

A Summary of the BCC Gender Situational Analysis

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1. Introduction and rationale for the Situational Analysis

This summary is an extraction from a larger situational analysis report conducted by The Gender Research Alliance in 2019, to support the Benguela Current Convention (BCC) in gender mainstreaming their projects. The Gender Situational Analysis was the starting point of a BCC 4 step process to ensure that the gender dimensions are recognised and addressed in their work. The objective of the 4 steps is to systematically build BCC's frameworks, approaches, and human capacity to better promote gender equality in ocean governance.

The world's oceans have been divided into 66 Large Marine Ecosystems (LMEs). These are defined as near coastal areas where primary productivity is generally higher than in open ocean areas. The Benguela Current Large Marine Ecosystem (BCLME) stretches northwards from South Africa, along Namibia's entire coastline, into Angola.

The BCLME is vulnerable to degradation from human activities such as (over) fishing, marine transport, mining and exploration, marine and land-based pollution as well as the impact of climate change. To address

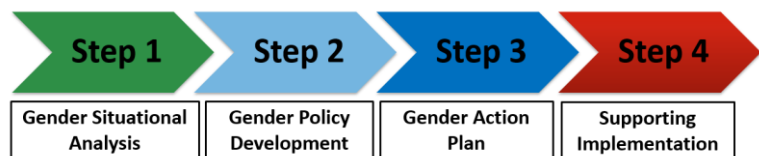
these issues, the governments of Angola, Namibia, and South Africa established an intergovernmental cooperative structure and approach to improve management of the BCLME, namely the transboundary Benguela Current Convention (BCC).

The BCC promotes a coordinated regional approach to long term sustainability for the BCLME, safeguarding a valuable ecosystem to realise the benefits horizontal and vertical segregation of roles gender to the economy and society. Roles and responsibilities in the ocean sector tend to be both horizontally and vertically segregated based on gender norms where women tend to carry out the lower paid and lower status activities (vertical segregation) and women/men confined to particular jobs or roles (horizontal segregation).

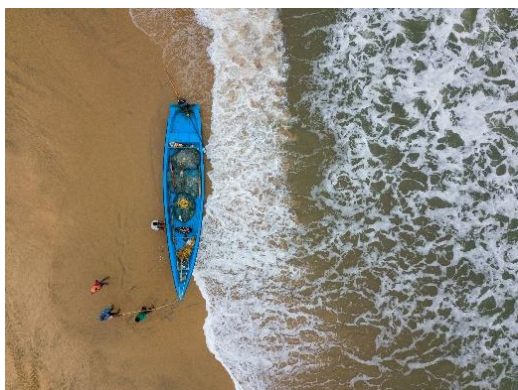
The BCC recognises the need to ensure that the rights of men and women and their different knowledge, needs, roles, and interests are recognised and addressed in the BCC's work – thereby ensuring that all (men and women) can conserve, and benefit from, this valuable resource.

The situational analysis provided the BCC and the BCLME III project with analysis to:

- Identify gender inequalities and identify strategies to advance gender-based empowerment within the context of the BCC Strategic Action Programme (SAP).
- Promote equal opportunity for participation and decision-making within the BCC governance frameworks by strengthening gender mainstreaming capacity of the BCC structures.



2. Methodology and objectives of the BCC gender situational analysis



The gender situational analysis research followed a mixed methods approach using primary and secondary data, involving qualitative and quantitative research. An overarching research matrix was developed by combining and rationalising several gender frameworks and applying them to research questions. These looked at capacities of BCC structures to improve gender mainstreaming in all operations and the four programme components of the BCLME III project. The analysis and recommendations consider the four BCC focus sectors (fisheries, maritime transport, mines and energy, and environment

(including tourism)) in three BCC countries: Angola, Namibia and South Africa. Table 1 outlines the research process.

Table 1: Research methodology

	<p>Reviewing over 80 secondary data sources including national situational reports, normative frameworks, available statistics, BCC reports and governance framework documents, and international and BCC geographically focused documents on ocean governance. Data from all the sources mentioned was reviewed and consolidated under pre identified analysis areas and used to answer research questions.</p>
	<p>94 completed online surveys: The majority worked in ocean governance realm (With focus on the following economic sectors: sector one: fisheries, sector two: oil and gas, sector three: coastal and marine mining, sector four: tourism, sector five: marine transport, sector six: coastal development and associated activities) and were part of the BCC's official governance structure (54% women/46% men). The survey was administered in Angola, Namibia and South Africa. The aim of the survey was to increase the sample frame of the research and to improve the validity and depth of the research. The survey used 15 simplified research questions, branched to target gender policy and action plan questions to BCC secretariat and signatories.</p>
	<p>60 Interviews and focus groups: Data was collected by 60 telephonic, face-to-face interviews, and stakeholder focus groups (22 men and 38 women). These interviews consisted of 20 people from the BCC secretariat and partner ministries in Angola, Namibia and South Africa with the remainder from other ocean governance stakeholders (for example, private sector stakeholders, cooperatives and member-based associations, community organisations and academia).</p>
	<p>4 Workshops 4 national workshops in Angola, Namibia (X2), and South Africa were to be held through May–October 2019 to interrogate and verify the situational analysis results and to support the development of a resulting gender policy and action plan for the BCC. The workshops comprised 66 representatives from partner ministries and other national stakeholders in ocean management, including those from the BCLME III demonstration projects (13 men and 53 women).</p>

