



# NATIONAL GENDER MAINSTREAMING STRATEGY FOR THE FISHERIES SECTOR

TOWARDS EQUAL RIGHTS FOR WOMEN AND MEN IN ALL  
ASPECTS OF NATIONAL GROWTH AND DEVELOPMENT



MINISTRY OF FISHERIES AND  
AQUACULTURE DEVELOPMENT (MOFAD)  
FISHERIES COMMISSION

## **ACKNOWLEDGEMENT**

The Ministry of Fisheries and Aquaculture Development (MOFAD) acknowledges the role played by USAID SFMP and SNV Ghana in the development of the Gender Mainstreaming Strategy (GMS) and Action Plan for the fisheries sector. MOFAD is equally grateful to the consultants who led the process of developing the GMS. The Ministry acknowledges their commitment and hard work. The collective and inclusive approach used has resulted in the creation of a sense of ownership among the key actors and stakeholders in the fisheries sector.

Special thanks go to all participants that took part in the Focus Group Discussions (FGD) and the Validation Workshops for their insightful contributions towards enhancing the quality of this document. The key individual informants, particularly the staff of the Ministry of Fisheries, Aquaculture and Development (MOFAD) and the Fisheries Commission (FC) must also be commended.

The Ministry also acknowledges all those who in diverse ways contributed to the development of the GMS for the fisheries sector.

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## FOREWORD

Ghana like other countries in Africa and the West Africa sub-region, has committed to addressing the incidence of poverty, ensure human rights are respected and promote sustainable development. To this end, the country is particularly determined to achieve the goal of equal rights for women and men in all aspects of national growth and development.

The Ghana Government, under the leadership of His Excellency John Dramani Mahama, has therefore identified the enhancement of gender equality in every sector of the economy as stipulated in the 1992 Constitution of Ghana which states in Article 17 (1) that "All persons shall be equal before the law", and (2) "A person shall not be discriminated against on grounds of gender ... or social or economic status". This statement is the basis of support for gender equity and equality in all areas of the Ghanaian society. The government of Ghana also accepted the Millennium Development Goals (MDGs) of 2000, as well as the Sustainable Development Goals (2015) adopted by the United Nations and has committed to addressing gender inequality in social, economic and political life and translated these into national strategies and plans over the years. In the Fourth Republic democratic experiment alone, various governments have prepared national development agendas including Ghana's Vision 2020 (1996-2020), Ghana Vision 2020: The First Step (1996-2000), the Ghana Poverty Reduction Strategy (GPRS I) (2003-2005), the Growth and Poverty Reduction Strategy (GPRS II) (2006-2009), the Shared Growth and Development Agenda (GSGDA) (2010-2013) and the Shared Growth and Development Agenda (GSGDA II) (2014-2017) and the just completed 40-Year National Development Plan for Ghana whose implementation is expected to begin in 2018.

In expressing commitment to the implementation of the above mentioned national strategies, The Ministry of Fisheries and Aquaculture Development (MOFAD) has worked in close cooperation with the Ministry of Gender, Children and Social Protection (MoGCSP) and after extensive consultations with stakeholders at all levels developed the Gender Mainstreaming Strategy (GMS) in the fisheries sector.

My Ministry sees this Gender Mainstreaming Strategy (GMS) as a very important institutional framework for all stakeholders involved in the fisheries sector to align with. It provides the direction and content with which gender equality can be achieved at all levels of the fisheries value chain. It is also a testimony of the country's acknowledgement of the important role women play in the sector and the need for this to be strengthened to make positive socio-economic and political changes that will benefit women themselves, their children and the society as a whole. The document now serves as a good opportunity for all of us to integrate gender issues on a daily basis in the fisheries sector. We have always spoken about our commitment to gender issues for a long time; now we are ready to implement them through this GMS. Gender mainstreaming is a process that affects every sub-sector and department of the fisheries

value chain. That is why all of us must commit to the implementation of this GMS.

In my capacity as Minister of Fisheries and Aquaculture Development (MOFAD) therefore, I would like to appeal to all of you in MOFAD to comply with the aims and objectives of this Gender Mainstreaming Strategy (GMS). As part of the process of implementation, the Ministry will strengthen its Gender Unit with the authority to lead, advice, and support and monitor the implementation of the activities of the GMS in order to ensure the effective implementation of gender issues in the fisheries sector.

In conclusion, I would like to sincerely thank all of our development partners, stakeholders and staff who have devoted and made sacrifices to promoting gender issues not only in the fisheries sector but the Ghanaian society as a whole.

A handwritten signature in black ink, consisting of a series of loops and a long horizontal stroke, positioned over the text of the signature.

Honorable Sherry Ayittey  
Minister of Fisheries and Aquaculture Development  
13<sup>th</sup> December, 2016

## ACRONYMS

AU	African Union
BPfA	Beijing Platform for Action
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CSOs	Civil Society Organisations
ECOWAS	Economic Community of West Africa States
ECOSOC	Economic and Social Council
FC	Fisheries Commission
FGD	Focus Group Discussion
GADS	Gender and Agricultural Strategy
GDP	Gross Domestic Product
GNADP	Ghana National Aquaculture Development Plan
GoG	Government of Ghana
MOFI	Ministry of Fisheries
MOFAD	Ministry of Fisheries and Aquaculture Development
MOFA	Ministry of Food and Agriculture
MoGCSP	Ministry of Gender, Children and Social Protection
MTDP	Medium Term Development Plan
NAFTA	National Fish Processors and Traders Association
SDGs	Sustainable Development Goals
SFMP	Sustainable Fisheries Management Programme
SNV	SNV Netherlands Development Organisation
UN	United Nations
USAID	United States Agency for International Development
WIAD	Women in Agricultural Development

## EXECUTIVE SUMMARY

This Gender Mainstreaming Strategy (GMS) has been produced to serve as the framework for promoting gender responsiveness in the fisheries sector in Ghana under the leadership of the Ministry of Fisheries and Aquaculture Development (MOFAD) and the Fisheries Commission (FC). It builds on ongoing gender mainstreaming efforts of MOFAD, by identifying existing gaps and proposing strategic interventions to enhance greater accountability to the promotion of women's rights and gender equality in all the stages of the fisheries value chain in Ghana. This is in line with Ghana's commitment towards promoting women's rights and gender equality in decision-making and all socio-economic sectors.<sup>1</sup>

One of the sectors that require critical gender analysis is the fisheries sector given the vital role it plays in the socio-economic development of the country. The fisheries sector in Ghana is estimated to contribute 3% of total Gross Domestic Product (GPD), 5 % of the GDP in agriculture and about 10 % of the country's population is engaged in various aspects of the sector. The sector serves as a major source of employment, livelihood and a way of life not only for the coastal sector but also the inland and aquaculture sectors. It has both forward and backward linkages to other economic activities with a plough back from the sector going in to finance other commerce. Women play key roles in the fisheries sector; however, their role is under-represented due to the perception that it is a male dominated field. In Ghana, the role of women in the fishing sector is highly defined by traditional gendered roles – where men go to fishing and women mainly responsible for processing and marketing fish; in spite of these pre-defined roles many women own vessels and canoes and majority are financiers of fishing expeditions. Mainstreaming gender in the fisheries sector will contribute to addressing gender inequalities embedded in the fisheries sector in Ghana.

The fisheries sector was decoupled from the Ministry of Food and Agriculture (MOFA) leading to the establishment of the Ministry of Fisheries (MOFI) in 2005. The Ministry of Fisheries and Aquaculture Development (MOFAD) was created in January, 2013 by E.I. 1 Civil Service (Ministries) Instrument 2013. MOFAD's mission is *'to support the development and sustainable management of the Fisheries Sector through Scientific Innovations, provision of Policy Guidelines, Institutional Capacity Enhancement for efficient service delivery, promotion of organic*

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<sup>1</sup> The agreements and conventions include: The Beijing Platform for Action which came into being at the end of the United Nations Fourth World Conference on Women, 1995. New York, NY, United Nations (<http://www.un.org/womenwatch/daw/beijing/platform/poverty.htm>, accessed 09 October 2015); United Nations Convention on the Elimination of All Forms of Discrimination against Women. New York, NY, United Nations, 1979; and the United Nations Declaration on the Elimination of Violence Against Women. New York, NY, United Nations, 1993.



*collaboration with relevant stakeholders to transform the fisheries sector and industry into a viable economic segment'*

The GMS will therefore serve as a basis for initiating broad discussions involving all actors in the fisheries sector. It will serve as a common set of actions that would promote women's advancement in the fisheries value chain. The need for the establishment of a Gender Unit in MOFAD with a desk at the Fisheries Commission (FC) would be a priority. It can form the basis of intensifying gender awareness training programmes both at the institutional and programme implementation levels. It is important to point out that the GMS would not automatically result in the systematic engagement with a gender perspective. MOFAD through the FC would ensure that the GMS is adapted and applied in all the four (4) categories of the fisheries sector namely the artisanal, semi-industrial (inshore sector), industrial (deep sea) and Tuna fleets including aquaculture; actors and all fishing communities. The GMS builds on existing initiatives of MOFAD and other key stakeholders, and provides a basis for strengthening the gender responsiveness of the fisheries sector.

