelines and its accompanying Manual; to get the conversation started in universities; to emphasize sex-disaggregated data collection in fisheries research and extension work; and to foster other efforts geared towards the attainment of the principles embodied in the SSF Guidelines and, of course, gender equity. She hoped that FAO could take the lead in this direction.

AN NGO PERSPECTIVE

Jessica Landman, Environmental Defense Fund (EDF)

Jessica Landman is Senior Director for the Environmental Defense Fund's Oceans Program, and Director of EDF Oceans-Europe. EDF is a conservation organization with programmes in the US, Asia, Central America and Europe; their Oceans Program aims to help fisheries recover so they can provide more food, become more prosperous and make the ocean healthier. In addition to leading EDF's work to support sustainable fishery management in Europe, Ms Landman is part of an EDF working group that teams up with scientists, fishers, governments and other stakeholders to develop and implement management systems that support sustainable fishery management for small-scale fisheries, in places including Belize, the Philippines and Spain. She has been collaborating with FAO over the past several years in developing the programme of work for implementing the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security.

Ms Landman started her presentation noting that the NGO perspective is very multifaceted, and that she could not claim to speak for all NGOs. The NGOs present at the meeting represented the conservation perspective (EDF and Rare), for which she could speak; their view was one that focuses on the importance of sustainable fisheries. She felt that it was very positive, although not at all surprising, to hear all workshop participants stress the centrality of sustainable fishery management; this must be at the core of all of their work.

EDF works on conservation side by side with fishers and governments, as well as those in the value chain. Solutions and successful management, she observed, only come from joint endeavours.

From this workshop, the way forward would be a refinement rather than a revolution: having focused on mainstreaming small-scale fisheries into programmes at every level, there is a need to revisit strategies to ensure that due consideration is given to gender mainstreaming specifically in that context.

Ms Landman charged participants with taking what they had learned from this process back to their own organizations and collaborators in other sectors, in order to inform their own audit processes and programme designs. She said that although the Gender Manual did not have NGOs as a principal target audience, the case studies and recommendations had a lot of resonance for their work.

She reiterated that the NGO world has many facets; for example, poverty alleviation or development-focused NGOs may have other motivations and perspectives than that of EDF. However, they may be important constituencies to reach out to in order to refine their programmes with particular knowledge of fisheries. This might be an area where EDF could work together with other workshop participants to fill in some of the knowledge gaps NGOs may have about fisheries management, the specialized impacts of gender issues in the pre- and post-harvest world, and the sometimes complex value chain for fish products.

She exercised a word of caution, pointing out that international NGOs often find themselves in the roles of invited-in experts or advisers to governments or local actors. They need to take extra care to follow protocol, and to balance their duty to be sensitive to the existing cultural norms of their hosts with their duty to challenge traditional practices that disadvantage women. Such challenges may need to be led from within, by citizens of the host country.

She noted that the relationship between NGOs and donors is a very important one to consider. NGOs are sensitive to donor expectations, as are many CSOs and even country governments. Thus, donors – both philanthropic and international aid donors – may be very important target audiences for outreach work. Their impact can be significant, whether for good or ill, and should be channelled in the right direction.

PLENARY DISCUSSION

During this session, Chapter 8 on gender equality of the SSF Guidelines and the Gender Manual were discussed. The key points are included in the summary outcomes, as they overlap with outcomes that emerged from the working group sessions. There was much discussion about whether this should be a separate section of the Gender Manual or whether it should be provided in the overview. The content of the Gender Manual related to this chapter of the SSF Guidelines was greatly appreciated by the participants.

SUMMARY OF MAIN RECOMMENDATIONS AND NEXT STEPS

Mariette Correa, ICSF

Mariette Correa has been working with the International Collective in Support of Fishworkers for the past two years; ICSF has been primarily focusing on the process of implementation and capacity building in relation to the SSF Guidelines. Ms Correa has previously worked on social and development issues related to health, HIV/AIDS, human trafficking, environment and governance, with gender issues being a key area of her work throughout. Her doctorate in development studies also focused on feminist methodologies. Though she has worked primarily with NGOs at the national and international level and with women's organizations, she worked in the government for a five-year period in the area of HIV/AIDS.

Ms Correa began by explaining the development review process of the Gender Manual, pointing out that the participants at the workshop were a partial subset of the participants of the online consultation. Many active in the latter had not been involved at this stage. The first review was more exhaustive since people commented on the entire draft, while the groups in the workshop focused on specific chapters in more detail. Given the fact that few participants had a comprehensive view of the draft Gender Manual, the feedback must be seen in that light.

Summarizing the workshop recommendations, she appreciated the many useful detailed and specific suggestions that were put forth during the group discussions and the plenary sessions.

- One specific suggestion was to spell out in the “How to read the Gender Manual” section that this needs to be read as a comprehensive document, rather than reading only specific sections.
- There was much discussion around the fact that the document is targeted at two audiences (CSOs and policy-makers) and the challenges this posed in terms of length and relevance to both audiences. It was pointed out that the choice of the two groups emerged from the series of consultations towards adoption of the SSF Guidelines in which governments and fishing communities and their organizations emerged as key actors; this was also re-emphasized during the 31st and 32nd session of COFI.
- Several participants pointed out that the Gender Manual needed to provide more implementation guidance on how to practically apply the SSF Guidelines – be it through case studies, recommendations or key messages.
- There were suggestions on adding more case studies, elaborating on some, or shortening them. Divergent opinions also emerged on whether each article of the SSF Guidelines should be addressed in the Gender Manual through text or case studies, or whether only the broad themes of each chapter should be addressed.
- Some felt that more positive case studies were needed; others questioned the concept of a “positive” case study, pointing out that any case that was instructive about gender-equitable fisheries is a positive example.
- It was suggested that there be a repository of case studies (not as part of the Gender Manual itself, but to be referenced) that could be a living document, highlighting the issues in different regions and contexts.
- Suggestions regarding the location of the case studies included situating them within the text as illustrations, moving them all to an annex, or having a few important ones located in the text with others possibly in an annex.