3. Situational Analysis Findings: BCC and ocean governance

Gender roles and responsibilities

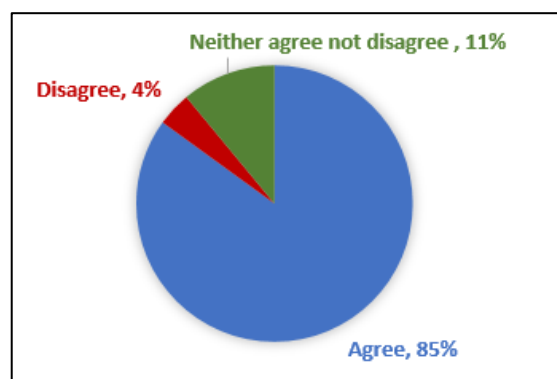
There is evidence that men and women play equal, but different, roles in managing marine ecosystems; however, women are frequently overlooked in the development of value chains, governance, decision-making,



and benefits from the system. This is due to the socio-economic status of women as compared to men in communities. This gender bias is sometimes compounded by indirect direct gender discrimination found in, for example, government ministries, and sectoral representation organisations that develop and regulate marine environments. In the BCC member countries, women's and men's roles in ocean governance are strongly influenced by gender norms, roles, and responsibilities.

Political will for gender equality in ocean governance

Figure 1: Importance of gender mainstreaming in effective ocean governance



All the BCC member countries are signatories to international, regional, and national frameworks in promoting gender equality. There is a strong political commitment to the promotion of gender equality in each BCC signatory country and 85% of respondents from the situational analysis survey agree it is important for effective ocean governance. However, over 50 percent of BCC national stakeholders surveyed for the gender analysis suggest they either do not have a written gender policy strategy in place or they do not know if they have either a policy or strategy.

Institutional knowledge and research

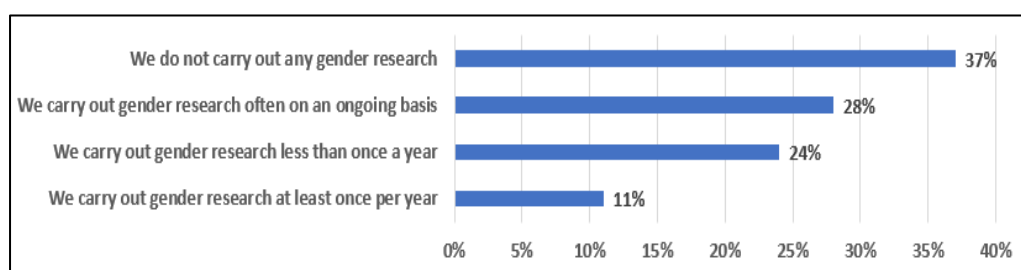
There is a 'gender gap' in up-to-date institutional knowledge on gender in ocean governance. Data that identifies men's and women's different roles, responsibilities in ocean governance and the impact thereof is scarce. In addition, there has traditionally been a scientific approach to research and development in the sustainable management of oceans and coastlines, and often research documents reflect this approach. This has meant that research has, in the past, not addressed the interaction between society and the environment, for example by using an ecosystem approach for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way.

"Human and social principles are considered soft issues. Scientific approaches are the ones most valued by the stakeholders." (Source BCC informant)

During the situational analysis, 63% of survey respondents (from BCC secretariat, leadership and national stakeholders) suggest that they carry out gender research often or at least once a year. However, this finding is not strongly reinforced by the availability of gender-based research or sex-disaggregated data available from BCC stakeholders. This means that environmental decision-making may not consider the differences between and among men, women, boys and girls in terms of their relative distribution of resources, opportunities, constraints, and power – thus maintaining the status quo, or even embedding harmful gender norms further. For example, by programmes or policies that increase the time burdens of women who are already time poor because of their multiple roles, or programmes that accrue benefits unequally because of women’s lack of ownership or control of income from productive resources.