The overall goal of the Gender Mainstreaming Strategy (GMS) is:

***Empowering actors in the fisheries sector, in particular women through their active participation in fisheries management and decision making, facilitating their access to and control of resources and opportunities for an enhanced valuation of their contributions along the value chain for an equitable and sustainable development of the fisheries sector.***

The six (6) major strategic objectives for the Fisheries Sector under the Gender Mainstreaming Strategy (GMS) are:

1. Restructure MOFAD/FC's programme work and cooperation with stakeholders in the fisheries sector from a gender perspective;
2. Strengthen gender mainstreaming capacity at policy and implementation levels of the fisheries value chain;
3. Create an enabling environment to enhance the process of gender responsive fisheries management to ensure women and men have equal opportunities as fisheries decision-makers and co-managers;
4. Strengthen capacities of women and men fisheries associations including CSOs to solve problems through open and transparent communications, networking and shared decision making;
5. Improve the fisheries value (through technological innovation and infrastructures, finance and research) and provide post-harvest training and technical know-how to women and men engaged directly and indirectly in the fisheries sector;

6. Strengthen knowledge creation and information management of the fisheries sector through gender responsive monitoring and evaluation.

A Gender Action Plan with a costed budget component has also been developed to translate the elements in the strategy into concrete action on the ground.

## SECTION ONE – INTRODUCTORY SECTION

### 1.0 Introduction

As a country, Ghana has committed itself to the promotion of women's rights and gender equality in all processes and sectors of development as mandated by the United Nations. This commitment towards promoting gender equality, women's rights and the empowerment of women took a significant turn in the 1970s and 1980s when a number of United Nations (UN) conferences led to the signing of international and regional conventions and agreements that had to be translated into national laws and policies to address discriminatory practices and inequalities against women in decision-making structures, governance processes and socio-economic sectors.

One of the sectors that require critical gender analysis is the fisheries sector given the vital role it plays in the socio-economic development of the country. According to the FAO( 2013) gender analysis in the fisheries sector, until recently had focused on the different occupational roles of men and women, with men generally being responsible for actual fishing (i.e. harvesting and production) and women being directly involved in post-harvest and marketing activities. This was due to the fact that the focus of research and policy in the sector was influenced by the predominantly male catching sector. However, as the definition of poverty has become multidimensional and more holistic approaches adopted with an increased focus on reducing vulnerability of women, gender is being given attention in fisheries policy and development practice. The management of the fisheries sector is increasingly being linked to all levels of the fish value chain in which both men and women play important roles.

The fisheries sector in Ghana is estimated to contribute 3% of total Gross Domestic Product (GPD) and 5% of the GDP in agriculture and about 10% of the country's population is engaged in various aspects of the sector<sup>2</sup>. According to the National Fisheries and Aquaculture Policy (2008), the sector contributes significantly to Ghana's socio-economic agenda in terms of food security, employment, poverty reduction and foreign exchange earnings. The sector serves as a major source of employment, livelihood and a way of life not only for the coastal sector but also the inland and aquaculture sectors. It has both forward and backward linkages to other economic activities with a plough back from the sector going in to finance other commerce.

Women play key roles in the fisheries sector; however, their role is underrepresented due to the fact that the sector is perceived as a male

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<sup>2</sup> <http://gipcghana.com/21-investment-projects/agriculture-and-agribusiness/fishing-and-aquaculture/300-investing-in-ghana-s-fishing-industry.html> - accessed on 8th September, 2016 at 11:25am.

domain. In Ghana, the role of women in the fishing sector is highly defined by traditional gendered roles – where men go to fishing and women mainly responsible for processing and marketing fish; in spite of these pre-defined roles many women own vessels and canoes and majority are financiers of fishing expeditions. There is evidence that women’s participation in the fisheries sector is constrained by cultural norms and practices and robust societal conventions. This results in overwork and drudgery; limited access to resources that would enhance their productivity and incomes commensurate with their contributions; lack of empowerment opportunities; and inefficiencies in programme and project implementation. In spite of women’s unrecognised role in the fishing sector, it is impossible to imagine the fishing sector in Ghana without women. They are indispensable actors in the fishery value chain and therefore critical agents for change.

A Gender Mainstreaming Strategy (GMS) and Action Plan for the fisheries sector will contribute significantly to efforts by the Government of Ghana (GoG) through the Ministry of Fisheries and Aquaculture Development (MOFAD) to meet its commitment to increase fish food security, fish production, employment and creation of additional job opportunities, foreign exchange earnings and overall national development as well as actualize the concept of ‘leaving no one behind’ as envisioned in Agenda 2030<sup>3</sup>. Mainstreaming gender in the fisheries sector will contribute to addressing gender inequalities embedded in the fisheries sector in Ghana.

### **1.1 Mission and Vision of MOFAD**

The Ministry of Fisheries and Aquaculture Development (MOFAD) was created in January, 2013 by E.I. 1 Civil Service (Ministries) Instrument 2013<sup>4</sup>. The vision of MOFAD is to aspire to be a *visible dynamic Ministry that promotes accelerated fisheries sector development to enable it contribute to national development through sustainable management of aquatic resources, scientific research, enforcement of fisheries laws and regulations, and accelerated aquaculture development* (MOFAD & FC, 2014). Its mission is *‘to support the development and sustainable management of the Fisheries Sector through Scientific Innovations, provision of Policy Guidelines, Institutional Capacity Enhancement for efficient service delivery, promotion of organic collaboration with relevant stakeholders to transform the fisheries sector and industry into a viable economic segment’*<sup>5</sup>.

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<sup>3</sup> Sustainable Development Goals (SDGs)

<sup>4</sup> The fisheries sector was decoupled from the Ministry of Food and Agriculture (MOFA) leading to the establishment of the Ministry of Fisheries (MOFI) in 2005.

<sup>5</sup> <http://www.MOFAD.gov.gh/about-MOFAD/MOFAD-at-a-glance/> accessed on 28.09.2016 at 10:38pm

To achieve its vision and mission, MOFAD has outlined a number of policy objectives with five (5) integrated programme areas:

- Aquaculture Development
- Fisheries Resources Management
- Fisheries Law Enforcement
- Aquatic Animal Health & Post-Harvest Management
- Management and Administration

From the above, it is clear that gender mainstreaming is not a specific policy or programmatic area; however, in developing the sector's Medium Term Development Plan (MTDP), a number of programme areas were identified with a clear sense of an interest in increasing women's participation and promoting social inclusiveness through empowerment initiatives in the fisheries sector as a whole<sup>6</sup>. This offers an entry point to develop a gender mainstreaming strategy for the fisheries sector to ensure a comprehensive and coordinated approach in terms of implementation.

## **1.2 MOFAD'S Mandate with regard to Equal Opportunities for Women and Men in the Fisheries Sector**

Since its inception, the Ministry of Fisheries and Aquaculture Development (MOFAD) has focused on 'promoting sustainable development and management of fishery resources, modernization of fishing crafts, accelerated development of aquaculture, value additions to fishery products and building the capacity of all stakeholders in the fisheries sector as a way of accelerating growth in the fisheries sector' (MOFI, 2008). The Ministry is mandated to formulate and implement policies and strategies to resolve the challenges facing the fishing sector in Ghana. The policies and development interventions outlined in MOFAD's Medium-Term Development Plan (MDTP 2014-2017) focuses on supporting Government efforts to achieve: (1) national food security, (2) employment creation, (3) income poverty reduction, (4) improved foreign exchange earnings through reduction in fish imports, and (5) transformation of the fisheries sector and industry into a viable economic segment to attract private sector investment.

The Ministry's MTDP derives its policy base from the thematic focus areas and broad policy objectives and strategies of GSGDA II<sup>7</sup> that are relevant to the mandate and functions of MOFAD. It is also informed by the Ghana National Aquaculture Development Plan (GNADP) of the Ministry of Food and Agriculture (2012-2016)<sup>8</sup>, the Sustainable Marine Resource Management Framework of MOFAD (2015-2019), Government medium to long term National Development Policy initiatives, and Research works on

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6 See MOFAD MTDP for targeted programme areas and their gender embeddedness

7 Ghana Shared Growth Development Agenda II

8 The GNAP is a derivative of the Food and Agriculture Sector Development Policy (FASDEP II), and the Medium-Term Agriculture Sector Investment Plan (METASIP)

Topical Issues relating to accelerated transformation of the aggregate economy of Ghana and the fisheries sector in particular (MTDP 2014-2017). The MTDP harmonises Government priority development policies that underpin the growth potentials of the fisheries sector and industry into a coherent and integrated set of development interventions for implementation. MOFAD's 2014-2017 policy objectives are:

- Enhance fish production and productivity;
- Promote Aquaculture Development;
- Expand opportunities for job creation;
- Improve institutional coordination for agriculture (fisheries sector) development;
- Improve policy and institutional framework for effective coastal resource management;
- Ensure sustainable use of wetlands and water resources.

Some efforts are being made by MOFAD and the Fisheries Commission (FC) to initiate gender responsiveness in the fisheries sector. These include:

- stakeholder engagement to build consensus on gender issues in the fisheries sector;
- involving women and men engaged in the fisheries sector at national and local level;
- provide communities with diversified livelihoods, including ways to obtain greater profitability from fisheries value chains with particular emphasis placed on more efficient and profitable fish smokers that have potential for significant scale-up.
- targeting at-risk households with a strong communications initiative and making these communities the priority beneficiaries of livelihood interventions, especially in communities where child labour and trafficking is prevalent.