- It was suggested that the structure be improved with changes in layout and possible additions of photos, infographics and illustrations.
- There was also lack of consensus on where to locate key messages – after each article or case study, at the end of chapters, or at the start of chapters. It was felt that there should be a greater link between messages for policy-makers and CSOs.
- Suggestions regarding placing the implementation chapter (Chapter 13 of the SSF Guidelines) at the beginning contradicted the suggestion of gender mainstreaming, which requires understanding and analysing an issue before addressing it.
- A long discussion ensued about the inclusion of the private sector and what this means, but it was agreed that this was beyond the scope of the Gender Manual.

The feedback from the workshop will be taken into consideration for the revision of the Gender Manual on a case-by-case basis, trying to reconcile it with the comprehensive feedback already received through the online consultation in order to maintain the integrity of the process of developing the Gender Manual.

WRAPPING UP

Nicole Franz, FAO

Ms Franz briefly outlined the immediate next step in relation to the workshop follow-up. This included the preparation of the workshop report, which will be made available to all workshop participants and through the FAO website.

FAO will also share the final Gender Manual with workshop participants and at relevant FAO-organized events and non-FAO events at international, regional and national levels.

In addition, other follow-up steps by FAO include:

- Exploring the possibility of developing shorter versions of the Gender Manual with key messages for specific target audiences;
- Supporting countries in the gender review of their policies, strategies and programmes, and using the Gender Manual in capacity development at the country/regional level;
- Continued work on gender-disaggregated statistics to improve knowledge and support policies and monitoring;
- Exploring the development of a repository of case studies/good practices to support advocacy and capacity development.

CLOSING REMARKS

Mr Manuel Barange, Director, Fisheries and Aquaculture Department, FAO

In his closing remarks Mr Barange reminded participants that they were at the heart of bringing the SSF Guidelines to life. He acknowledged the challenges of preparing a guidance document that is succinct and practical, while also being relevant for the target audience. The process of the SSF Guidelines implementation has just started, and the issue of gender equality cannot be solved through guidelines or guides alone. It is a question of state of mind, and the workshop hopefully inspired engagement in relation to gender with others, be they governments, CSOs, NGOs, the private sector or others – all of whom can make the SSF Guidelines relevant or irrelevant. He thanked all participants for their participation and wished them safe travels.

Annex 1 – List of participants

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Annex 2 – Workshop agenda

Monday, 28 November 2016
INTRODUCTORY SESSION Chair: Nicole Franz, FAO
Welcoming remarks Árni M. Mathiesen, Assistant Director-General, FAO Fisheries and Aquaculture Department
Participants' introductions
Introduction to the SSF Guidelines Simon Funge-Smith, FAO
Overview of workshop objectives, expected outputs and <i>modus operandi</i> Nicole Franz, FAO
Reporting back from the CSO workshop in Central America Patrick McConney, University of the West Indies, Centre for Resource Management and Environmental Studies (CERMES)
Feedback from the workshop of French-speaking African women on the draft Gender Manual Anaïd Panossian, Legal expert
<i>Towards gender-equitable small-scale fisheries – A guide for gender-equitable small-scale fisheries governance and development in the context of the SSF Guidelines implementation. Development methodology, structure and key feedback from the online consultation</i> Nilanjana Biswas, International Collective in Support of Fishworkers (ICSF)
Discussion
WORKING GROUP SESSION 1: Responsible fisheries and sustainable development <i>Review of the draft Gender Manual chapters in relation to Part 2 of the SSF Guidelines</i> Chair: Magnus Torell, Southeast Asian Fisheries Development Centre (SEAFDEC)
Setting the scene
Responsible governance of tenure and sustainable resource management Prateep Kumar Nayak, University of Waterloo
Social development, employment and decent work Margaret Nakato, WFF
Value chains, post-harvest and trade Katrien Holvoet, FAO
Disaster risks and climate change in the SSF Guidelines through a gender lens: the case of the Caribbean Community Peter A. Murray, Caribbean Regional Fishery Mechanism (CRFM)
Parallel working groups
Closure of the day

Tuesday, 29 November 2016
Parallel working groups continued
Reporting back from working groups
Plenary discussion
Reporting back from the workshop on HRBA with a focus on gender Sisay Yeshanew, FAO Legal Office
WORKING GROUP SESSION 2: Ensuring an enabling environment and supporting implementation <i>Review of the draft Gender Manual chapters in relation to Part 3 of the SSF Guidelines</i> Chair: Joyce Nyeko, Lake Victoria Fisheries Organization
Setting the scene
Policy coherence, institutional coordination and collaboration Lorna Villegas, Technical Working Group on Gender, the Philippines
Information, research and communication Katherine Blackman, CERMES Gender In Fisheries Team member
Capacity development Lindsay Chapman, Secretariat of the Pacific Community (SPC)
Parallel working groups
Parallel working groups continued
Closure of the day
Wednesday, 30 November 2016
Reporting back from working groups
Plenary discussion
CONCLUDING SESSION: Towards gender-equitable small-scale fisheries Chair: Yvette Diei Ouadi
Panel: Different perspectives on the way forward towards gender-equitable small-scale fisheries <ul style="list-style-type: none"> • An indigenous peoples' perspective Christina Louwa, El Molo Forum • A government perspective Peter A. Murray, CRFM • A CSO perspective Herman Kumara Wijethunge, NAFSO and WFFP • An academic perspective Mary Barby Badayos-Jover, University of the Philippines • An NGO perspective Jessica Landman, EDF
Plenary discussion
Summary of main recommendations and next steps Mariette Correa, ICSF
Plenary discussion
Wrapping up Nicole Franz, FAO
Closing remarks Manuel Barange, Director, FAO Fisheries and Aquaculture Department
End of workshop

Annex 3 – Opening statement

Opening address by Árni Mathiesen, ADG Fisheries and Aquaculture Department, FAO

First of all, a warm welcome to Rome! Many of you have travelled from afar and it is good to see you all here.