Figure 2: Level of knowledge about gender issues in ocean governance



Opportunities for BCC in increasing gender equality

These situational analysis findings point to an opportunity for the BCC and their signatory countries to develop capacity in gender mainstreaming towards the goal of more effective ocean governance. The following action items were identified based on the research and analysis:

- Build capacity for gender mainstreaming¹ by improving the skills, knowledge, and practical tools to analyse and apply gender mainstreaming or gender specific initiatives in the BCC thematic areas.
- Implement gender mainstreaming and gender specific programming to ensure that gender responsive approaches are part of BCC operations and programmes/projects.
- Activate partnerships and participation that promotes understanding, outreach, and better reflects men and women in BCC activities.
- Design and implement mechanisms (tools and methodologies) for managing gender mainstreaming in the BCC.

4. Situational Analysis Findings: The situation in member countries

In addition to the regional findings, the report details a number of country specific findings as well. It shows there are challenges in relating and applying national gender policies to ocean governance (see Table 2 for a sample of national gender commitments). Common observations were that challenges lie in access to

¹ The Global Environment Fund (GEF) defines gender mainstreaming as being deliberate in giving visibility and support to both women's and men's contributions individually, rather than assuming that both groups will benefit equally from gender-neutral development interventions.

technical know-how in consistent gender responsive planning and analysis, the human resources to champion gender mainstreaming issues, and lack of financial resources to ensure equitable implementation and outcomes of initiatives.

Table 2: National commitments to promoting gender equality in BCC signatory countries.

Angola	Namibia	South Africa
<ul style="list-style-type: none"> Promote equal opportunities for men and women, with the recognition and appreciation of the role of women in all fields of society – political, economic, business, labour, personal and family life – through gathering information and supporting communities in addressing gender discrimination. To ensure more significantly the empowerment of young women and women’s rural development by strengthening their professional qualifications. 	<ul style="list-style-type: none"> By 2022, Namibian women are empowered and free from gender-based violence. Ensure financial inclusion for women in MSME, especially in agri-business, blue economy, and extractive industries. Enact laws protecting the rights of women and children that are in line with international standards. Training local people and empowering them with skills, with particular attention to educating and skilling women in communities. 	<ul style="list-style-type: none"> Public employment programmes with a specific focus on youth and women. Transformation of the economy should involve the active participation and empowerment of women. The role of women as leaders in all sectors of society should be actively supported. Social, cultural, religious, and educational barriers to women entering the job market should be addressed. Concrete measures should be put in place and the results should be evaluated over time. Security of tenure should be created for communal farmers, especially women.

It is problematic to generalise about the different situation of men and women in the BCLME across the BCC signatory countries. National variances in social, economic and governance factors mean the situation in each country is unique. However, when the BCC and their stakeholders were asked about typical gender issues in ocean governance covering policies and programmes, economic opportunities, implementation of policy and programmes, and leadership in organisations, the situational analysis reveals that people agree that women face more challenges than men in accessing sustainable economic opportunities.

Member countries’ gender norms

There are deeply entrenched sets of norms, behaviours, and roles associated with men’s and women’s roles in the ocean’s economy, particularly in fisheries and mining. Both mining and fishing are perceived to be dangerous, ‘masculine’ sectors that require strength entailing high levels of physical risk. In the main, what are considered ‘male’ and ‘female’ roles tend to be disaggregated by ‘sea-based activities’ and ‘shore/land-based activities’. For example, sea fishing (men) vs inter-tidal harvesting (women) or tourist boat whale watching



(men) vs provision of accommodation (women). This perspective is changing in some marine sectors, for example over 50% of people working in ocean sciences in Angola are women (<https://en.unesco.org/gosr>).

A stronger representation of women in travel and tourism (relative to other areas of ocean economy) is due to the sector's unique characteristics. The tourism sector is a substantial and growing source of employment and entrepreneurship for women (and men) in the BCC signatory countries. As an example, in 2017 South Africa estimated that four out of every ten employees working in the tourism sector are female.

In all three countries, women fishers and coastal community groups are active in promoting equitable approaches to artisanal fishing such as Action for Rural Development and Environment (ADRA) and African Women in Maritime (WIM Africa) of the International Maritime Organization. Despite these organisational and programme efforts in support of women in the blue economy, generally it does not seem well organised across the BCC region and tends to be very localised, resulting in limited voice or capacity to influence national policies in ocean governance.

Although roles and responsibilities in ocean economy have slowly been changing over time, there are still gender-based barriers preventing women (and disadvantaged men such as men with disabilities and men of colour) from playing an active role in ocean governance. The BCC is in a unique position to demonstrate the value of promoting gender equality in ocean governance, not only in the three member countries, but also regionally and globally, demonstrating good practices for other LMEs.



“The BCC recognises the necessity of ensuring that the rights, different knowledge, needs, roles, and interests of men and women are understood and addressed in the BCC’s work, and that all can contribute and benefit from valuable ocean and coastline resources” BCC Gender Policy (2019).



For more information on the process and methodology documents for this process please contact :
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