

FINAL REPORT

**INTEGRATING A GENDER PERSPECTIVE
IN CBCRM APPROACHES**

A review of experiences and best practices of Oxfam Novib partners in
Southeast Asia and other efforts from world wide

By

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ACRONYMS AND ABBREVIATIONS

ADB	Asian Development Bank
ADP	Aquaculture Development Program
AFMA	Agriculture and Fisheries Modernization Act
AIDS	Acquired Immune Deficiency Syndrome
ANR	Agriculture and Natural Resources
APEC	Asia Pacific Economic Community
AT	appropriate technology
AVAWC	Anti-Violence against Women and their Children
BBC	Bantay Banay Council
BFAR	Bureau of Fisheries and Aquatic Resources
BIMP-EAGA	The Brunei Darussalam-Indonesia-Malaysia-Philippines East ASEAN Growth Area
BMC	Beel Management Committees
BRAC	Building Resources Across Communities
CAGES	Cage Aquaculture for Greater Economic Security
CASCO	Center for Advancement and Strengthening of Community Property Rights
CBCRM	community-based coastal resources management
CBET	community-based eco-tourism
CBFM	Community-based Fisheries Management
CBFMA	Community-Based Forest Management Agreement
CBO	community-based organisation
CCPR	International Covenant on Civil and Property Rights
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CERD	Center for Empowerment and Resource Development
CESCR	Committee on Economic, Social and Cultural Rights
CF	community fisheries
CFM	community fisheries management
CHP	Community Health Post
CIFT	Central Institute of Fisheries Technology
CIRDAP	Centre on Integrated Rural Development for Asia and the Pacific
CRM	coastal resources management
DANIDA	The Danish International Development Agency
DBREMO	Danao Bay Resource Management Organization
DFID	Department for International Development
DOF	Department of Fisheries
DSWD	Department of Social Welfare and Development
EEZ	Exclusive Economic Zone
ELAC	Environmental Legal Assistance Center
ESCAP	Economic and Social Commission for Asia and the Pacific
EU	European Union
EVAW	Eliminating Violence against Women
FACT	Fisheries Action Coalition Team
FAO	Food and Agriculture Organization of the UN
FAORAP	FAO Regional Office for Asia and the Pacific
FARMC	Fisheries and Resource Management Council
FDP	Fisheries Development Programme
FFP	Fourth Fisheries Programme
FFS	Farmer Field School
FIRMED	Fishery Integrated Resource Management for Economic Development
GAD	Gender and Development

GDP	Gross Domestic Product
GM	gender mainstreaming
GNA	Gender Needs Assessment
GOLDA	Greater Opportunities for Local Development through Aquaculture
GOP	Government of Philippines
GSG	gender support group
GST	Gender Sensitivity Training
HDR	Human Development Report
HIV	Human Immunodeficiency Virus
ICLARM	International Center for Living Aquatic Resources Management
ICRM	Integrated Coastal Resources Management
ICSF	International Collective in Support of Fishworkers
IDRC	The International Development Research Centre
IEC	information-education campaign
IFAD	International Fund for Agricultural Development
IGP	income generating project
IIMC	Inter-Island Management Council
ILO	International Labour Organization
IMA	International Marinelifelife Alliance
IMT-GT	Indonesia-Malaysia-Thailand Growth Triangle
INTERFISH	Integrated Rice and Fish
IPL	Department of Planning and Community Studies
IUCN	The International Union for Conservation of Nature
IUU	illegal, unregulated and unreported
KEN	Kumpulan Ekonomi Nelayan
KM	Kilusang Mangingisda
KSMTF	Kerala State Matsya Thozhilali Federation
KVINNFORSK	Centre for Women and Gender Research
LAFFCOD	Lanao Aquatic and Marine Fisheries Center for Community Development
Lao PDR	Lao People's Democratic Republic
LDPW	Leadership Development Programme for Women
LGC	Local Government Code
LGU	local government unit
LIC	Life Insurance Corporation of India
LIFE	Locally Intensified Farming Enterprises
LMG	lake management group
LUMOT	Ladies in Unity with Men Onward to Development
LUMOTDEV	Ladies in Unity with Men Onward to Development
MAFF	Ministry of Agriculture Forestry and Fisheries
MC	management committee
MCD	Centre for Marinelifelife Conservation and Community Development
MCS	monitoring, control and surveillance
MDG	Millennium Development Goals
MFO	Municipal Fishery Ordinance
MPA	marine protected area
NABARD	National Bank for Agriculture and Rural Development
NAFO	National Fisheries Sector Overview
NAMAHIN	Alliance of Fisherfolk Organizations in Hinatuan
NFARMC	National Fisheries and Aquatic Resources Management. Council
NFR	NGOs for Fisheries Reforms
NFR-TFWF	NFR Task Force Women in Fisheries
NGO	non-governmental organization
NOPEST	New Options for Pest Management
NSO	National Statistics Office
OGB	Oxfam Great Britain
OLSFP	Oxbow Lakes Small-Scale Fishermen Project