As many of you know, in June 2014 the FAO Committee on Fisheries (COFI) endorsed the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines). These SSF Guidelines, which were developed through a global participatory process that included consultations with over 4 000 stakeholders from over 120 countries, are the first ever international instrument specifically dedicated to small-scale fisheries and provide a comprehensive framework for states and other stakeholders to support the small-scale fisheries sector in realizing its true contribution to global and national efforts towards food security and poverty eradication.

The SSF Guidelines promote a human rights-based approach and it is notable that they are the first international fisheries instrument to include a specific chapter on gender equality!

Now, the endorsement of the SSF Guidelines was important. But even more important – and challenging – is their implementation. Only if applied will these agreed-upon principles contribute to improving the contribution of small-scale fisheries to food security and poverty eradication. And we need to remember that women represent about 50 percent of the total workforce in the small-scale fisheries value chain. They carry out a large number of activities essential for the functioning of the sector, from pre-harvest activities like net mending, to harvesting (for example gleaning or diving), but most importantly in relation to the post-harvest sector. Fish processing, trade and marketing are firmly in women's hands in many countries. Still, a lot remains to be done to acknowledge their important role, improve their working conditions, enhance their participation in resource management and decision-making processes, strengthen their bargaining power, and to ensure their access to appropriate technology and knowledge.

This “Expert workshop on gender-equitable small-scale fisheries in the context of the implementation of the SSF Guidelines” has been convened with the purpose of discussing a draft implementation guide on how to practically apply the SSF Guidelines in relation to gender issues. This guide targets policy-makers/public institutions and CSOs/fishing community organizations and aims at supporting awareness raising, advocacy and capacity development activities on the application of the relevant principles of the SSF Guidelines, as well as the development and implementation of gender-sensitive sectoral and cross-sectoral policy frameworks and investment plans and programmes.

We are therefore looking forward to learning from your experiences with a view to developing practical and relevant recommendations on how the SSF Guidelines can support gender empowerment.

I would like to take this opportunity to thank Norway for its support to the implementation of the SSF Guidelines, including this workshop. We also have many other partners and I would like to mention IFAD that continues to provide support in particular for CSO involvement.

Thank you all for your attention – I wish you a successful workshop!

Annex 4 – Working groups

Group 1	Group 2	Group 3	Group 4
Members: <ol style="list-style-type: none"> 1. Prateep Kumar Nayak 2. Lorna Villegas 3. Jessica Landman 4. Christina Louwa 5. Herman Kumara Wijethunge 6. Katherine Blackman 7. Cécile Ndjebet 	Members: <ol style="list-style-type: none"> 1. Mary Barby Badayos-Jover 2. Eloisa Espinoza 3. Sarah Poon 4. Margaret Nakato 5. Peter A. Murray 6. Milika Sobey 7. Daniela Bruni 8. Katia Frangoudes 	Members: <ol style="list-style-type: none"> 1. Mohammad Nuruzzaman 2. Jordan Williams 3. Lindsay Chapman 4. Benedetta Merlo 5. Katrien Holvoet 6. Graciela Pereira 7. Anneli Ehlers 	Members: <ol style="list-style-type: none"> 1. Patrick McConney 2. Violeta Maria Reina Gomez 3. Laura Marrin 4. Nedwa Nech 5. Magnus Torell 6. Yifang Slot-Tang 7. Elizabeth Ssendiwala 8. Anaïd Panossian 9. Jariya Sornkliang

Annex 5 – Working group outcomes

WORKING GROUP SESSION 1

Group 1: Gender in the context of responsible governance of tenure and resource management (Chapter 5 of the SSF Guidelines)

Scope

- Revisit the importance of the UN Declaration on the Rights of Indigenous Peoples, especially in this chapter. (Later documents may be seen as “secondary”; to avoid this, cross-reference other or future documents.)
- Clarify that governments need to reassess their definitions of SSF to see whether they exclude women’s work – e.g. if vessel length determines SSF, but processing is excluded. This could exclude women from tenure rights, and other protection as well.
- This document focuses on Sections 5.3 and 5.9, which in turn focus on gender. Does it create confusion to highlight only two sections? Sections 5.5, 5.11 and 5.19 benefit from these case studies – consider cross-referencing them where possible, linking to the sections that are addressed, or reproducing the whole SSF section.
- Where are women in the hierarchy of “ownership” or possession of rights to fishery resources? We should offer a roadmap to look at the five principles of governance in order to determine if women are at the centre: (1) participation; (2) capacities; (3) involvement in decision-making; (4) right to redress grievances; (5) horizontal and vertical engagement. This logic model will clearly lead to a path for strengthening women’s capability to improve their status, livelihoods and food security.

Applicability

- Still an open question on target(s) for the Manual?
 - Policy-makers, or CSOs, or communities – and if all three, is it possible for one document to fulfil all these purposes?
- Perhaps we need to have the same case studies, but separate overall documents.
- Perhaps we should pull out the policy messages (or recommendations) to be in a separate shorter document for policy audiences: i.e. the “Bible” (Manual), plus the “at-a-glance” version or other spin-offs (popular versions, fact sheets for policy messages, etc.).
- Consider whether we need to explain the “bundle of rights” from Ostrom or suggest that communities/governments need to do so on a case-by-case basis (depending on the audience we are aiming for).

Structure

- Identifying the sections of the SSF Guidelines that are relevant to the case studies does not consistently go far enough in advising stakeholders on what actions to take. Structure the conclusions to the case studies to highlight

“recommendations for action”. Perhaps add a third section at the end of each case study to do this. Add indications of resources for further information on the issues illustrated by the cases as footnotes.

- Perhaps we should offer a step-by-step diagnostic for governments: a structural, normative and functional assessment tool to help diagnose gaps and problems and suggest recommended actions/solutions – for example:
 - Do you have gender policies?
 - Do you have tenure rights/laws/regulations?
 - Does the constitution provide for specific rights?
 - Are these implemented effectively?