The above confirms that even though actions on gender mainstreaming are being undertaken they are not clearly defined within the current framework of MOFAD. This justifies the need to develop this Gender Mainstreaming Strategy to inform in a comprehensive manner, the process of promoting women and men's equal participation in the fisheries sector.

### **1.3 Structure of the Gender Mainstreaming Strategy (GMS) Document**

After this introductory section which provides information on the vision and mission of MOFAD as well as its mandate on gender issues, section 2 focuses on a gender analysis of the value chain of the fisheries sector in Ghana, drawing out the strengths, weaknesses, opportunities and threats (SWOT) for the gender mainstreaming initiative. Section 3 focuses on the Gender Mainstreaming Strategy (GMS) itself. Here, key areas of interventions are identified in addition to strategic and specific objectives that should underpin the mainstreaming processes. A Gender Action Plan

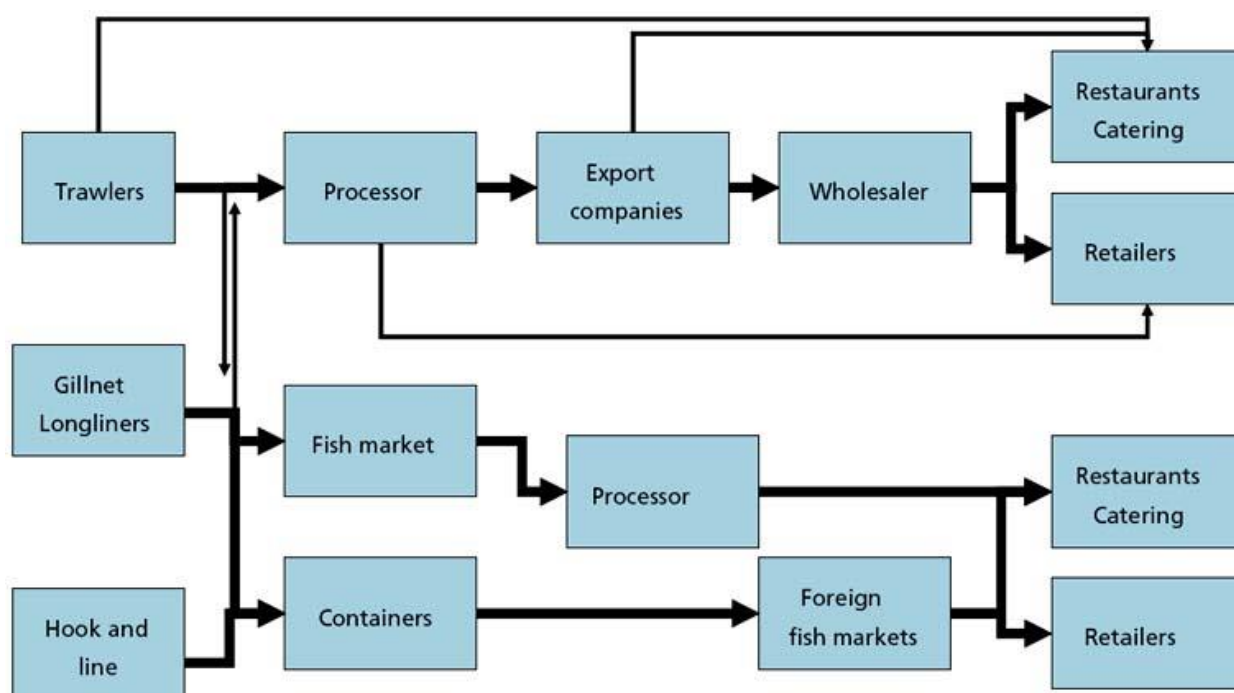
to implement the strategy is also provided. Finally, section 4 outlines the building blocks for an effective implementation of the strategy. The document ends with a number of annexes seeking to provide additional information on key issues directly related to the implementation of the Gender Mainstreaming Strategy (GMS).

## SECTION TWO: THE VALUE CHAIN OF THE FISHERIES SECTOR IN GHANA: A GENDER ANALYSIS

### 2.0 Introduction

A sample value chain image of the fisheries sector is presented here to serve as the basis for developing a SWOT analysis by gender to inform the Gender Mainstreaming Strategy (GMS).

### 2.1 The Value Chain of the Fisheries Sector<sup>9</sup>



By analysing the value chain, it becomes obvious that even though women participate at certain stages of the value chain (fish market, processor, restaurants/catering and retailers), the fisheries sector is essentially male dominated. This means that the Gender Mainstreaming Strategy (GMS) has to look at each of the stages of the value chain to identify entry points for promoting women's active participation at all levels of the value chain.

<sup>9</sup> <https://www.google.com.gh/search?q=images+of+the+fisheries+value+chain>. It was not possible to identify a specific value chain representation for Ghana. There were a number of powerpoint presentations on specific fish stocks. These are useful; however, there was a need to have a general sense of the fisheries value chain hence the above image used.



## 2.2 The Fisheries Sector Value Chain: A SWOT Analysis

<b>Strengths</b>	<b>Opportunities</b>
<ul style="list-style-type: none"> <li>• Women are actively involved at all stages of the fisheries value chain</li> <li>• Women can be active cultivators of different types of fisheries stock</li> <li>• Women predominate the local processing and marketing of fish</li> <li>• Women have extensive knowledge and experience along the value chain</li> <li>• Women organise themselves in groups and associations to maximize their involvement in the sector</li> <li>• Women play a multiplicity of roles along the value chain</li> <li>• Women are major financiers of fishing expeditions</li> <li>• There is continuous social and economic interrelationships among women and men at all stages of the value chain</li> </ul>	<ul style="list-style-type: none"> <li>• There is an opportunity to enhance women's participation at the highest level of decision making in the fisheries sector</li> <li>• Improved innovations and technologies for enhanced production of fisheries stock are available and can be accessed to benefit women and men equally</li> <li>• Best practices for processing and marketing of fish can benefit women through training and capacity building programmes</li> <li>• Research institutions can document women's experiences and knowledge acquired over the years</li> <li>• Fisheries associations and bodies are credible entry points for inclusive decision making, learning, networking and accessing of vital resources</li> <li>• Greater visibility and leadership roles for women can be promoted</li> <li>• Ability to influence critical decision making based on their economic power</li> <li>• Possibility for enhanced social and gender equality</li> </ul>

<b>Weaknesses</b>	<b>Threats</b>
<ul style="list-style-type: none"> <li>• Women’s active role at all stages of the value change is not sufficiently recognised</li> <li>• The gender division of labour inhibit women as producers and cultivators of different types of fisheries stock</li> <li>• Local processing and marketing of fish by women is labour intensive and under-valued</li> <li>• Women under value their own worth and contributions</li> <li>• Women lack requisite organisational and management skills</li> <li>• Unpaid and poorly remunerated roles along the value chain</li> <li>• Limited control over fishing expeditions and their outcomes</li> <li>• Inequalities are embedded in all the social and economic interrelationships among women and men at all stages of the value chain</li> </ul>	<ul style="list-style-type: none"> <li>• Women’s participation at the highest level of decision making in the fisheries sector may be rejected</li> <li>• Women may not be able to access new innovations and technologies on an equal basis with their male counterparts</li> <li>• Insufficient budget allocation for training and capacity building programmes</li> <li>• Non recognition of women as valid research subjects</li> <li>• Difficulty for women fisheries associations and bodies to access mainstream leadership</li> <li>• Increased feminization of poverty and low visibility of women</li> <li>• Disempowerment and possibility for gender-based violence</li> <li>• Continued male domination of the sector</li> </ul>

The SWOT analysis above has pointed to the fact that the development objective of women’s empowerment and gender equality is an integral part of the goal of ensuring real improvements in the lives of women and men in the fisheries sector. By empowering women to participate on an equal basis in initiatives of MOFAD and the FC in the fisheries sector, development practitioners would be able to consciously enable women to realise their rights as equal citizens in their communities and the nation at large. In practical terms, women would participate effectively and benefit

from opportunities and initiatives within the fisheries value chain on an equal basis. Additionally, they would be able to contribute their perspectives on issues and challenges that may arise from the multiplicity of initiatives that would be outlined by MOFAD and the FC. The variety of choice and opportunity for both women and men through the various partnerships with development partners, state institutions and civil society organisations (CSOs) means that MOFAD through the GMS will be able to leverage the broadest expansion of its commitment to gender equality and sustainable development in the fisheries sector.

## **SECTION THREE: GENDER MAINSTREAMING STRATEGY TO PROMOTE EQUAL OPPORTUNITIES FOR WOMEN AND MEN IN THE FISHERIES SECTOR**

### **3.0 Introduction**

As a result of positive developments in gender relations in various communities in Ghana and with specific reference to coastal communities, women are already involved in a number of initiatives over many years. These activities have been facilitated by women's groups and networks, other social movements and Non-Governmental Organisations (NGOs) dedicated to development issues at all levels. A clear manifestation of the impact of such initiatives is the high level of consciousness among women in the fisheries sector about what their real needs are, the challenges they face and how they could be addressed. Shared concerns with men were often related to the socio-economic conditions of their communities while specific concerns were in relation to their own well-being in terms of improved access to resources and opportunities for empowerment.