ON	Oxfam Novib
PFG	pond farming group
PLA	Participatory Learning in Action
PMEP	Participatory Monitoring, Evaluation and Planning
PO	peoples' organizations
PRA	Participatory Rural Appraisal
RLEP	Rural Livelihood Evaluation Partnership
RMC	Resource Management Cooperative
ROSTSEA	UNESCO Regional. Office for Science and Technology for Southeast. Asia
SAMMACA	Samahan ng Maliit na Mangingisda sa Calatagan
SARM	Sustainable Aquatic Resources Management
SCAD	Sustainable Coastal Area Development
SEAFDEC	Southeast Asian Fisheries Development Centre
SEWA	Self Employed Women's Association
SFLP	Sustainable Fisheries Livelihoods Programme
SHG	Self Help Group
SIDA	Swedish International Development Cooperation Agency
SIFFS	Federation of South Indian Fishermen's Societies
SIKAT	Sentro sa Ikauunlad ng Katutubong Agham at Teknolohiya
SNVF	Federation Stree Niketh Vanitha
SOFIA	The State of World Fisheries and Aquaculture
SOS	Speak-out Sessions
SU/TCDC	Special Unit for Technical Cooperation among Developing Countries
TCCP	Tariff and Customs Code of the Philippines
TDC	Tambuyog Development Center
TDFP	Trivandrum District Fishermen's Federation
TF-WESD	Task Force Women, Environment and Sustainable Development
TOWA	Tomaligues Women's Association
UN	United Nations
UNDP	United Nations Development Programme
UNDRIP	UN Declaration on the Rights of Indigenous Peoples
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Emergency Fund
UNIFEM	United Nations Development Fund for Women
VAW	violence against women
VAWC	violence against women and children
VMG	Vision, Mission and Goals
VSO	Voluntary Service Overseas
WEP	Women's Empowerment Programme
WID	Women in Development
WMA	women-managed areas
WRI	World Resources Institute
WWF	World Wildlife Fund

Executive Summary

1. The aim of this report is to provide Oxfam Novib and its partners engaged in Community-based Coastal Resource Management (CBCRM) in the Southeast Asia region, with insights on integrating a gender perspective in the practice of CBCRM. The report provides an analysis of gender relations prevailing in coastal communities in Southeast Asia and the key gender issues in coastal resources management. It outlines successful strategies and experiences of gender integration in approaches and actions in coastal resources management.
2. Fisheries is an important sector in Southeast Asia, with Indonesia, Thailand, Viet Nam, Philippines and Malaysia among the top 20 countries in terms of total fish production. The population dependent on fisheries is also large, with as many as 88 per cent of the 41.4 million fishers and fish farmers recorded in Asia, with a vast majority being small-scale and artisanal. More than 100 million people are estimated to be involved in fisheries-related occupations in Asia. The actual number, in all likelihood, is much higher. The sector makes important contributions to national and local economies, and as importantly, to food security. Fisheries in the region, as in regions where it is a traditional activity, is associated with unique cultural identities, knowledge systems, and institutions.
3. However, there are various threats facing the sector and people in the sector, with implications for both the sustainability of fisheries resources and the livelihoods of fishing communities. These include growing pressure on coastal resources and habitats; pressures of overfishing; and threats due to trade liberalization and export-oriented aquaculture. Coastal zones are thus also sites of extreme poverty due to inequitable access to resources, systematic negligence of small-scale fisheries by governments and the absence of effective resources management and governance in the region.
4. Against this backdrop, there is growing acknowledgement, including by governments, of the limitations of centralized management systems, and an appreciation of the potential of co-management and decentralization processes, in particular community-based coastal resources management (CBCRM). CBCRM approaches, initiated first in the Philippines, have since been adopted in several other countries of the region, including Viet Nam, Cambodia and Indonesia. The unique social, political and cultural factors are contributing to the way CBCRM approaches are unfolding in these different contexts.
5. In general, there appears to be a commitment to co-management and decentralization processes, to a greater or lesser extent, by States across the region. Some States, such as the Philippines, Cambodia and Indonesia, have taken steps to put in place an enabling legal and policy framework to support co-management and decentralization processes.
6. However, while there are some concrete examples or success stories, these remain largely confined to donor-supported pilot projects. Co-management in the region is not yet anchored in national policy and most projects are supported by donor funding rather than from direct government funding. At the same time, community organizations in the region consider that there is yet a long way to go for them, and particularly for women in the communities, to be equal partners in the actual management process. They also point to inadequate support to, and recognition of, community-led management initiatives. Examples of elite capture of co-management and decentralization processes have also been documented, highlighting the need for strong people's organization, founded on principles of equity, including gender equity. The need for giving a boost to genuine co-management and CBCRM processes, and to integrating a gender perspective in them, cannot be overemphasized.

