Empowering women in small-scale fisheries for sustainable food systems

An FAO-NORAD project in sub-Saharan Africa
Why empower women in small-scale fisheries?

Small-scale fisheries (SSF) employ 60 million people in the primary and secondary sectors on a part-time or full-time basis, accounting for 90 percent of all of those employed in marine and inland capture fisheries. Small-scale fisheries employ almost 90 percent of the approximately 67 million people employed in fisheries (including primary and secondary sectors). An additional 53 million people are engaged in subsistence SSF. Of the 120 million people who participate in fisheries labour, 94 percent are engaged in SSF. This number includes an estimated 45 million women that participate in SSF value chains globally, which represents 40 percent of total estimated SSF labour (FAO, Duke University and WorldFish, 2021).

In support of the implementation of the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines), the Food and Agriculture Organization of the United Nations (FAO), in collaboration with the Norwegian Agency for Development Cooperation (Norad), conceptualized a project focused on promoting gender equality, capacity development throughout fish value chains, and improving nutrition and diets.

Working predominately in the SSF post-harvest segment, women play a key role in ensuring that their families and consumers have access to food. They face many obstacles in doing so and, frequently, do not have the same rights and opportunities as men.

Women have limited influence over important decisions, which impacts their ability to access and manage fisheries resources.

Women deal with unequal power relations between different actors along the value chain.

Women's roles in SSF are underrecognized, limiting their contribution to food security, nutrition and sustainable food systems.

Women can be vulnerable to disadvantageous contracts, and unfair working conditions and practices regarding fish sales and markets.

Women are challenged by traditional gender roles, often overburdened, and facing unequal access to productive assets, technology, finance, and services such as education, water and health.

This project, titled “Empowering women in small-scale fisheries for sustainable food systems”, promoted activities at national and local levels to support SSF women actors in the post-harvest segment in five sub-Saharan Africa countries: Ghana, Malawi, Sierra Leone, Uganda, and the United Republic of Tanzania.

The project built on the previous FAO-Norad project titled “Enhancing the contribution of small-scale fisheries to food security and sustainable livelihoods through better policies, strategies and initiatives”, and had the below structure and key outputs.
The SSF Guidelines

The SSF Guidelines were developed through a global participatory process that included consultations with over 4000 stakeholders from over 120 countries. The SSF Guidelines are aimed at all actors striving to secure sustainable SSF, to end hunger and poverty and strengthen human rights. They are a tool to guide dialogue, policy processes, and action at all levels, from local communities to global fora.

Representing a global consensus on SSF governance and development, they are supported by governments, regional and international organizations, SSF social movements and civil society organizations, non-governmental organizations (NGOs) and academia (FAO, 2015).

FAO supports the SSF Guidelines implementation through the SSF Umbrella Programme, which is based on four pillars (illustrated in the image).

“"We have been able to reach organized women with knowledge on human rights and legal policy frameworks, about the SSF Guidelines and all other national framework that guide fisheries, as well as financial and business literacy. This has enabled them to produce better fish products with higher shelf life that can fetch higher incomes and reduce food losses. Women's organizational development has resulted into human development".

Margaret Nakato
Leader of the Katosi Women Development Trust (KWDT) in Uganda
Project inception phase

The project started with a regional inception workshop, which allowed for a thorough participatory planning process. This workshop, held in Accra, Ghana, in March 2020, drew more than 50 participants from the governments, women’s SSF, and regional organization representatives from the five target countries, as well as representatives from Norad, FAO and other partners. For each country, a national team was established, consisting of a FAO national project coordinator, a government representative and a woman from an SSF organization.

These country teams left the workshop with draft national workplans to be further refined and validated through stakeholder consultations and national inception workshops. Specific objectives of the project regional inception workshop included:

» improvement of understanding of the SSF Guidelines, in particular Chapter 7 on value chains, post-harvest and trade and Chapter 8 on gender equality;
» clarification and validation of the project’s logic and proposed activities;
» formulation of key elements of workplans and project approaches;
» identification of components of a monitoring framework, including critical indicators and plans for national baseline surveys; and
» identification of key priorities for communication and appropriate communication products.