Case studies

- Include a case study on the experiment in the Philippines with gender mainstreaming. Verify if there are any data available on the impact of gender mainstreaming on women in SSF, given that the Magna Carta has been in place since 2009.
- Consider whether more attention (and a case study) should be given to the issue of preferential access.
- The Manual does not show the problems women have under customary tenure systems. Some such systems exclude women – include a relevant case study.
- Add “helpful tips/action points/pointers” from the case studies to guide public administrations and CSOs in taking action right after the case.
- Consider adding a positive case on the use of quotas (instead of Iceland case); would need to highlight gender impact of the system.
- Develop a case study repository to complement the Manual.

Recommendations

- Users of this Manual might benefit from being presented with a checklist to evaluate how they are doing in meeting gender challenges: e.g. “Have you analysed your tenure system for gender equity?”
- Provide clear action points at a higher level, such as “Generate, produce and share additional data that will make the case for supporting and empowering women and SSF to strengthen the position of women and SSF generally”. Focus on the “How to” rather than repeating the SSF Guidelines principles; make them more action-oriented.
- Provide Manual users with a roadmap for how they can approach the SSF Guidelines – for example:
 - What rights did you have that are lost?
 - What is the status of your resource that you want to preserve or restore?

Concluding observations

- Very few participants had read – or had only partly read – the Gender Manual.
- Possibly add a gender analysis tool in the relevant part on overarching tools.
- Piloting of tool with different target groups?

Group 2: Gender in the context of social development, employment and decent work (Chapter 6 of the SSF Guidelines)

Scope

- Difficult to make the document – and its length – relevant for both policy-makers and CSOs.
- Lack of reference to international frameworks (e.g. CEDAW, other human rights instruments) in the main messages.
- Under-represented themes: education of youth (skills development).
- Issue of definition of small-scale fisheries (addressing the diversity of country-specific contexts). Definitions of SSF (e.g. in the CCRF, EU statistical definition, etc.) could be used or referred to.

Applicability

- Concrete advice to policy-makers/CSOs should be included throughout the main text in addition to the key messages section.
- States should involve civil society, NGOs, private sector, international organizations and beneficiaries in implementing (including monitoring, evaluation and reporting) the SSF Guidelines.
- CSOs should raise awareness of and support governments in the implementation of the SSF Guidelines.

Structure

- Shorten and condense the first general pages of the chapter.
- Identify parts of the chapter where the narrative can be abbreviated (for example scope and applicability could be captured by bullet points).
- Consider putting the main messages in front, and more extensive information as an addendum.
- Clarify which paragraph the case study refers to at the beginning of the case study.

Case studies

- Need more work.
- Updated and fact-checked (e.g. Fiji case study).
- Make cases relevant for more than one country (lack of resonance).
- Process should be presented in an inspirational manner.
- Make concrete recommendations in the “What do the SSF Guidelines say in this?” section.

Recommendations

- Include a caveat at the beginning of the recommendations, i.e. “they may not apply to certain contexts”.
- When discussing the issue of women’s marginalization/vulnerability there should be a balance between women’s agency and vulnerability.
- Rephrase the fourth recommendation of social development (levy on industrial fishing activities).
- Better matching/presentation of the recommendations (consider presenting side-by-side recommendations for CSOs and policy-makers).

Concluding observations

- Consider feasibility of recommendations (deadline 17 January).
- Detail what their activities are in pre-harvest, capture and post-harvest, while safeguarding social cohesion; be mindful of the impact of their reproductive role.
- Employment – making the wage gap and the division of labour visible should be emphasized, including by the collection of sex-disaggregated data.
- Gender-sensitive labour/employment regulation (including services and affirmative action).
- Consider issues of youth employment.
- Strengthen women’s professional organizations to access information and other services.

Group 3: Gender in the context of value chains, post-harvest and trade (Chapter 7 of the SSF Guidelines)

Scope

- Invisibility of women’s work should be highlighted as an issue; could be dysfunctional or inadequate data management systems; mentioned in Chapter 11 on information in the manual (p. 83); needs to be cross-referenced.
- Issues in Latin America may not be addressed.
- Does not cover fisheries legislation, which destroys post-harvest livelihoods; Art. 7.8 (effective fisheries management to avoid overexploitation/fairly distribute benefits of international trade) of the SSF Guidelines. Need to explain more what happens to post-harvest access to resources due to legislation (e.g. Bangladesh); same with tuna fisheries. The Manual should explain the possible positive effects – needs mechanisms by policy-makers to access those resources. Bycatch and low-value catch can be used by the SSF post-harvest sector if they have access to it.
- Art. 7.10 (access to market and trade information and training) needs to be addressed more.
- Decent working conditions, labour rights: reference should be made in examples in Chapter 6.
- Art. 7.5 needs more in-depth and case studies.
- Art. 7.6 needs to be more in-depth (covered in Guidelines but not in Manual): “How can government promote good practices to give people more options”; likewise Art. 7.7 reference to vertical integration.

Applicability

- Use language that is less academic and more user-friendly (simplify).
- Key messages should be made general so both policy-makers and CSOs take away the key messages that concern them.
- Importance of top-down and bottom-up exchange and using the introduction to explain who has the responsibility to bring about a dynamic of exchange and co-management; less ‘states need to do ... CSOs need to do’ but more dialogue, holistic approach.

Structure

- Highlight issues from different regions rather than including a case study in some sections (e.g. market access). Include various regions in the text – will make it more relevant to policy-makers if they see their countries referenced.
- Increase referencing in the text to bring out issues in the Guidelines that are mentioned in different cases or in an annex.
- Better to have clean text flowing through each Article of the SSF Guidelines, with case studies in an annex.
- Main text should elaborate on all of the articles, such that case studies could be left out. Follows the logic of the Guidelines, with issues in subsection headings, but does not match the flow of the SSF Guidelines. Key recommendations are clustered using different headings. Key messages should be under subheadings, with the subheadings as challenges or issues to tackle, followed by solutions or options.
- The flow of the articles is confusing – use a mixture of text and case studies.
- Articles 7.6 (local, national, regional and international trade) and 7.10 (market and trade information) are missing; 7.1 (importance of SSF, participation in decision-making), 7.8 (fisheries management and fairly distributed benefits from international trade) and 7.9 (assess impacts of international trade) are referred to only in the case studies, and should be reflected in the text.
- Key messages: place them at the start or leave them at the end of the chapter? Different target audiences – different needs.
- Good illustrations and photographs to replace some paragraphs and break up the text.