### **3.1 Key Areas of Interventions for the Gender Mainstreaming Strategy for the Fisheries Sector**

Based on the SWOT analysis the following strategic areas are identified for the gender mainstreaming process of the fisheries sector in Ghana:

- Strategies to minimize women and men's workload along the fisheries value chain;
- Strategies that increases productivity and cultivation of fish stock to benefit both women and men equally;
- Strategies that enhance women's equal empowerment with their male counterparts including leadership, decision making and management capabilities;
- Strategies for efficiency and effectiveness of the gender mainstreaming process through gender responsive institutional policies, programmes and processes of the fisheries sector;

The above are embedded in the goal and strategic objectives of the GMS.

### **3.2 The Gender Mainstreaming Strategy (GMS)**

The overall goal of this Gender Mainstreaming Strategy (GMS) is:

***Empowering actors in the fisheries sector, in particular women through their active participation in fisheries management and decision making, facilitating their access to and control of resources and opportunities for an enhanced valuation of their contributions along the value chain for an equitable and sustainable development of the fisheries sector.***

The six (6) major strategic objectives for the Fisheries Sector under the Gender Mainstreaming Strategy (GMS) are:

1. Restructure MOFAD/FC's programme work and cooperation with stakeholders in the fisheries sector from a gender perspective;
2. Strengthen gender mainstreaming capacity at policy and implementation levels of the fisheries value chain;
3. Create an enabling environment to enhance the process of gender responsive fisheries management to ensure women and men have equal opportunities as fisheries decision-makers and co-managers;
4. Strengthen capacities of women and men fisheries associations including CSOs to solve problems through open and transparent communications, networking and shared decision making;
5. Improve the fisheries value (through technological innovation and infrastructures, finance and research) and provide post-harvest training and technical know-how to women and men engaged directly and indirectly in the fisheries sector;
6. Strengthen knowledge creation and information management of the fisheries sector through gender responsive monitoring and evaluation.<sup>10</sup>

It is expected that the Fisheries GMS will be implemented from 2017 to 2022, that is within a five year period. An estimated budget of **thirty-nine million Ghana cedis (GHC39,000,000.00) approximately US\$10 million** is required for its implementation within the given timeframe. In line with the goal and strategic objectives of the GMS therefore, the matrix below is developed taking into account the specific objectives, measures and indicators.

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<sup>10</sup> See Annex I and Annex II for the M&E questions and results framework respectively.

**Table 1: The Gender Mainstreaming Strategy Matrix**

<b>STRATEGIC OBJECTIVES</b>	<b>SPECIFIC OBJECTIVES</b>	<b>MEASURES</b>	<b>INDICATORS</b>
<b>OVERALL GOAL: <i>Empowering actors in the fisheries sector, in particular women through their active participation in fisheries management and decision making, facilitating their access to and control of resources and opportunities for an enhanced valuation of their contributions along the value chain for an equitable and sustainable development of the fisheries sector.</i></b>			
1. Restructure MOFAD/FC's programme work and cooperation with stakeholders in the fisheries sector from a gender perspective	1.1 Integrate GMS into MOFAD's goals, structures, management systems, working practices, processes and programmes	<p>1.1 Ensure that all MOFAD/FC policies, programmes, plans and processes are gender responsive</p> <p>1.2 Establish gender sensitive indicators for measuring the impact of policies, strategies and programmes in the fisheries sector in cooperation with stakeholders</p> <p>1.3 Document the outcome and impacts of MOFAD/FC technical work in promoting sustainable fisheries management with specific gender concerns</p>	<ul style="list-style-type: none"> <li>• Percentage/Number of programmes/interventions which have led to a reduction in gender disparities in the fisheries sector</li> <li>• Percentage/Number of new partnership with institutions/organisations which have integrated equal opportunities for women and men into their objective</li> <li>• Percentage/Number of individuals and organisations who have implemented MOFAD/FC gender responsive programmes</li> <li>• MOFAD/FC is perceived as gender-responsive by the individuals, groups and organisations that cooperate with them through the use of a gender responsive Monitoring and Evaluation Tool.</li> </ul>

**Table 1: The Gender Mainstreaming Strategy Matrix (continued)**

<b>STRATEGIC OBJECTIVES</b>	<b>SPECIFIC OBJECTIVES</b>	<b>MEASURES</b>	<b>INDICATORS</b>
			<ul style="list-style-type: none"> <li>• MOFAD’s vision statement is reviewed to reflect equal access and opportunities for women and men</li> <li>• Systematic collection of data and statistics on changes in gender relations using the gender responsive Monitoring and Evaluation Tool</li> </ul>
<p>2. Strengthen gender mainstreaming capacity at policy and implementation levels of the fisheries value chain</p>	<p>2.1 Equip staff and management with competencies in gender issues for programme work relating to the knowledge, attitude, values and skills needed for their respective field of work</p>	<p>2.1 Identify training needs of various departments/agencies under MOFAD to strengthen gender mainstreaming capacity</p>	<ul style="list-style-type: none"> <li>• Number of gender training needs identified</li> <li>• Number of management and staff capacity built on gender mainstreaming in the fisheries sector</li> </ul>

**Table 1: The Gender Mainstreaming Strategy Matrix (continued)**

<b>STRATEGIC OBJECTIVES</b>	<b>SPECIFIC OBJECTIVES</b>	<b>MEASURES</b>	<b>INDICATORS</b>
	2.2 Collaborate and support gender mainstreaming efforts in relation to stakeholders at all levels of the value chain	2.2 Develop and apply intervention-specific gender guidelines and training manuals or modules, or integrate gender concerns in various capacity-building materials of the respective intervention areas for the fisheries sector	<ul style="list-style-type: none"> <li>• Percentage/Number of staff competencies in GMS built</li> <li>• Internal training programme of MOFAD/FC integrated with gender-based analyses and objectives</li> <li>• Ability to develop and utilize gender responsive tools and methodology</li> </ul>
3. Create an enabling environment to enhance the process of gender responsive fisheries management to ensure women and men have equal opportunities as fisheries decision-makers and co-managers	<p>3.1 Provide equal participation of women and men in fisheries decision making and management</p> <p>3.2 Provide equitable representation of women on fisheries bodies to enhance women's voice in the fisheries value chain</p>	<p>3.1 Create gender enabling spaces for women and men to engage in fisheries management on equal terms</p> <p>3.2 Strengthen management skills of men and women especially women</p>	<ul style="list-style-type: none"> <li>• Gender-responsive spaces created for fisheries management</li> <li>• Percentage/Number of especially women whose management skills have been strengthened</li> <li>• Reserved seats or specific quotas assigned to women in the leadership of mainstream fisheries bodies</li> </ul>



**Table 1: The Gender Mainstreaming Strategy Matrix (continued)**

<b>STRATEGIC OBJECTIVES</b>	<b>SPECIFIC OBJECTIVES</b>	<b>MEASURES</b>	<b>INDICATORS</b>
		3.3 Empower women to advocate and/or articulate their views and positions on mainstream fisheries bodies	<ul style="list-style-type: none"> <li>• Percentage/Number of women able to utilize acquired gender-based skills to influence decisions/positions of mainstream fisheries bodies</li>   <li>Percentage/Number of women empowered and advocacy initiatives undertaken</li> </ul>
4. Strengthen capacities of women and men fisheries associations including CSOs to manage their affairs using gender responsive organisational and networking processes	4.1 Integrate gender responsiveness in all policies, programmes and processes of fisheries associations and bodies	Provide needs-specific skills to support fish processing and trading associations including CSOs	<ul style="list-style-type: none"> <li>• Number of fishing processing/trading associations including CSOs provided with needs specific skills</li>   <li>• Strengthened and gender responsive fish processing and trading associations including CSOs working and influencing in the fisheries sector</li> </ul>

**Table 1: The Gender Mainstreaming Strategy Matrix (continued)**

<b>STRATEGIC OBJECTIVES</b>	<b>SPECIFIC OBJECTIVES</b>	<b>MEASURES</b>	<b>INDICATORS</b>
<p>5. Improve the fisheries value (through technological innovation and infrastructures, finance and research) and provide post-harvest training and technical know-how to women and men engaged directly and indirectly in the fisheries sector</p>	<p>5.1 Strengthen the role of women, youth and marginalised groups in the fisheries sector through improvements in their operations, cash incomes and livelihoods</p> <p>5.2 Address specific needs and concerns of women and men on an equal basis in the fisheries sector</p>	<p>Build capacity of women, men, youth and marginalised groups</p> <p>Integrate cross-cutting issues by drawing on the child labour/trafficking strategy in areas such as : women's increased access to water and sanitation; access to e-financial services; health risks; transportation; occupational health and safety measures for women; sexual abuses/harassment</p>	<ul style="list-style-type: none"> <li>• Percentage/Number of women, men, youth and marginalised groups with improved business turnover (fisheries yields)</li> <li>• Innovative technologies accessible to women, men, youth and marginalised groups in the fisheries sector</li> <li>• Reports and testimonies from women in the fisheries business sector on reductions in their work burdens, household and other care work, as well as increased knowledge on women’s sexual and reproductive health and rights.</li> </ul>