Baseline survey

Baseline surveys were conducted in all five project countries to provide additional information on how SSF contribute to food security and nutrition, and to understand the gender roles related to fisheries, nutrition, gender policies and actions. These surveys provided important results that helped further align project activities with local needs and form a basis for the future monitoring of project achievements and impact.

The baseline surveys in the five countries reached 1,614 individuals (1,545 of whom were women), and included 103 focus group discussions and 55 key informants interviews. The average age of respondents across the five countries was 41 years, and the average number of years of education was five. The average household size was 8 members. Fish trading was by far the most cited source of income, at almost 34 percent, followed by fish processing combined with fish vending, at 32 percent. Those who rely on fish processing alone accounted for 16 percent of the responses.

In Ghana, for example, results showed that the education levels are low among target beneficiaries.

Thus, awareness-raising materials were designed so that they could be understood by both literate an non-literate community members.

In Tanzania, key issues identified were high post-harvest losses during the rainy seasons, and...

... a lack of gender equality in the value chain, to the disadvantage of women.

Accordingly, the need to identify and share post-harvest best practices and to provide training was recognised

to ensure that women and men both benefit from their activities in the fisheries sector.
Mapping women’s organizations in small-scale fisheries

In parallel with the baseline surveys, a mapping exercise of women’s organizations was carried out to understand where they are placed geographically, as well as within the SSF value chain. In addition, the mapping assessed their present capacities, needs and wishes, to inform the project on how to empower women – as individuals, as small businesses and as professional organizations – to build and improve their skills and capacity to excel in their work.

The information generated guided the planning of project interventions on training and addressing gaps in post-harvest infrastructures and practices. Subsequently, the project trained over 600 women SSF actors on post-harvest handling, processing, marketing and relevant skills through knowledge exchanges and workshops. The methodology formed the basis for a handbook – titled *A methodological guide for mapping women’s small-scale fishery organizations to assess their capacities and needs* (link) – that can be used to guide survey implementation in other countries in the future.

Training on the gender-transformative approach

To ensure that women and men both benefit from their activities in SSF, the gender-transformative approach is recommended, because it goes beyond gender integration in programmes and projects to tackle the underlying causes of gendered inequalities (norms, attitudes and behaviours) and generate effective changes. To instigate sustainable changes in gendered power dynamics, it is necessary to address the formal and informal social structures and relations that reinforce gender inequalities, to increase women’s decision-making roles, increase their knowledge and skills and improve access to information.

Accordingly, the project worked with FAO’s Regional Office for Africa (RAF) gender unit to provide training on the gender-transformative approach to global and national project staff, in order to equip them with the skills needed to train project beneficiaries and stakeholders at the national and local levels.

“*It is crucial to work together to remove the gender-based constraints that prevent women from being empowered and thus prevent the fisheries and aquaculture sectors from reaching their full potential.*”

Maria Helena Semedo
FAO Deputy Director-General

Study of the fish-based feed industry

Often deemed the “nutrition transition”, there is growing demand for a “Western diet”, which includes processed foods and animal-source foods that rely on feed. Many terrestrial animal feeds and aquafeeds include at least a small proportion of smaller fish, which are sourced from various regions, including sub-Saharan Africa. However, there are growing concerns over the impacts of the industry on the fish stocks, livelihoods, food security and nutrition of local populations. Aiming to understand the *Socio-economic and biological impacts of the development of the fish-based feed (fishmeal and oil) industry in sub-Saharan Africa* (link), this study was carried out in collaboration with the FAO EAF Nansen programme, WorldFish and the University of Greenwich, United Kingdom.
The results showed that while the industry offers some economic opportunities (for example, income generated for workers along the value chain, inflow of foreign currencies through exports, and tax, royalties and fishing licenses paid to the governments), its social benefits remain limited and are accompanied by real threats to the livelihoods, food security and nutrition, health and well-being of the local communities, as well as to their social stability.

The recommendations for decision-making and future research included the establishment and enforcement of regulations for environmentally friendly, healthy and safe fish-derived ingredients and fish-based feed production, as well as continued efforts to identify and promote alternative feed products that do not rely (or rely less) on fish-based ingredients.