Case studies

- Lack of coverage of Latin America, Pacific. Needs more on French-speaking Africa.
- The case studies provide direct links to sections of the SSF Guidelines through experiences, but do not necessarily give solutions on how to follow up on the case studies. Need to give practical guidance, including solutions beyond the scope of the fisheries sector. This may be beyond the scope of the Manual (e.g. alternative post-disaster livelihoods).
- Should have an annex on country-/region-specific case studies, and show positive solutions to those case studies. A translation of the case studies for each region will also help.
- Case studies in first draft should be revisited (case study on pages 22 and 23 shows clearly how to use these guidelines practically, addressing the situation described in the case studies).
- Case studies in other chapters have elements on the value chain; in the value chain chapter (7), example 17 is not a specific value chain; case study 6, p. 32 – documents diversification of livelihoods and diversification into other value chains; case studies 1, 9 – proposal was to have case studies per region in annexes.
- Use an orientation map at the beginning of the Manual, and use colour coding for each region.
- Structure the annexes following the logic of: key messages, how to apply them, case studies and tools.

Recommendations

- More information on value chain analysis.
- Add more information on new trends in value chain upgrading, and document options/solutions.
- Add supplementary references to good practices.
- Recommendations need to be framed in a more actionable way: present the major issues (posing them as problem statements) and provide options in response to the challenges.
- Should this document be more prescriptive or give more options? Give specific solutions for each case.

Group 4: Gender in the context of disaster risks and climate change (Chapter 9 of the SSF Guidelines)

Scope

- Gender issues should be addressed throughout the chapter, as some parts are still very weak in this respect. Focus should be on the different impacts on men and women.
- Poor reference made to human rights, where gender issues are very important.
- Distinguish between different types of disasters (e.g. hydrological, geological and technological) from a gender lens, and make more references to global warming/climate change and variability from a gender lens. Human-induced disasters such as conflicts should also be considered (e.g. linked to climate change and scarce natural resource availability).
- Could provide some existing and relevant statistics up front for brief context. An infographic at the start could be extremely important for each chapter, for example to define the magnitude.
- Consider climate variability, the implications on the community, and the different responses. Communities have different adaptive capacities according to context and traditional knowledge. Reference could be made to the collective knowledge of men and women, to be transferred to the next generation. For example in the Pacific, young girls had a quicker response to the Southeast Asian Tsunami.
- A better distinction should be made between climate change and other types of disasters, identifying the main risks linked to each one.
- Clarify that disasters (i.e. earthquakes and volcano eruptions) are not necessarily linked to climate change. Climate change does not always have negative impacts.
- Human-made disasters are not only the result of pollution. Think of conflicts, HIV/AIDS, migrations of people.
- Mismanagement of coastal and inland water bodies and surroundings increases disaster risks, and therefore should be highlighted and addressed in the Gender Manual. Need to understand the underlying causes that orient possible solutions.
- Lessons learned in terms of gender equality are not always present, or are ignored in the case studies provided.
- See what opportunities disasters and climate change can create for different genders to exercise their agency for positive change.
- Gender issues (i.e. women, men, boys and girls) should be addressed up front.

How do disasters and climate change relate to gender issues?

- Disasters can also result from policy decisions/orientation (i.e. maladaptation) that can influence the type of intervention (fish vs oil extraction, and how these interact). This will influence policy decisions that support certain industries more.
- On page 68 the paragraph on resilience needs to be better defined, showing how this orients response. The definition does not address gender issues and how people cope, and the differences between men and women.
- Page 72, Figure 6 (“Understanding disaster risks”) needs to better flesh out gender issues and the DRM cycle. A more explanatory diagram can be found in the literature. We need to consider both DRM and climate change.
- No distinction between coping and adaptation mechanisms to climate change, where there are important gender implications; break this down better.
- Sexual violence linked to climate change, disasters and displacements should be mentioned in the chapter.
- Clarify what disasters are and how different people interpret and define them, depending on the country and local contexts.
- Page 71, “Build back better” does not tackle the gender dimensions. We could better flesh out how men and women build back better and what the differences and similarities are.
- In Box 4 we need to add a column on gender dimensions, taking into account the different coping mechanisms of men and women, with mention of consequences such as HIV/AIDS.
- Box 4: coastline decline and changes due to sea level rise/coastal erosion, declining number of species, and type of species migrating are daily struggles that people face. In addition in Box 4 there is mention of indirect pathways, but this needs more graphics to also show the indirect links of hazards to coastal and internal areas. Changes in oceanic characteristics can also modify the fish species, with subsequent changes in the fish value chain.
- Focus more on the gender dynamics and increased responsibilities of women after disasters, and also the importance of pre-disaster preparedness. It could be useful to include a graphic on the DRM cycle from the SSF Guidelines.
- Some of the issues are presented with statements that are quite general, and not always very convincing.
- Focus not only on the challenges but also on existing opportunities (i.e. compensation, social protection, and how men and women can access these).
- Need to distinguish between disaster response and long-term climate change interventions (i.e. how to support fish value chains).

Applicability

- Decide the final format we want to use for the Gender Manual (or a sourcebook). Different options were proposed: 1) two guides, one for each type of audience; 2) a short guide and a more descriptive document with all the case studies; 3) one comprehensive guide for both targets; 4) for each chapter/topic, present separate recommendations according to target group. It was agreed that the best solution would be to have one guide with specific recommendations for each target audience.
- The message conveyed is quite negative. We should better highlight existing opportunities to address the gender dimensions and promote equality in fishing communities.