**Table 1: The Gender Mainstreaming Strategy Matrix (continued)**

<b>STRATEGIC OBJECTIVES</b>	<b>SPECIFIC OBJECTIVES</b>	<b>MEASURES</b>	<b>INDICATORS</b>
<p>6. Strengthen knowledge creation and information management of the fisheries sector through gender responsive monitoring and evaluation</p>	<p>6.1 Develop and apply gender-responsive monitoring and evaluation (M&amp;E) tools</p> <p>6.2 Facilitate women’s active participation in knowledge creation and information management of the fisheries sector</p>	<p>6.1 Ensure the design of gender indicators in work programme</p> <p>6.2 Ensure that management meetings review progress in the implementation of gender mainstreaming in the sector on a regular basis</p> <p>6.3 Prepare progress reports on the implementation of the GMS including interim updates on specific issues and share with departments and agencies within the fisheries sector and post on MOFAD website</p>	<ul style="list-style-type: none"> <li>• Gender-Responsive M&amp;E tools developed</li> <li>• Gender disaggregated monitoring report produced</li> <li>• Number of gender-based knowledge products produced on GMS efforts in the fisheries sector</li> <li>• GMS as a key component on the agenda of both regular management and staff level meetings</li> <li>• Up-to-date evidence-based gender sensitive data on progress of implementation of the GMS in the fisheries sector</li> <li>• Status report on women’s role and participation in the fisheries sector value chain</li> </ul>

### 3.3 Action Plan 2017 – 2022 for the Gender Mainstreaming Strategy (GMS)

Based on the Gender Mainstreaming Strategy (GMS) matrix, the following Action Plan is developed. The Plan captures the strategic and specific objectives, related activities, expected outcomes, timelines, responsibility and budget as presented below:

**Table 2: Action Plan 2017 – 2022 for the Gender Mainstreaming Strategy (GMS)**

STRATEGIC OBJECTIVE	SPECIFIC OBJECTIVES	ACTIVITIES	EXPECTED OUTCOMES	TIMELINES	INSTITUTIONS RESPONSIBLE	KEY COLLABORATORS AND PARTNERS	BUDGET (GHS)
1. Restructure MOFAD/FC's programme work and cooperation with stakeholders in the fisheries sector from a gender perspective	<p>1.1 Integrate GMS into MOFAD's goals, structures, management systems, working practices, processes and programmes</p> <p>1.2 Carry out gender review of programme with stakeholders</p>	<p>1.1 Carry out gender review of all MOFAD/FC programme</p> <p>1.2 Develop a gender programme for MOFAD/FC</p> <p>1.3 Design gender sensitive indicators for impact assessment</p>	<p>Gender mainstreamed as integral part of policies and programmes</p> <p>Key stakeholders aware of MOFAD/FC gender responsive programmes</p>	2017	MOFAD/FC	Key actors and identifiable groups in the fisheries value chain	3,000,000.00

**Table 2: Action Plan 2017 – 2022 for the Gender Mainstreaming Strategy (GMS) (continued).**

STRATEGIC OBJECTIVE	SPECIFIC OBJECTIVES	ACTIVITIES	EXPECTED OUTCOMES	TIMELINES	INSTITUTIONS RESPONSIBLE	KEY COLLABORATORS AND PARTNERS	BUDGET (GHS)
2. Strengthen gender mainstreaming capacity at policy and implementation levels of the fisheries value chain	<p>2.1 Train management and staff in gender issues to have the knowledge, attitude, values and skills needed for their respective field of work</p> <p>2.2 Collaborate and support gender mainstreaming efforts in relation to stakeholders at all levels of the value chain</p>	<p>2.1 Gender training for management and staff</p> <p>2.2 Creation of Gender Unit of MOFAD</p> <p>2.3 Identify and appoint Gender Desk Officer for FC and provide the requisite gender training for the officer</p> <p>2.4 Build capacity of stakeholders on gender issues</p>	<p>Strengthened capacity of management and staff on gender issues</p> <p>Gender Unit Created</p> <p>Designated Officer with gender background</p> <p>Enhanced capacity of stakeholders on gender issues</p>	2017-2018	MOFAD/FC	<p>Ministry of Gender, Children and Social Protection (MoGCSP)</p> <p>Gender Departments of Academic Institutions</p> <p>CSOs working on gender equality and women's rights issues</p>	5,000,000.00

**Table 2: Action Plan 2017 – 2022 for the Gender Mainstreaming Strategy (GMS) (continued)**

<b>STRATEGIC OBJECTIVE</b>	<b>SPECIFIC OBJECTIVES</b>	<b>ACTIVITIES</b>	<b>EXPECTED OUTCOMES</b>	<b>TIMELINES</b>	<b>INSTITUTIONS RESPONSIBLE</b>	<b>KEY COLLABORATORS AND PARTNERS</b>	<b>BUDGET (GHS)</b>
3. Create an enabling environment to enhance the process of gender responsive fisheries management to ensure women and men have equal opportunities as fisheries decision-makers and co-managers	<p>3.1 Provide equal participation of women and men in fisheries decision making and management</p> <p>3.2 Provide equitable representation of women on fisheries bodies to enhance women’s voice in the fisheries value chain</p>	<p>3.1 Facilitate the creation of gender sensitive processes and interventions</p> <p>3.2 Establish quotas for women to enhance their equal participation with men in decision-making and as co-managers</p>	Women and men as co-managers in fisheries management	2017-2022	<p>Gender Unit of MOFAD/FC</p> <p>Women and Men Fisheries Association</p> <p>CSOs working in the fisheries sector</p>	Development Partners	6,000,000.00

**Table 2: Action Plan 2017 – 2022 for the Gender Mainstreaming Strategy (GMS) (continued)**

STRATEGIC OBJECTIVE	SPECIFIC OBJECTIVES	ACTIVITIES	EXPECTED OUTCOMES	TIMELINES	INSTITUTIONS RESPONSIBLE	KEY COLLABORATORS AND PARTNERS	BUDGET (GHS)
4. Strengthen capacities of women and men fisheries associations including CSOs to manage their affairs using gender responsive organisational and networking processes	4.1 Integrate gender responsiveness in all policies, programmes and processes of fisheries associations and bodies	4.1 Review structures and functions of fisheries associations and bodies from a gender perspective 4.2 Support Women and Men Fisheries Associations to strengthen their structures and leadership skills	Gender-responsive and transparent structures created for equitable decision-making Strengthened leadership and management skills Collective platform for women and men fisheries associations created	2017-2022	Women and Men Fisheries Associations  MOFAD/FC	CSOs  Development Partners	5,000,000.00

**Table 2: Action Plan 2017 – 2022 for the Gender Mainstreaming Strategy (GMS) (continued)**

STRATEGIC OBJECTIVE	SPECIFIC OBJECTIVES	ACTIVITIES	EXPECTED OUTCOMES	TIMELINES	INSTITUTIONS RESPONSIBLE	KEY COLLABORATORS AND PARTNERS	BUDGET (GHS)
5. Improve the fisheries value (through technological innovation and infrastructures, finance and research) and provide post-harvest training and technical know-how to women and men engaged directly and indirectly in the fisheries sector	5.1 Strengthen the role of women, youth and marginalised groups in the fisheries sector through improvements in their operations, cash incomes and livelihoods 5.2 Address specific needs and concerns of women, men and youth on an equal basis in the fisheries sector	5.1 Provide access to clean energy technologies and services to women processors 5.2 Provide training in fish processing technology, finance and business management 5.3 Facilitate and provide facilities and resources including information on opportunities including export and support women and men to access such opportunities	Best fishing practices adapted by women and men in the fisheries sector Enhanced fishing activities skills acquired Enabling environment created for women and men to access opportunities in the fisheries sector equally Special interventions created for women to access opportunities in the fisheries sector	2018 - 2022	MOFAD/FC  Women and Men Fisheries Associations  CSOs	Ministry of Environment, Science, Technology and Innovation (MESTI) and its sector agencies  GRATIS  Development Partners	10,000,000.00



**Table 2: Action Plan 2017 – 2022 for the Gender Mainstreaming Strategy (GMS) (continued)**

STRATEGIC OBJECTIVE	SPECIFIC OBJECTIVES	ACTIVITIES	EXPECTED OUTCOMES	TIMELINES	INSTITUTIONS RESPONSIBLE	KEY COLLABORATORS AND PARTNERS	BUDGET (GHS)
6. Strengthen knowledge creation and information management of the fisheries sector through gender responsive monitoring and evaluation	6.2 Facilitate women's active participation in knowledge creation and information management of the fisheries sector	6.1 Develop gender mainstreaming knowledge, information management and reporting mechanisms 6.2 Design gender sensitive indicators and tools for monitoring and evaluation Integrate enumeration of women and youth in surveys in the fisheries sector	Gender-Responsive M&E tools developed  Up-to-date data on progress of GMS in the fisheries sector  Existence of gender responsive data in the fisheries sector	2017–2022	MOFAD/FC and Women and Men Fisheries Associations	Research and Academic Institutions  MDAs and MMDAs  CSOs	10,000,000.00
<b>TOTAL ESTIMATED BUDGET IN GHANA CEDIS: 39,000,000.00 (APPROXIMATELY USD 10,000,000.00)</b>							

## **SECTION FOUR: BUILDING BLOCS FOR THE IMPLEMENTATION OF THE STRATEGY**

### **4.0 Introduction**

To achieve the projected outcomes of the Gender Mainstreaming Strategy (GMS) MOFAD/FC will continue to adapt its institutional framework, particularly as it relates to the fisheries value chain. In other words real changes cannot occur when MOFAD is engendering its processes and operations while the fisheries value change and other actors in the fisheries sector continue on its operations of 'business as usual'. Overall change is needed at three levels: the policy level (commitment, planning, prioritization, decision-making as well as partnerships and collaboration); the technical level (capacities and knowledge, systems, technology and equipment, finance, tools and instruments for gender equality promotion); and the socio-cultural level (where habits, attitudes and behaviours inform and sustain the environment and daily practices of the sector). In the effort to address the issues of leadership, commitment, accountability and capacity, changes and modifications are needed not only in the work of MOFAD, Fisheries Commission and the fisheries value chain but also how the work is undertaken and more fundamentally the kind of sector MOFAD envisages. In this respect, how the Ministry sees itself and how it is perceived by others including stakeholders in the fisheries sector is crucial.