7. Small-scale fisheries in the region is, in general, an activity that involves the entire household and community. There continues to be a gender-based division of labour, varying though by culture and location, with men primarily engaged in fishing, and women taking responsibility for shore-based work related to production and reproduction, including processing and selling fish, harvesting aquatic resources for subsistence needs and taking care of the family. Unfortunately, however, reliable gender-disaggregated data for aquatic resource use and employment in fisheries is lacking, and women's roles are considered marginal, particularly by policy-makers.
8. Available information on women's roles in fisheries and fisheries communities points to the critical roles that women play in the sector, in particular, as workers within the fisheries, as workers in processing plants, as workers outside the fisheries, as those responsible for the family and community, and as members of community organizations and fishworker movements. However, women's work continues to be seen as an extension of the domestic space, and is attributed little social value or status. Fishermen are seen as the main economic providers and decision-makers, linked to the patriarchal conception of 'work' that attaches little or no value to 'reproductive' work, while regarding only paid work undertaken for the market as 'productive' work. Generally, men continue to control access to resources, income, property and decision making, and gender relations, in general, are highly skewed .
9. The lack of recognition of women's roles and interests has meant the adoption of gender-blind policies and interventions in the sector, with little actual support being extended to women's work . Rather, technological and other developments in fishing, marketing and processing have bypassed women, or have discriminated against them, often reducing the livelihood and economic spaces available to women within the sector. Similarly, women often fish and use 'open access' areas such as intertidal areas to fish and coastal spaces for processing fish. However, as much of this work remains invisible, little systematic effort to protect these spaces from destruction and takeover by other competing more powerful users of coastal spaces are made. Not being recognised as stakeholders, women generally are excluded from fisheries and coastal resource management institutions. Women's specific priorities and knowledge therefore generally remained invisible in the planning of conservation activities of fisheries development projects.
10. Women and men take on differential roles in the fisheries, and hence, the knowledge they hold, based on the work they do, is different and complementary. It is important to draw on such differing knowledge systems and to strengthen the links between fisheries management and the post-harvest sector. There is an extremely strong case for ensuring the active participation of women in all aspects of fisheries management, in the interest of gender equity and justice, and in the interests of the sustainability of fisheries resources and the communities that depend on them. A gender perspective is required to ensure that men's and women's specific needs, vulnerabilities and capacities are equally recognized.
11. With an emphasis on empowering poor local resource user groups and an equitable sharing of rights and responsibilities, the CBCRM approach offers the possibility of putting in place genuine participatory and gender-sensitive processes. Integrating a gender perspective in fisheries and coastal resources management would imply looking at the bigger livelihoods picture of fishing communities, and recognizing women's rights as resource users, fishworkers and as community members, and validating their differentiated roles and interests. Approaches should aim at promoting awareness of women's rights and enabling/empowering women towards gaining equality with their male counterparts in terms of participation in decision-making with regards to resource access, use, management and control.