- Avoid statements that are too general and that might lose the audience.
- Footnotes are missing in the references section. Avoid repeating the same references with different footnotes.
- A glossary could help to avoid too many repetitions between the main text and the examples described.
- Check that the terminology in this chapter is consistent with the other chapters (i.e. disaster and climate change cross-cutting).
- We need to better identify the target group of the Gender Manual to see how much explanation is needed (or not).
- Review the messages we want to convey, and present them up front.
- Avoid language like “eight business men” (are they women or men?), and be careful to use appropriate gender language.
- The traditional knowledge of women and local communities is not mentioned.
- Make sure everyone understands the language used. For example, “building back better” might not be very clear to every user.
- Be careful with naming companies and consider what point we want to convey (see box on page 69).

Structure

- Proposed structure to make it more practical and applicable: 1) Commitments of the SSF Guidelines grouped into main categories, with key messages; 2) Look at gender impacts; 3) Examples and case studies to show how the Guidelines could be used for advocacy and during their implementation; and 4) Recommendations for action.
- The group recommends making a “business” case with infographics and data; summary of most relevant data with take-home messages.
- It starts with examples and then presents the links to the SSF Guidelines. It should first start with the messages and evidence we want to provide, and then go into the case studies.
- Case studies should serve as examples to better highlight relevance of commitments of the SSF Guidelines.
- Some case studies do not include an analysis of gender issues.
- The analysis of very specific problems might weaken the connection to the Guidelines.
- Based on the commitments of the Guidelines, identify the main issue/commitment, the related key messages, and then provide a case study to better explain the issue.
- The users should identify with the described problem and then find solutions that provide an immediate application for the implementation.
- Identify in the Guidelines the main areas/commitments where gender issues are more relevant and focus on them for the recommended actions in the chapter.
- Gender does not “shine out” in this chapter.

Case studies

- There is no case study linked to climate change (i.e. early warning, new technologies).
- The positive aspects and opportunities should be highlighted better, including women’s empowerment, women in science, and the use of gender-responsive technology.

- The group recommends developing criteria for the selection of case studies throughout the Gender Manual; the type of message to be conveyed also needs to be reconsidered. This specific chapter could cover the spectrum of the main types of disasters (hydro, technological and geological) and climate change.
- In some of the case studies presented in the chapter, not enough details are included to understand the gender implications and impacts (i.e. how men and women are compensated).
- Evidence seems to be missing in some of the case studies to justify the gender analysis.
- The geographical representation needs to be looked at more.
- Not all examples presented in the current draft are relevant.
- Case study 19 is not introduced in the main text, the link is missing, and the main message is not presented.
- Include more information in the main text and less in the boxes with the case studies. Start with the main point before going into a longer description.
- In some case studies the gender analysis is missing.
- There needs to be better guidance on how to apply the advice that is provided. The case studies should provide more information to build a “business case” along with the evidence.
- Some of the case studies could be replaced if the gender dimensions do not come out adequately. More recent examples could be identified and inserted to better make the point we want to convey.
- In several case studies, poor reference is made to the gender implications of the adopted approaches, after briefly mentioning women in the context analysis.
- Case study 20: be careful to avoid discrimination against men, and show that some of the disasters might affect men and boys more.
- Two points are given on the Tsunami; more recent examples could be provided. We suggest keeping case study 21.
- No examples are provided on conflicts affecting many African countries.
- No examples of inland fisheries are provided.

Recommendations

- Some of the principles of the SSF Guidelines are not addressed in the Gender Manual. For example, there are no key messages/recommendations relating to paragraph 9.8 – yet women are critical to the blue economy.
- The group was confused about the current use of “key messages” at the end of the chapter, which look more like recommended actions. The group recommends differentiating between key messages and recommended actions for implementation, and including “key messages” at the beginning of the chapter that draw on the SSF Guidelines (regarding gender in climate change and disasters).
- Key messages need to be more gender-specific (i.e. women, men, boys and girls) and implementation-oriented.
- Lack of consistency in the proposed recommendations – one must be careful when referring to gender (i.e. women, men, boys and girls). One should not make an automatic link between gender and vulnerability – vulnerability is more linked to the lack of human rights (i.e. the right to be consulted).
- There are a lot of existing tools (i.e. surveys, M&E frameworks) – include relevant links to facilitate implementation.

- On page 73 the key messages need to be better linked and categorized into main groups. For each category, specific recommendations are needed.
- The key messages are actually phrased as recommended actions and not as key messages.
- Some recommended actions are quite general and need to be better formulated to assist in their application.
- Be realistic and not too ambitious in terms of the resources and commitment required to ensure their implementation.
- There is not enough human rights language in the Gender Manual.
- References could be made to other international commitments like CEDAW, the Sendai Commitments, and other human rights instruments to better make the argument.
- Several recommendations are too general and are quite similar. It might help to make them more specific to the target audience.
- Some of the recommendations are still too general and not adequately linked to this chapter.
- Try linking the recommendations also to other chapters (e.g. on value chains) to strengthen the arguments.

WORKING GROUP SESSION 2:

Group 1: Gender in the context of policy coherence, institutional coordination and collaboration (Chapter 10 of the SSF Guidelines)

Scope

- Aspects in relation to policy coherence in importing countries should be strengthened (e.g. in relation to trade; EU Partnership Agreements and their impact on women in ACP countries).
- States should also include alignment with traditional knowledge and customary law (policy coherence within the fisheries sector), if gender-equitable, or otherwise support communities in reforming these systems with the direct engagement of women to improve gender equity.
- Consider how regional organizations can be used to promote policy coherence in relation to gender.
- Ensure proper coverage of the role of collaboration among CSOs/fisheries/community organizations (horizontally and vertically), in particular women's organizations.

Applicability

- Consider explaining economic growth (e.g. exports, GDP), social justice (e.g. references to food security, human rights, poverty eradication, etc.) and environmental sustainability a bit more.