**Identification of good post-harvest practices**

Based on the premise that there is a lack of documented learning from past and current practices, or that such learning is not easily accessible, the project carried out a review of existing best practices to showcase some successful outcomes from past and current initiatives in small-scale post-harvest fisheries in Africa. Good practices were identified across sub-Saharan Africa, with follow-up information collected in Ghana, Malawi, Senegal, Sierra Leone, Uganda and the United Republic of Tanzania. A selected number of practices have been documented in an FAO Circular and peer-to-peer learning videos to be used in future training and capacity development activities.

**SSF Guidelines awareness-raising communication materials**

Communication is key to illustrate the various thematic areas and principles of the SSF Guidelines and their linkages to the achievement of the Sustainable Development Goals (SDGs). The target audience included policy- and decision-makers, donors, partner agencies, civil society organizations and other non-technical partners that are interested in formulating or influencing policy.

In all project countries, communication materials were created or adapted for local realities. For example, in all five countries, a simplified version of the SSF Guidelines was translated into local languages, and accompanied by translated audio-visual materials created by the International Collective in Support of Fishworkers (ICSF), for dissemination. During trainings, FAO-SmartFish video training packages were also presented to actors along the SSF value chain.
The COVID-19 pandemic

The outbreak of the COVID-19 pandemic in 2020 made it necessary to postpone, change or adapt some of the planned project activities. Moreover, specific actions were prompted by the pandemic in all five countries, to safeguard food security and nutrition, livelihoods and people’s safety. Multimedia campaigns were carried out to raise awareness of the pandemic and the need for good fish product handling and sanitary practices. Actions included the development, printing and distribution of materials in local languages, including jingles played over the radio, to raise local awareness. Information was conveyed on health protocols and how to put prevention measures into practice. In some fish markets, hand-washing stations were provided to facilitate good hygiene.

The sustainable food system framework

The various assessments and activities conducted have provided a deeper understanding of food systems drivers in target countries, as well as in the region more broadly. Food systems are sustainable when they provide food security and nutrition for all, in such a way that the economic, social and environmental bases to guarantee food security and nutrition for future generations are not compromised (HLPE, 2017). Food systems are constituted by three elements: food supply chains, the activities from food production to consumption, including production, storage, distribution, processing, packaging, retailing and marketing; food environments, or the physical, economic, political and sociocultural context in which consumers engage with the food system to acquire, prepare and consume food; and consumer behaviour, which is related to choices made by consumers, at household or individual levels, on what food to acquire, store, prepare and eat, and on the allocation of food within the household (including gender repartition and feeding of children) (HLPE, 2017). The image below is an adapted version of the Sustainable Food Systems Framework (HLPE, 2020), depicting examples of the connections between food system components and project assessments and activities. Results from assessments will help shape interventions in the extended Flexible Multi-Partner Mechanism (FMM) to achieve the intended impact and objective.
Fisheries resources are one of the main pillars of Ghana’s national economy, contributing significantly to its socio-economic development. The fisheries sector generates over USD 1 billion in revenue each year and accounts for approximately 4.5 percent of its gross domestic product (GDP) (Ministry of Fisheries and Aquaculture Development, 2016).

Fisheries provides economic livelihoods for many people, employing an estimated 10 percent of the population (Ministry of Fisheries and Aquaculture Development, 2016). Fishing activities are mostly done by men, especially in the marine subsector, while women participate in processing and post-harvest activities. Women play an important role in financing fishing businesses and fishing trips, as well as fishing on Lake Volta, and distributing and marketing fish and processing.

FAO official statistics show that fish accounts for 54 percent of the animal protein intake for Ghanaians (however, Hasselberg et al. found evidence up to 80 percent), and per capita consumption is 25 kg per year (FAO, 2019; Hasselberg et al., 2020).

National inception and technical workshop

The Ghana national inception and technical workshop was attended by representatives of government ministries, research organizations, and SSF value chain actors from the six project target regions and local NGOs. The objective was to present an overview of the project and to highlight key planned activities. The results of the baseline survey and of the mapping of women’s organizations exercise were also presented and validated, with key recommendations agreed to inform future activities of the project in Ghana. The inception workshop was followed by a technical working session.