12. CBCRM projects and fisherorganisations have begun to recognize the important roles women play within the fisheries, resource management and within coastal communities and have put in place mechanisms for greater visibility and participation of women. Women are often at the forefront of CBCRM projects. However, a persisting lack of representation and recognition of their participation in co-management bodies and lack of secured access to resources, prevent women from enjoying new opportunities and equal benefits to men.
13. It is important to expand the spaces emerging for CBCRM approaches, especially through pressure from well-organized community groups and women's groups, and drawing on existing positive examples of integrating a gender perspective in CBCRM implementation. It is particularly important to: collect gender-disaggregated data in every specific context and in particular at the level where the daily reality of women's and men's lives is shaped (household, community, workplace, market place, in community organizations, etc.); strengthen fisher' and coastal community organizations, emphasizing women's participation in decision-making processes; and strengthen women's collective bargaining position ("empowerment") by supporting the building of networks, cooperatives, platforms, etc.
14. There is much to learn from the efforts of Oxfam Novib (ON) partners to integrate gender issues in coastal resources management (CRM) programmes, from the review of the experiences of six organizations working with coastal communities in Philippines, Viet Nam and Cambodia. Lessons can also be drawn from a review of experiences in integrating gender in CBCRM, based on the experiences of other organizations working in Bangladesh, India, Philippines, Spain and Senegal, and from the West African region as a whole.
15. In terms of mainstreaming gender at the **organizational level**, implying an organization-wide change at the institutional level itself, the following 'best practices' and key lessons are identified from the review of experiences in this study (Chapter 3 and 4) :
 - (1) A well-articulated institutional mandate to make gender equity and equality the explicit criteria for policymaking and programming.
 - This requires considerable political commitment, in the first place of the management/leadership of the institution,
 - (2) The values of gender equity and equality are reflected in vision statement, policy frameworks, guidelines and procedures,
 - This requires a gender analysis at the institutional, programme and project level.
 - (3) A specialized gender unit or gender focal person are put in place at the managerial and programme level, to ensure that a gender perspective is integrated in the organization's service and programme.
 - In addition institutional policies should contain clear descriptions of the respective roles and responsibilities of all management and staff with regard to integrating gender.
 - (4) Partnership with other organizations which have a long term engagement with local poor women and have gender expertise.
 - In addition there should be well defined responsibility sharing between all partners involved (government, NGOs , communities, researchers/academe, etc) in promoting gender equality.
 - (5) Gender values and policies are translated into gender-responsive organizational processes and systems and into gender-sensitive programme strategies and plans.
 - This requires a thorough contextual analysis (applying a gender lens) as the starting point for strategic planning, a continuous institutional learning process and putting in place effective monitoring mechanisms. In addition

there should be a continuous internalisation of gender issues through participatory processes which include men as well.

- (6) Gender-fair budgets and increasing resources devoted to programmes aimed at empowerment of women; and
 - (7) Building links and partnerships with gender advocates at local, national and international levels, for a continuing search for conceptual clarity of gender frameworks, strategies and tools and also to strengthen advocacy for policy support.
16. In terms of gender mainstreaming at the **programme level**, implying the integration of a gender perspective in the strategies of CBCRM programmes, the following ‘best practices’ and key lessons are identified from the review of experiences in this study (Chapter 3 and 4) :
- (1) Integrating gender in action research and project documentation.
 - This implies practicing a systematic collection of gender disaggregated data and keeping a gender disaggregated database, aimed at analysing gender issues in coastal communities, identifying appropriate strategies to address these issues and assessing the impact of such strategies. Gender sensitive participatory research and monitoring are essential in this.
 - (2) Integrating gender in organization building and strengthening.
 - In particular through inclusion of all community members, both men and women, in the organization and in the project cycle, and addressing the constraints women face to participate and benefit equally. Creating an enabling environment for women to attain positions of leadership within mixed CBCRM organisations is crucial in this.
 - (3) Integrating gender in livelihood development.
 - In particular through the recognition of women’s productive role (in fisheries) and addressing the constraints and needs women face to access sustainable livelihood opportunities (in- and outside fisheries) and improved incomes and working conditions. This implies the need of applying a gender lens to livelihood development interventions and affirmative actions by installing policies and making available sufficient resources that promote women’s economic empowerment and protect women’s space in the small-scale fisheries sector and ensure her equal access to benefits.
 - (4) Integrating gender in coastal resources and/ or fisheries management:
 - In particular through legal recognition of women as stakeholders in resource use, acknowledgement of their access rights and their inclusion in resource management institutions.
 - This implies the need of applying a gender lens to resources and/ or fisheries management and expanding the meaning and scope of ‘coastal resource management’, which should include the near shore and land-based resources that are important to women (including their subsistence activities). Policies and institutional reforms should ensure women’s interests in co-management arrangements. There are several success stories of women-led CBCRM projects which include the participation of men.
 - (5) Strengthening women’s collective bargaining position aimed at social, economic and political empowerment of women of fishing communities.
 - Support to women’s autonomous network building, collective advocacy, knowledge sharing platforms, federation of women’s cooperatives, etc. at local, national and international level, increases women’s opportunity to