The participatory process that has been utilised as the basis for developing this GMS allowed the various actors to examine in a more creative way, the key institutional arrangements needed to achieve the gender mainstreaming goals.

On the whole four interrelated approaches are outlined below for promoting gender-responsive change in the fisheries sector. This is important as a means of coordinating discussions between the different specialized departments and agencies in implementing the strategic objectives of MOFAD. To enable the Gender Unit and Desk created for MOFAD and the FC to play its role effectively, staff appointed would be senior and middle level management personnel with gender background and involved in decision making. The staff would be given the necessary time and the opportunity to enhance their competencies on gender regularly. The following would be put in place to strengthen the institutional capacity to implement the GMS:

- Accountability Mechanism for promoting Gender Equality;
- Capacity-building and human resource development;
- Gender Budgeting;
- Partnerships and Collaboration
- Monitoring and Evaluation from a gender-perspective.

#### **4.1 Accountability to Gender Equality**

It is expected that the GMS will be incorporated into MOFAD's overall accountability framework. This implies that the GMS has to be used as a complementary document with the Strategic Plan for the fisheries sector. Gender Advisory Committees (GAC) would be constituted as a cross agency bodies. The GAC would be made of representatives from MOFAD, FC, women and men fisheries associations and CSOs working in the fisheries sector. Gender Officers will document their responsibilities and experiences as advocates for gender equality.

- All MOFAD/FC staff and partners will have to demonstrate accountability to the achievement of gender equality outcomes. For this to be effective, performance appraisal system would be subjected to change that enable actors to report on their gender equality results on an annual basis. Incentives as well as consequences for non- performance would be put in place.
- The GAC will initiate the establishment of a Community of Practice and Knowledge Management Framework to validate women's knowledge on fishing activities. This knowledge management process will comprise of MOFAD/FC staff, partners, women and men fishers associations and bodies, CSOs, research and academic institutions and other organisations that have knowledge and experience to support gender equality goals.
- A Communication and Advocacy Plan will also be developed specifically to heighten MOFAD's commitment to gender equality and what it means for the work of the sector as a whole. This will also serve as a basis for influencing broader gender policy issues within the national space.

#### **4.2 Human and Material Resources**

The target of achieving gender parity by 2020 advocated by the African Union (AU) and being advocated for by civil society groups in Ghana is of interest to MOFAD. Gender parity would be pursued within the Ministry at various levels as well as in its operational areas. A Gender Parity Action Plan would be developed to include affirmative action measures and targets to achieve the goal of equal representation of women and men with the long-term goal of changing the organisational culture in the fisheries sector to eliminate aspects that could lead the sector to discriminate against women, youth and marginalised groups.

#### **4.3 Gender Budgeting**

The achievement of gender equality outcomes depend on effective leadership, oversight and resources. The need for significant levels of funding is justified by the need for trained staff, detailed performance monitoring, disaggregated data and senior gender specialists. It is therefore important for MOFAD to see gender equality as a core component of its work thus the need for gender budgeting for the sector in order to invest core resources in strengthening the institutional

arrangements for gender equality described above including the development of accountability, knowledge management, capacity and expertise. Consequently, adequate funds would be mobilised and earmarked; and minimum expenditure targets for the gender equality programme would be set to drive the achievement of gender equality results. The use of such funds would also be tracked to establish the extent of funding allocations and expenditures for gender equality results.

#### **4.4 Partnerships and Collaboration**

The work of every institution has inter-linkages with others. This means that no institution or organisation can become successful by working in isolation. The work on gender equality and women's rights are particularly cross-cutting as every sector of the national economy is gendered. This means that the fisheries sector has to work in partnership and in collaboration with a range of organisations and institutions for the realisation of its vision and mission. To achieve greater impact of the GMS it would be important to build alliances along a spectrum of approaches, ranging from state institutions such as Ministry of Gender, Children and Social Protection (MoGCSP) to civil society organisations and women's rights organisations and coalitions and to development partners such as the USAID. These partnerships and collaborations can enhance the influence and relevance of the GMS, provide opportunities for grants and other funding opportunities for implementing the GMS, achieve greater leverage among stakeholders and address complex issues that require coordinating multiple stakeholders and provide an integrated set of services over a long period of time to meet the needs of the beneficiaries of the GMS.

#### **4.5 Gender Sensitive Monitoring and Evaluation Framework**

MOFAD's Monitoring and Evaluation (M&E) Framework for its 2014-2017 is aimed at assisting the Ministry and key stakeholders in the fisheries sector to periodically assess the sector's performance against the stated medium term policy objectives and targets outlined in the 2014-2017 MTDP. This will help to track progress and introduce corrective measures where necessary.

The 2014-2017 M&E framework of MOFAD involves the following<sup>11</sup>:

- identification of primary and secondary stakeholders;
- formation of sector M&E team;
- development of data collection instruments;
- budgeting for planned M&E activities;
- field work/data collection;
- analysis of data using relevant statistical tools;
- establishing a function database to promote evidence base decision making;
- preparing and disseminating M&E reports to stakeholders;

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<sup>11</sup> MTDP 2014-2017, pp.50

- developing the M&E work plan and budget;
- providing tools M&E data collection and analysis.

The performance indicators to be used to measure the relative changes that are occurring or have occurred during MOFAD MTDP implementation are classified into the following categories:

- process indicators.
- input indicators.
- output indicators.
- outcome indicators.
- impact indicators.
- baseline data.

Effective monitoring and evaluation of the GMS and the programmes and projects developed and implemented under it would be undertaken within the established procedures of MOFAD M&E framework and the overall gender equality standards being developed for the fisheries sector and among stakeholders in the communities for women's empowerment and gender equality. MOFAD's M&E Framework would be revised to take into account the objectives and indicators proposed in the GMS. Annual reviews of the GMS will be undertaken by the GAC as part of its reporting to the Minister through the Gender Unit for the necessary measures to be undertaken by the Ministry. A second gender equality evaluation would take place in the middle of the implementation of the Action Plan to review progress and re-strategize in terms of further developing new strategies, priorities and measures.

Gender sensitive indicators to be incorporated in the M&E framework based on the performance indicators will include:

- gender and age disaggregated data;
- use women's empowerment as an indicator in assessing the contribution of women in the fisheries sector;
- incorporate gender concerns in information and other tools for sustainable fisheries management, and increase women's participation in training in finance, management and entrepreneurship;
- improve the ratio of women and men trained or participating in capacity building in fisheries research and management.

MOFAD envisages the following risks assumptions as a challenge to the effective implementation of the GMS:

- Financial Constraints;
- Difficulty in changing attitudes and perceptions of management, staff and stakeholders;
- Unwillingness of those in leadership to accept and/or effect change;
- Unwillingness of actors in the fisheries sector to change mindset with regard to fishing practices.

In spite of the aforementioned risks assumptions, MOFAD would incorporate mechanisms in its annual programme of work to manage potential risks to enhance effective implementation of the Gender Mainstreaming Strategy (GMS).

#### **4.6 Way Forward**

The Gender Mainstreaming Strategy (GMS) has the potential of increasing greater accountability and relevance of MOFAD and the partners they cooperate with at all levels and bring positive improvements in policies, programmes and projects. By promoting equality of opportunity for women and men in the fisheries value chain and fishing communities a more gender responsive, productive and sustainable fisheries sector can be assured. It should contribute to a higher level of motivation and participation for all staff and stakeholders in the fisheries sector and to the effectiveness of professionalism of MOFAD's work and to impact positively on gender relations and outcomes in the fisheries sector.

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## ANNEXES

### **Annex I: International, Regional and National Policies: A Framework for the GMS**

The United Nations Economic and Social Council (ECOSOC) defines gender mainstreaming as 'the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of the policies and programmes in all political, economic and social spheres so that women and men benefit equally, and inequality is not perpetuated' (ECOSOC, 1997). This definition has been incorporated into regional, sub-regional and national legislation and policies.