Peer-to-peer knowledge exchanges for fishworkers and their organizations

Stakeholders in the inception workshop noted that the use of post-harvest group facilities and improved ovens is low. Therefore, a peer-to-peer exchange was organized for 22 fishworkers from the ten project communities and 11 technical officers of the Dzemeni Community Fish Processing Facility, for a learning on the benefits of working as a group and of the use of improved ovens such as the FAO-Thiaroye Fish Processing Technique (FTT) and modern facilities for fish processing.

Fish Processors in Dzemeni lost their communal processing area to flooding of the Volta basin in 2012. FAO, under the project “Support to Fisheries Value Chain in Dzemeni”, assisted these women by building a modern facility fitted with FTT ovens to empower them to have access to markets beyond Ghana. The facility has functional areas for cleaning, processing, cooling, packaging and stores and offices. There are changing rooms and toilet. The women were empowered to oversee the use and management of the facility. Their facility has become a successful model for a group managed facility as similar structures built in the country were not in use.
Malawi

In Malawi, the fisheries value chain industry was estimated to generate USD 454 million, or 7.2 percent of the country’s GDP, in 2017 (Torell et al., 2020). Fish is the main source of protein for Malawians. The sector employs almost 63 000 fishers directly and over 500 000 people indirectly; the latter are involved in fish processing, fish marketing, boat building and engine repair. The fisheries sector comprises two subsectors: (i) capture fisheries, which is dominant; and (ii) aquaculture, which is relatively smaller (Department of Fisheries, 2019).

Women play a crucial role in processing and marketing fish, with one survey showing that 70 percent of fish traders and processors are women. Women own gear; however, they often employ men to do the fishing, while they manage from the shore. Women take part in fishing, although usually in rivers or flood plains, with hook and line, traps, or small nets. There is great potential for increasing the participation of women in small-scale fishing as gear owners (FAO, 2020).

Project inception workshop and launch of the implementation of the SSF Guidelines

The national project inception workshop in Malawi was followed by the launch of the implementation of the SSF Guidelines by the Department of Fisheries. The workshop discussed the development of a National Plan of Action (NPOA-SSF) to guide the implementation of the SSF Guidelines in the country.

Post-harvest fisheries groups trainings

Small-scale fisheries groups from the three project districts (Karonga, Mangochi and Salima) participated in trainings on business development, leadership, group dynamics, gender in fisheries and hygiene and sanitation.

Development of an HIV/AIDS and gender strategy in Malawi

As gender inequality remains a crucial issue in the fisheries sector in Malawi, support to the Malawi Ministry of Fisheries to develop a new HIV/AIDS and gender strategy was provided by the project, in cooperation with the Government of Malawi. Project activities focused on the review of the existing strategy, to identify gaps and data collection and analysis. This review informed the development of the new strategy, which is envisaged to be introduced in 2022 under the Flexible Multi-Partner Mechanism (FMM).

States should establish policies and legislation to realize gender equality and, as appropriate, adapt legislation, policies and measures that are not compatible with gender equality, taking into account social, economic and cultural aspects. States should be at the forefront of implementing actions for achieving gender equality by, inter alia, recruiting both men and women as extension staff and ensuring that both men and women have equal access to extension and technical services, including legal support, related to fisheries.

SSF Guidelines, Paragraph 8.3
Sierra Leone

Small-scale fisheries account for about 12 percent of the country’s GDP and are the most important economic activity along the coastline of Sierra Leone (Government of Sierra Leone, 2019). Such fisheries are a significant source of employment and are characterized by diverse fishing vessels and gears in operation, making fishing the major activity in the coastal districts (Mawundu, 2011). Small-scale fisheries account for more than 50 percent of animal protein consumption in Sierra Leone (FAO, 2020b).

Over 500,000 people are directly or indirectly employed in the fisheries sector (Government of Sierra Leone, 2019). Women play a prominent role in SSF, especially in the post-harvest subsector, through processing and marketing. Their roles include gutting, cleaning, fish smoking, marketing, distribution and hand-fishing with scoop nets, pots, and traps. However, women are poorly represented and seldom included in decision-making regarding fisheries and resource management (FAO, 2020).