Structure

- As before:
 - Add section with “helpful tips” after cases/thematic subsections.
 - Add references to available tools as footnotes.

Case studies

- Include case study on reform of traditional/customary systems towards more gender equity (from Cécile Ndjebet).
- Consider the example from India of administrative/governance structures at the local level with seats reserved for women (33 percent).
- Consider the example from the Philippines which mandates policy coherence, enabling women's participation in leadership roles, establishment of focal points, etc. (Magna Carta).

Recommendations

- In the key messages, highlight negative livelihood impacts of policy incoherence as seen through a gender lens.
- Convergence approach as a positive collaboration mechanism (e.g. implementing programmes in the Philippines, including those for women's empowerment); however this can also lead to potential negative impacts from authorities on supporting policy coherence (e.g. case of Bay of Bengal – lagoon).
- Encourage devolution to the appropriate scale in order to facilitate policy coherence and to avoid power struggles among agencies.
- Dedicated budget for gender interventions (e.g. example from the Philippines) and proper expenditures on monitoring and evaluation.
- Gender auditing of national budgets (e.g. expenditures on health, education, etc.).
- Establish gender focal points in key ministries, and involve them in ministerial planning processes to ensure dedicated budgets (example from Cameroon); process now also taken to the local level (in councils) with strong engagement and advocacy from community organizations, including through Parliamentarians.
- Coherence can be achieved through implementation, even if the legal/regulatory/policy framework needs to be changed – but only as an interim measure, not as an excuse for policy inaction.

Group 2: Gender in the context of information, research and communication (Chapter 11 of the SSF Guidelines)

Scope

- General: Content should be strengthened.
- Specific:
 - More could be said on the need for gender-disaggregated data; clarity of concepts.
 - More elaboration on communication topic.
 - Promote involvement of women in fisheries data collection (not just gender-disaggregated data) and gender analysis.
 - Missing acknowledgement of role of data for sustainable fisheries management.
 - Does not capture traditional knowledge.
 - Needs to be more fluid, as it seems disjointed in its present form.
 - Lack of information itemized by gender; this leads to the lack of studies and research on gender subjects, reflected in the weakness of the systems of information and communication.

Applicability

- General: This is not very clear, but with some more content that is stated concisely, applicability could be improved.
- Specific:
 - Research agenda/priorities should be more specific in reference to gender issues.
 - There is a lack of specific recommendations for states/CSOs/NGOs.
 - Science, research and consultancy advocacy are all needed, but they have different roles that should be distinguished.

Structure

- General
 - Structure could be improved by reorganizing the materials and strengthening content.
 - Suggested structure: key message of the chapter, followed by the chapter, and then recommendations.
 - The logical flow of the chapter could be: information, general information gaps, and then specific information gaps on gender.
- Specific
 - The “needs” sections could be combined/summarized.
 - The sequence of topics needs to be reordered.
 - Why this structure – how does it relate to the paragraphs in the guidelines?
 - The text does not necessarily match the heading (e.g. gender issues related to data and information).
 - Information section is too short and poor, and needs more details.

Case studies

- General: They appear to add little value to the chapter.
- Specific :
 - Cases need to resonate with target audiences.
 - Focus on the aspects related to information, research and communication.
 - Wider scope and additional regions – Asia/Africa/Latin America or small Islands.
 - Not clear how they relate to the subject matter.
 - Would be interesting to have an example from Latin America.

Recommendations

- General: Some of the key messages are not well articulated in the text.
- Specific recommendations that could be included:
 - Communication messages should address incorporation of women and/or their networks in delegations at the regional/international level.
 - Make a deliberate effort to channel information to women and/or their networks.
 - Recommend collaborative action-based research to encourage application of findings.
 - The state needs to ensure that traditional knowledge from men and women on aquatic living resource management and fishing techniques is captured.
 - Set up M&E systems to monitor and track gender equality achievements.

Group 3: Gender in the context of capacity development (Chapter 12 of the SSF Guidelines)

Scope

- Enabling conditions for capacity development are well described.
- Assumption of the SSF Guidelines that the state has the capacity – this is not always the case. Capacity development at all levels – government, institutions, communities and individuals.
- It is challenging to sell gender ideas to hierarchies/policy-makers: capacity development on gender.
- Investing in technical and functional skills, cultural capacity building
- (e.g. conflict resolution trainings).
- Aspects of the value chain sections to be referenced in the capacity development section.
- Post-harvest sector topics should be included in capacity development of fisheries professionals (for institutional collaboration and coordination) – Chapter 10.
- Capacity development needs assessment at all levels, including policy-makers – this could be added as a key message.
- How to ensure appropriate and interested participation? Inadequate representation of women as participants in training programmes could be overcome by getting the private sector involved in training.
- Mentoring and cross-visits; Tunisian women collecting clams; exposure visits (e.g. Latin America).
- Incorporate gender mainstreaming principles/tools in policies – use examples like the Philippines; would be useful for policy-makers.
- Section 12.3 – two-way process of knowledge transfer and co-management; Section 12.4 – not included in the Manual; could use case studies of traditional systems and examples of technology upgrades that have been jointly developed.

Applicability

- Simplify the language.
- Refer to existing tools rather than creating additional text/case studies.
- More text needed to encourage readers to engage with the issue. Have more data/case studies to change people's mindsets.
- Key messages are not really messages – either split these for target audiences or combine them into general messages which any group can pull out.
- Be more specific and elaborate in the case studies to provide pointers to policy-makers – explain how the capacity development process worked.

Structure

- Drop repetitions of text sections from the SSF Guidelines.
- On page 94, it is not clear what they were trying to achieve through the trainings.
- Discussion should follow the chronology of the SSF Guidelines sections: from 12.1–2.3 it is in sequence, but 12.4 is complicated and needs to be revisited.
- Add photos, graphics or diagrams to replace/break up the text.