The African Union (AU) has operationalise the ECOSOC (1997) definition of gender mainstreaming to mean:

- Forging and strengthening the political will to achieve gender equality and equity at the local, national, regional and global levels;
- Incorporating a gender perspective into the planning, process of all ministries and departments of government, particularly those concerned with microeconomic and development planning, personnel policies and management, and legal affairs;
- Integrating a gender perspective into all phases of sectoral planning cycles, including the analysis development, appraisal, implementation, monitoring and evaluating policies, programmes and projects;
- Using sex-disaggregated data (data that is collected and presented separately on men and women) in statistical analysis to reveal how policies impact differently on women and men;
- Increasing the numbers of women in decision-making positions in government and the private and public sectors;
- Providing tools and training in gender awareness, gender analysis and gender planning to decision-makers, service managers and other key personnel.

On the part of the Economic Community of West Africa States (ECOWAS), gender mainstreaming is defined as "a strategy for pushing through actual equal treatment of genders" (2010). At the onset of implementing gender mainstreaming in an institution, it is important to concretise the first somewhat abstract understanding of what the strategy means for the institution. The institution's top management and members should therefore reach agreement as to what gender mainstreaming (GM) means as a strategy in their institution and for their areas of work and how GM can be bindingly established. There is a need to develop an implementation concept and/or within a guiding principle or charter.



The FAO 2013 (pp.3) in citing the State of World Fisheries and Aquaculture 2012 report states that ‘...Gender mainstreaming is not only a question of social justice but is necessary for ensuring equitable and sustainable human development. The long-term outcome of gender mainstreaming will be the achievement of greater and more sustainable human development for all’.

The Government of Ghana (GOG) has signed on to international conventions, protocols and agreements on gender equality, women’s rights and empowerment of women. It is also making efforts at translating its commitment to these women human rights instruments into concrete actions through the passage of relevant women’s rights laws; establishing the Ministry of Gender, Children and Social Protection (MoGCSP); formulating policies; establishing mainstreaming institutional structures and integrating gender perspectives into government planning and budgeting.

The National Gender Policy also provides the overall framework to mainstream gender equality concerns into the national development processes by improving the social, legal, civic, political, economic and socio-cultural conditions of the people of Ghana particularly women, girls, children, the vulnerable and people with special needs; persons with disability and the marginalised (MoGCSP, 2015). Within the context of the 1992 Republic of Ghana Constitution requirements, development frameworks as well as international instruments, the National Gender Policy focuses on mainstreaming gender equality, women empowerment and social protection concerns by strongly concentrating on the implementation of the following five policy commitments<sup>12</sup>:

1. Women’s Empowerment and Livelihood
2. Women’s Rights and Access to Justice
3. Women’s Leadership and Accountable Governance,
4. Economic Opportunities for Women
5. Gender Roles and Relations

Prior to the establishment of MOFAD, the Women in Agricultural Development (WIAD) unit of the Ministry of Food and Agriculture (MOFA) was responsible for promoting gender equality, women’s rights and empowerment of women in the agricultural sector which included the fisheries sector. In 2001, MOFA made a bold attempt to address women’s specific needs and interests in the agricultural sector by initiating phase I of the Gender and Agricultural Development Strategy (GADS I) which sought to ‘*correct some of the injustices and bring about fairness, justice and respect of the potential and capability of women, men, the youth and vulnerable groups to the development process*’ (MOFA, 2015). GADS II was introduced in 2015 to serve as a blueprint for MOFA and its agencies and decentralised departments including CSOs, private sector and

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<sup>12</sup> National Gender Policy

development partners to be more gender responsive in their programming and interventions.

## **Annex II: Gender Disparities in the Fisheries Sector Based on Filed Interviews**

The Government of Ghana's (GoG) fisheries development policies and objectives are aimed at ending overfishing and rebuilding targeted fish stocks as a central goal (USAID-Ghana/SFMP,2015). It envisages that the adoption of sustainable fishing practices and reduced exploitation to end overfishing is the only solution to Ghana maintaining the sustainability of its marine fisheries in order to increase its wild-caught local marine food fish supply and bring greater profitability to fishery, with the potential to benefit two million people indirectly. To achieve sustainable fisheries management, MOFAD acknowledges that all user groups (both women and men) and stakeholders should be involved in management decision making. However, a gender analysis carried out in coastal communities in the Central and Western Regions showed that men have greater control over fisheries resources than women. The analyses further revealed that the most marginalised groups in the fisheries value chain are women and men who do not own fishery resources such as boats, engines, nets or even processing equipment<sup>13</sup>. The findings also indicated the complex nature of gendered roles by women and men in the fisheries sector.

An effective GMS would require practical experience on the ground within the fisheries sector to understand at first hand the critical gender and social relations intertwined within the complex web of the fisheries value chain and the place of MOFAD and the FC within it. Talking to women and men in the fisheries sector is extremely beneficial as it provides first hand insights about critical issues of concern to women and men in the sector.

A gender analysis carried out in the coastal communities in the Central and Western Regions indicated the complex nature of gendered roles by women and men in the fisheries sector. Even though, women account for nearly 50% of the fisheries workforce (USAID, 2015); men are mostly mandated with the management and control of fishery resources, while women play an invisible but supportive role. The gender analysis revealed that in spite of the crucial role of women in the fisheries sector, there have been few, if any, efforts to systematically engage women in coastal fisheries co-management, and their participation in decision-making processes, even those that directly impact their livelihoods, is limited. In spite of their gendered roles, most women are financiers of fishing expeditions, own canoes and other fishing gear, and thus wield power within the fishing value chain. However, many women do not benefit sufficiently from their investments as power and patriarchal relationships with their male counterparts work against their economic interests. For example, some fishermen divert catches that are meant for the women financiers, an act that they are unlikely to attempt on their male financiers.

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<sup>13</sup> Ghana Fisheries Gender Analysis, June, 2015

Another issue is the extent of women's involvement in the fisheries sector. Women are engaged in every stage of the value chain from processing to marketing and consumption. The income they generate is also key for their own livelihoods that of their families and the fisheries sector as a whole. Unfortunately, the sector continues to suffer from inadequate policy action particularly with regard to capacity strengthening targeting women. Majority of women in the sector lack formal education. The business and management skills that could empower them to realise their potentials and turn their business fortunes around have not been forthcoming. This impacts adversely on their involvement in decision making roles in the fisheries sector. Women themselves acknowledge their lack of business skills as 'normal' and underestimate their role in the fisheries sector through utterances which when literally translated implies that **'as for us women fishers, that's how we are; we don't understand certain things'**.

This misplaced 'inferiority complex' attitude of women fishers makes it easy for their continued marginalisation and exploitation, even as the state and society as a whole benefit from their role and contributions. The sector has remained unattractive to other women compared to other trades. Currently there is an interest in making the sector attractive through creating an enabling environment for exports and cross-border trade while providing the opportunity for those already in the sector to expand their business and role in the management of the fisheries sector.

It is worthy to note that a high sense of independence and knowledge of the sector prevailed among women in spite of the existing inequalities. This is mainly the result of women's active participation in the fisheries value chain in spite of the challenges that beset the sector. Again even as women are generally responsible for all household work, years of the implementation of empowerment programmes by women's groups are changing patterns of household relationships with some men proudly affirming their capability in performing household chores.

## **Annex III: GMS M&E Questions**

### **MONITORING AND EVALUATION QUESTIONS FOR THE IMPLEMENTATION OF THE GENDER MAINSTREAMING STRATEGY (GMS) FOR THE FISHERIES SECTOR IN GHANA**

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The questions below can enable the Ministry of Fisheries and Aquaculture Development (MOFAD) and the Fisheries Commission (FC) track gender impacts as the GMS is being implemented within the overall country and fisheries sector frameworks:

#### **1.0 Women's Survival and Social Empowerment**

1. Has there been an increase in women or girls access to services such as health, education, information, water, energy and labour saving devices?
2. How does this compare to men or boys' access to the above services?
3. Did the project/programme address women's greatest needs for survival/social empowerment?

#### **2.0 Economic Empowerment/Productivity**

1. Has there been an increase in women's access to and control over productive services or assets including those provided by the fisheries project/programme?
2. How does that compare to men's access to these resources, services and assets?
3. Did the project/programme address the key barriers to women's economic empowerment and build on their strengths in the fisheries sector?

#### **3.0 Amplified Voice and Rights**

1. Have women been empowered to claim their rights in the fisheries sector and in their communities and households?
2. Have women participated equally with men in the projects/programmes implemented under the Gender Mainstreaming Strategy (GMS), including in decision making and leadership?
3. Have the activities under the GMS challenged or changed attitudes on women and girls' rights (including attitudes on violence against women and girls)?
4. Has the performance strengthened women's knowledge of their role, position, leadership and/or rights in the fisheries sector?
5. Has the project/programme facilitated a greater understanding of women's role in the fisheries sector among men and boys?

#### **4.0 Capacity Building on Gender Issues**

1. Is gender-disaggregated data regularly collected and analysed?

2. Have gender and social analysis skills been strengthened among key stakeholders, including their capacity to develop, implement and monitor gender issues in the fisheries sector?
3. Is there a greater understanding of gender issues in the fisheries sector?
4. Are the most effective strategies to address women's needs and priorities as well as those of men in place?