Strengthening the capacity of small-scale fisheries’ women organizations through training

Key constraints in Sierra Leone that were identified during project inception were poor handling of the fresh fish at sea and at landing sites, as well as high post-harvest losses. Thus, a training on post-harvest quality management of fish and fishery products was organized for over 125 SSF actors, 80 percent of whom were women. The training focused on promoting basic hygiene practices for fish processing and handling, which include placing fish on tarpaulins for sun-drying instead of the bare ground, using clean water to clean the fish, cleaning fish smoking ovens and their surroundings, cleaning beaches and ensuring proper disposal of waste products. Fishers were also sensitized to and trained on sustainable fisheries management practices.

Women-to-women experience sharing

Members of fishing communities from five coastal districts (Kambia, Port Loko, Moyamba, Bonthe, and Pujhum) participated in a women-to-women experience-sharing session organized by the Tombo fishing community. In this session, participants shared experiences and knowledge on fish handling and preservation and processing technologies and techniques. The project also provided complementary business support to the women’s cooperatives, as well as support to strengthening the capacity of women in fisheries organizations.

All parties should avoid post-harvest losses and waste and seek ways to create value addition, building also on existing traditional and local cost-efficient technologies, local innovations and culturally appropriate technology transfers. Environmentally sustainable practices within an ecosystem approach should be promoted, deterring, for example, waste of inputs (water, fuelwood, etc.) in small-scale fish handling and processing.

SSF Guidelines, paragraph 7.5
Fish is one of the priority commodities in Uganda’s agricultural sector strategic plan (MAAIF, 2016-2020). The fisheries sector accounted for 1.6 percent of Uganda’s GDP in 2016 (UNEP, 2020). Uganda’s fisheries are a major source of food and are crucial to livelihoods and local economies, as well as being an important export.

It is estimated that between 1 and 1.5 million Ugandans work directly in capture fisheries, with another 5,000 people engaged in the industrial processing fisheries sector (UNEP, 2020). Many women and youth depend on the SSF post-harvest subsector for their livelihoods (FAO, 2020). Fish provides 31 percent of dietary animal protein in the country; however, annual per capita fish consumption is relatively low, at 1.3 kg (FAO, 2019).

Linking local women’s organizations to the national platform

In line with the SSF Guidelines (Paragraph 7.4), eight women’s organizations were registered with the Uganda National Women in Fisheries Organization (UNWFO). UNWFO is a national non-state actor platform that gathers organizations involved in all stages of the SSF and aquaculture value chains in the country. The registration of the eight women groups to UNWFO give them access to training in financial literacy, value addition and market linkages. Since these eight groups entered UNWFO, their members have participated in exchange visits to familiarize themselves with new technologies and good practices relevant to their livelihoods. In addition, their affiliation to UNWFO will allow them to participate in an upcoming capacity development programme by Pride Microfinance, a partner organization of UNWFO.

The SSF Guidelines establish that States and development partners should recognize the traditional forms of associations of fishers and fish workers and promote their adequate organizational and capacity development in all stages of the value chain in order to enhance their income and livelihood security in accordance with national legislation. Accordingly, there should be support for the setting up and the development of cooperatives, professional organizations of the small-scale fisheries sector and other organizational structures, as well as marketing mechanisms, e.g. auctions, as appropriate.

SSF Guidelines, Paragraph 7.4.

“In Uganda, access to assets and technology has positively impacted the work of women in the small-scale fisheries segment. The introduction of fish drying hacks, for example, has contributed to reduce their vulnerabilities in this sector, since it is possible to dry fish even during raining season. We have seen a 16 percent increase in production, which means an increase in profit and consequently in women’s household income”.

- Margaret Nakato

Exchange visit between women’s groups to share good practices

To raise awareness of post-harvest good practices among project beneficiaries, site visits to two landing sites (Kiyindi and Buikwe) were organized to showcase: (i) the use of drying racks to produce clean silverfish for human consumption; (ii) the use of perforated plastic containers (jerrycans) for fresh fish handling; (iii) the use of an alternative smoking kiln technology to process Nile perch; (iv) the use of solar dryer for silverfish; and (v) access to financial services.
United Republic of Tanzania

In the United Republic of Tanzania, the fisheries sector is among the important economic subsectors of the economy. The sector provides substantial employment, income, livelihood, foreign earnings and revenue to the country. More than 4 million people are engaged in fisheries and fisheries-related activities, while more than 400,000 fisheries operators are directly employed in the sector. In 2009, the fisheries sector contributed 1.3 percent to GDP (Ministry of Livestock and Fisheries Development, 2010).