Case studies

- Possibly move case studies into a separate document/annex.
- First provide/spell out the issue, then develop the case study to illustrate the point. Give actionable points with the case studies.
- Case 29 on page 93 would fit better in the social development section.
- Case study 28 belongs best in the chapter.
- Case study 16 that is mentioned in the text does not belong in capacity development, but rather in the context of organization and conflict management.
- Needs a case study on gender mainstreaming.
- Capacity development for conflict management, issues like trafficking and sex for fish; conflict over resources; more capacity development for women who have weak organizations and negotiating skills.
- Flesh out enabling conditions in case studies to provide pointers to different actors on how they can engage.
- Present case study of Tunisian women clam collectors as an example of legal advice/training to set up an organization.
- Capacity development for men: Cases? Resources? Community radio clubs; address intrahousehold issues.

Recommendations

- Include a capacity development needs assessment.
- Include: evaluation of trainings to detect problems and understand successes; also impact of capacity development interventions. Link these components to the next section on monitoring, etc.
- States may not be prepared to deal with gender mainstreaming. CSOs could take the lead in some cases if the government agrees.
- Should be a holistic, participatory approach to capacity development to avoid conflicts between different actors.
- Key messages to CSOs: include the responsibility of leadership to share with their constituencies and develop mechanisms for ensuring responsibility.

Group 4: Gender in the context of implementation support and monitoring (Chapter 13 of the SSF Guidelines)

Scope

- Theory of change framework should be included to clearly show the stakeholders and power dynamics that must be targeted to create positive change.
- Clarify who the implementers and who the supporters of the enabling environment are. Explain the different levels of implementation actors and supporters (i.e. local vs international responsibilities regarding gender mainstreaming in SSF).
- Evaluation, learning and adaptation need to be included in this section on monitoring so that projects can integrate lessons learned.
- Need to mention human rights accountability for states in terms of the implementation and monitoring framework.
- Need to include power relations analysis to show how implementers can be gender-responsive regarding SSF Guidelines (paragraph 13.3).

Applicability

- Provide examples of different types of SSF definitions and include options to show related gender rights in fisheries (i.e. community definition that is culturally and regionally specific).
- For example, is gleaning part of fishing rights in your state? Are spouses of fisherfolk awarded SSF fishing rights?
- Add the aforementioned examples to the chapter for states to consider when defining rights.
- Unclear what implementation means in this chapter.
- Include an infographic to show steps of implementation process.
- How can you implement HRBA framework for fisheries in terms of holding states accountable?
- Include mention of private sector (for different scales of operation) and proactive strategies on how communities can partner with the private sector, implementing the SSF Guidelines through PPP/CSR initiatives.
- How can we acknowledge and mitigate this risk with the private sector? (I.e. Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests.)

Structure

- This should be the first chapter in the Manual, as this document is focused on implementation and this chapter sets the stage for the rest of the manual.
- The chapter seems to end abruptly before the key messages section. This could be changed by placing this chapter first and explaining briefly what is to come next in the Manual.
- On page 97, need to clarify what is meant by “an additional commitment”, as right now it is unclear wording in terms of what is required by states.

Case studies

- Need to have clear criteria explaining selection basis for case studies on implementation vs monitoring support.
- Would be helpful to include one case study on an SSF project that was gender-blind to show the array of negative impacts this had (i.e. food security, human rights, biodiversity conservation).
- Be consistent with the ecosystem approach to fisheries (EAF) to include gendered perspective on intersectoral frameworks. Include specific guidance showing economic interaction between different sectors as a gender entry point (i.e. tourism and fishing).
- Key takeaways from case studies should be clearly communicated and stand alone from case studies (i.e. don't bury the lead).

Recommendations

- Specify that each state must first conduct a gender analysis of SSF sector and fisheries policy.
- This gender scoping exercise (consistent with the EAF) will allow implementers to frame their approach when reviewing the manual.
- Elevate HRBA perspective in this section in accordance with the SSF Guidelines, to empower different actors to implement gender-responsive fisheries systems (i.e. the SSF Guidelines guiding principles could be mentioned here).

- Insert key messages on gender-responsive monitoring indicators for each chapter of the Manual.
- Include more guidance on educating communities about their rights and how to influence policy-makers in order to effect positive outcomes.
- Need to include specific recommendations on SSF Guidelines monitoring for FAO and that CSOs should report to treaty bodies (show link to human rights).
- Include implementation and monitoring recommendations for regional fisheries commissions (to link to SSF Guidelines – paragraph 13.6).

Towards gender-equitable fisheries

Proceedings of the “Expert workshop on gender-equitable small-scale fisheries in the context of the implementation of the SSF Guidelines”

28–30 November 2016
Rome, Italy

Following the endorsement of the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines) by the FAO Committee on Fisheries (COFI) in June 2014, several capacity-development workshops and consultations were organized by various actors in different parts of the world towards their implementation. During this period, and in keeping with the gender equality principle and articles in the SSF Guidelines, a need was felt to have guidance on how to practically mainstream gender in the implementation of the SSF Guidelines.

The “Expert workshop on gender-equitable small-scale fisheries in the context of the implementation of the SSF Guidelines” was held as one of the steps in the development of a guidance document to promote gender-equitable small-scale fisheries in the implementation of the SSF Guidelines. The workshop was organized by the FAO Fisheries and Aquaculture Department with support from the Gender Team of the Economic and Social Development Department as well as from the International Collective in Support of Fishworkers (ICSF). It was attended by 31 external participants representing governments, regional and international organizations, fishworker organizations, civil society organizations, Non-governmental Organizations, academia and other relevant actors. FAO SSF Task Force members and other FAO staff also participated in the workshop.

The workshop discussed gender issues in the SSF Guidelines, and reviewed a draft gender guidance document (hereafter the draft “Gender Manual”) that had been shared earlier with participants. General and specific suggestions were made in terms of how to improve this draft Gender Manual and increase its relevance and usability for the target audience, namely policy-makers and civil society organizations. While the outcomes of the workshop focused on informing the finalization of the Manual, there were also discussions on how FAO and other actors could utilize the Gender Manual in the future.

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