## **5.0 Lessons Learned about Effectiveness and Sustainability of the GMS**

1. What factors and strategies facilitated positive changes towards gender equality in the fisheries sector?
2. What constrained the achievement of equal participation, benefits and outcomes for women and girls?
3. Were there some programme components where men and boys benefitted much more than women or girls, and what caused this?
4. Were there unintended positive or negative changes in gender relations?
5. What factors/strategies caused these changes?
6. Are the positive changes in the gender relations likely to be sustained?
7. What is likely to undermine the sustainability of the positive change?

## Annex IV: GMS Goal, Results and Indicators Matrix

### MATRIX ON

#### GOAL, RESULTS AND INDICATORS FOR MONITORING AND EVALUATING THE IMPLEMENTATION OF THE GENDER MAINSTREAMING STRATEGY (GMS) FOR THE FISHERIES SECTOR IN GHANA

**Overall Goal of the GMS:** Empowering actors in the fisheries Sector, in particular women through their active participation in fisheries management and decision-making, facilitating their access to and control of resources and opportunities for an enhanced valuation of their contributions for an equitable and sustainable development of the fisheries sector.

#### GENDER EQUALITY RESULT AREAS AND INDICATORS<sup>14</sup>

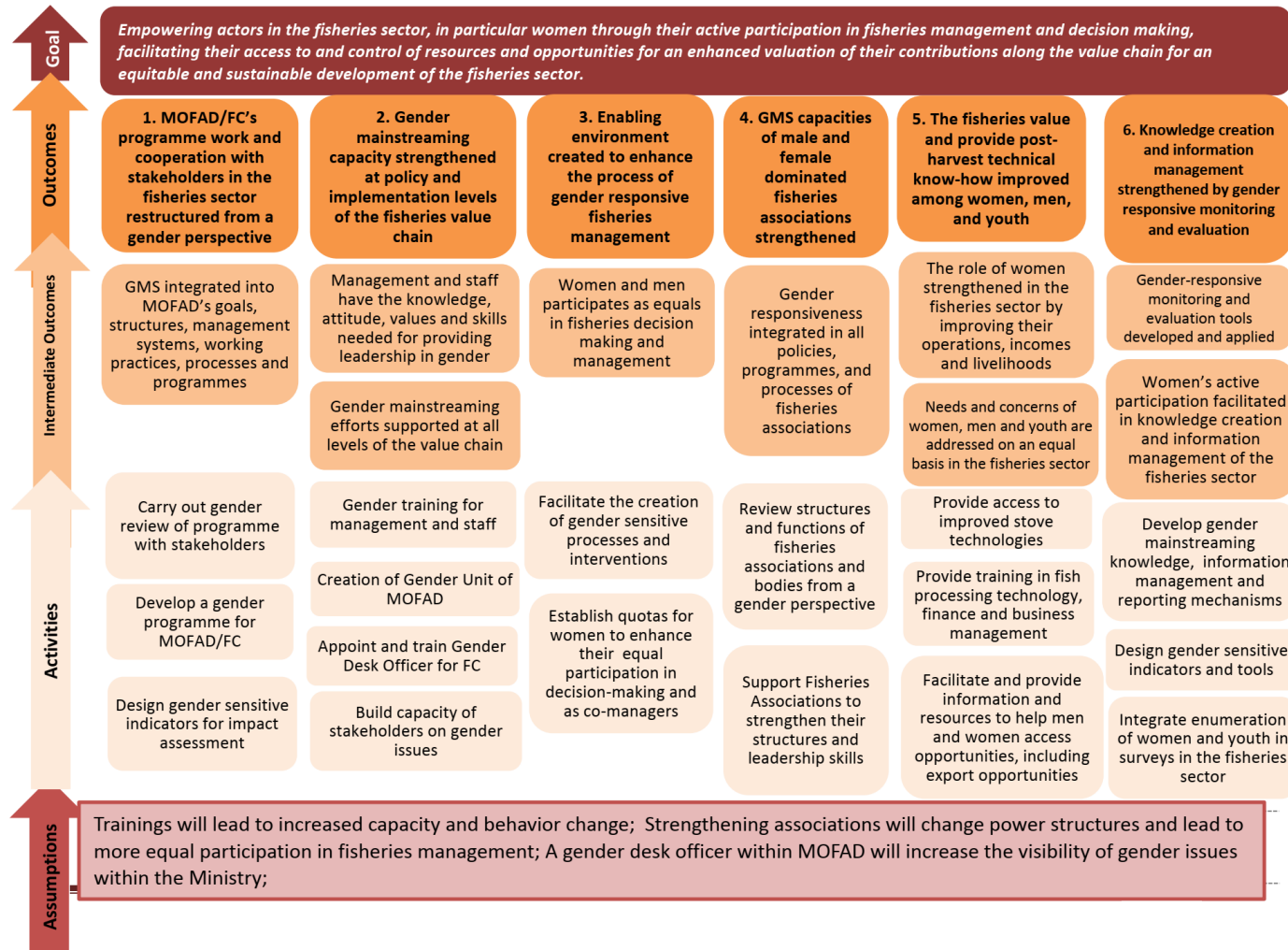
	<b>RESULT AREA I</b>	<b>RESULT AREA II</b>	<b>RESULT AREA III</b>	<b>RESULT AREA IV</b>	<b>RESULT AREA V</b>
	Survival and Social Empowerment	Productivity and Economic Empowerment	Amplified Voice and Rights	Gender Capacity Building	Sustainability of Gender Equality
<b>INDICATORS</b>		Increased productivity of women in fisheries, post-harvest, processing and marketing  Increased employment in the sector for women and men		Strengthened capacity of fisheries institutions and agencies in implementing gender mainstreaming efforts to ensure women and men benefit equally	Institutionalised Gender Unit in the fisheries sector  Increased budgetary allocation from the State to support gender mainstreaming programme in the sector

<sup>14</sup> These have been grouped using the six (6) strategic objectives that form the basis of the GMS. Strategic objectives 1, 2 and 3 are captured under Result Area V (Sustainability of Gender Equality); Strategic Objective 2 is captured under Results Area IV (Gender Capacity Building); Strategic Objective 4 is captured under Results Area III (Amplified Voice and Rights); Strategic Objective 5 is captured under Results Area II (Productivity and Economic Empowerment); and finally Strategic Objective 6 is captured under Results Area I (Survival and Social Empowerment)

	<b>RESULT AREA I</b>	<b>RESULT AREA II</b>	<b>RESULT AREA III</b>	<b>RESULT AREA IV</b>	<b>RESULT AREA V</b>
	Survival and Social Empowerment	Productivity and Economic Empowerment	Amplified Voice and Rights	Gender Capacity Building	Sustainability of Gender Equality
	<p>Women and men access and benefit equally from resources, training, opportunities and broader labour saving technologies</p> <p>Social protection measures move women and marginalized groups from poverty to sustainable livelihoods</p> <p>Increased benefits for women on their security and social insurance schemes</p>	<p>Increased ownership of productive resources and assets by women</p> <p>Increased security for women on assets usage rights</p> <p>Targets met for women's access to financial services and credit for fisheries productivity or enterprise development</p> <p>Increased employment of women in the fisheries institutions and agencies</p>	<p>Increased membership of women in fisheries associations and organisations</p> <p>Strengthened women's fisheries associations and networks</p> <p>Women empowered to play an increased role in fisheries management and decision making as well as the household and community level</p>	More research undertaken on women's increasing contributions in the sector	



## Annex V: GMS Theory of Change



## **Annex VI: Terminologies Used in the Gender Mainstreaming Strategy (GMS)**

**GENDER** – “Refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes. They are context/time – specific and changeable. Gender determines what is expected, allowed and valued in a women or men in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision – making opportunities. Gender is part of the broader socio – cultural context. Other important criteria for socio – cultural analysis include class, race, poverty level, ethnic group and age”

**GENDER EQUALITY** – “Refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration – recognising the diversity of different groups of women and men. Gender equality is not a “women’s issue” but should concern and fully engage men as well as women. Equality between women and men are seen both as a human rights issue and as a precondition for, and indicator of sustainable people – centered development.”

**GENDER MAINSTREAMING** - “Mainstreaming a gender perspective is the process of assessing the implication for women and men of any planned action, including legislation, policies or programmes, in an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.”

**WOMEN’S RIGHTS** - “The human rights of women and of the girl-child are an inalienable, integral and indivisible part of universal human rights. The full and equal participation of women in political, civil, economic, social and cultural life, at the national, regional and international levels and the eradication of all forms of discrimination on grounds of sex are priority objectives of the international community.”

**WOMEN’S EMPOWERMENT** – “Women’s empowerment has five components: Women’s sense of self-worth; right to have and to determine choices; their right to have access to opportunities and resources; their right to have the power to control their lives, both within and outside the home; and their ability to influence the direction of social

change to create a more just social and economic order, nationally and internationally.”

**GENDER PARITY** – “Equal numbers of men and women at all levels of the organisation. It must include significant participation of both men and women, particularly at senior levels. Gender parity is one of several integral mechanisms for improving effectiveness.”

This publication printed with the support of the American People.  
USAID Ghana Sustainable Fisheries Management Project  
(Cooperative Agreement No. AID-641-A-15-00001)