The fisheries sector holds a great deal of economic and social significance in the country, because it is an important source of animal protein (24.4% of dietary animal protein; FAO, 2019). Small-scale fisheries account for about 95% of total fish production and are characterized by the use of canoes propelled by paddle, sail or outboard engines; they make short fishing trips, and are multigear and seasonal.

In the United Republic of Tanzania, women’s roles in fisheries are exemplified in a range of activities in the pre-harvest, harvest and post-harvest subsectors. Indeed, women are involved in gleaning fish, net mending and gear preparation, fishing from shore in shallow water or on boats, sorting fish catches, fish processing, and marketing and trading (FAO, 2020).

Establishment of a Gender Desk at the Ministry of Livestock and Fisheries

To ensure that women participate meaningfully in decision-making processes at different policy and management levels, a Gender Desk was established at the Ministry of Livestock and Fisheries to ensure that the gender component in policies, laws and regulations is implemented. A two-day training for the Gender Desk staff was organized in April 2021. As part of its responsibilities, the body will focus on gender issues in fisheries, and ensure that a gender component is included in all projects and programmes relating to the fisheries sector.

Launching of the Lake zone chapter of the Tanzanian Women Fish Workers Association

In June 2021, the Lake Victoria (Lake zone) chapter was launched, in a consultative workshop. Local network structures at the district level will provide a forum where women can engage in knowledge-sharing. This will foster their socio-economic empowerment and enable them to take more active roles in the management and development of resources for improved livelihoods and food security. Women in fish processing are keen to add value to the products by adopting best processing practices. The photos below show women processors at Kayenze, Mwanza, Lake Victoria, drying dagaa (Rastrineobola argentea) on raised racks to improve quality and minimize loses.

Launching of the National Plan of Action for the implementation of the SSF Guidelines

After an extensive consultative process coordinated by a ministry-led multi-stakeholder National Task Team, a comprehensive NPOA-SSF was launched in March 2021. The launch event involved 120 participants drawn from central and local government; fisheries research institutions and academia; fishers and fishworkers’ organizations, such as the Tanzania Women Fish Workers Association (TAWFA) and Beach Management Units (BMUs); intergovernmental organizations such as the Lake Tanganyika Authority (LTA) and Lake Victoria Fisheries Organization (LVFO); as well as international and national NGOs. The workshop called upon all stakeholders, in their respective capacities, to cooperate and play a role in implementing the NPOA-SSF; identify NPOA-SSF activities and align them with their annual workplans and budgets; mobilize resources for the implementation of the NPOA-SSF; and support monitoring and evaluation of the NPOA-SSF implementation process.
References


Another step forward

A subprogramme of the FMM, on “Implementing the Small-Scale Fisheries Guidelines for gender-equitable and climate-resilient food systems and livelihoods”, was designed as a continuation and expansion of the activities of the “Empowering women in small-scale fisheries for sustainable food systems” initiative. This subprogramme has been implemented by FAO since mid-2020 and has been initially envisaged to continue until the end of 2023.

The subprogramme has expanded to more countries in sub-Saharan Africa and Asia, including Indonesia, Madagascar, Namibia and the Philippines, in addition to the initial project countries of Ghana, Malawi, Sierra Leone, Uganda and the United Republic of Tanzania. This subprogramme continues to focus particularly on women in the post-harvest sector. However, it also supports implementation of the SSF Guidelines more broadly, taking into consideration the lessons learned and the positive results obtained by this project.

The subprogramme includes activities at the local and national levels. However, it also features efforts at the regional and global levels intended to share learnings and experiences across countries and regions. This serves as a strategy to enhance knowledge and the adoption of good practices, which will be promoted and/or developed by the subprogramme. It also aims to support regional institutional structures at both government- and SSF actor-level, with a view to promote their engagement in sustainable food systems, and thereby creating nutritional benefits and improving gender equality more broadly.