strengthen lobbying activities and pool resources to upscale their activities, etc.

17. The review indicates that the collective efforts of ON partners in Southeast Asia have contributed to significant gains, in terms of gender mainstreaming, at both the organizational and programme levels. The review of the efforts of ON partners has also brought to the fore some important issues for further analysis and reflection. These include: defining more clearly the value of women's contributions to fishing communities and the whole fishing industry, including through their work in social reproduction; sharpening what 'gender mainstreaming in CBCRM' means, so that both women's practical and strategic needs are addressed, particularly through participation in decision making, ensuring their property/ use rights to coastal and other resources, increasing women's direct economic gains and their access to economic and other resources, protecting women against violence and discrimination, and so on; transforming gender relations within government and other community institutions; and investing in individual and institutional learning.

CHAPTER 1 INTRODUCTION

This report presents the findings from a study of key gender issues in fisheries and coastal resources management across the Southeast Asian region and a review of efforts in integrating a gender perspective in the practice of Community-based Fisheries or Coastal Resource Management.

The aim of this study is to provide Oxfam Novib and its partners in the East and South East Asia region which are involved in Community-based Coastal Resource Management (CBCRM), with insights and lessons that would contribute to a further thinking on how to move forward with integrating a gender perspective in the practice of CBCRM to respond more effectively to gender imbalances within small-scale fisheries and coastal communities, and to the gender implications of ongoing developments in fisheries and coastal resource use.

Background of the study

For several years, Oxfam Novib has developed a substantial number of partnerships with organisations working with and for coastal communities in the Southeast Asian region, in particular in the Philippines, Cambodia and Viet Nam. For the years 2007–2010, the East and South East Asia bureau of Oxfam Novib has prioritised support to CBCRM programmes in the region. Since gender equity has been identified as an essential cross-cutting theme in all Oxfam Novib activities, efforts have been made to mainstream gender in the present partnerships and programmes. To understand how effective the Gender Mainstreaming efforts by Oxfam Novib partners in their CBCRM programmes are and how to move the work forward, the East and South East Asia bureau of Oxfam Novib has commissioned a study of which the findings are presented in this report.

Objectives of the study

The objectives of the study is to provide Oxfam Novib and its partners in the East and South East Asia region

- with an analysis of gender relations prevailing in coastal communities and of the key gender issues in coastal resources management in the region; and
- with an overview and analysis of successful strategies and experiences of integration of gender in approaches and actions in coastal resources management.

This would assist Oxfam Novib and its partners to translate findings of key lessons and best practices of gender integration into policies and action plans for each respective organization and programme.

Methodology and organization of the study

The study has three components of which the findings are reported in five chapters:

1. Introduction of the study,
2. A study on gender concerns in fisheries and coastal resources management in Southeast Asia, that includes the analytical framework, an analysis of gender relations prevailing in coastal communities and an identification of key gender issues in coastal resources management in the region.
3. A review of the experiences and lessons in the integration of gender in CBCRM of six Oxfam-Novib partners working with coastal communities in Southeast Asia (Philippines, Cambodia and Viet Nam).
4. A review of successful strategies and experiences (“cases”) of integration of gender in community-based fisheries and coastal resources management from development organizations world wide (other than Oxfam Novib partners).

5. Synthesis and conclusions of the study, which also provides an overview of ‘best practices’ and key lessons in the integration of gender in CBCRM, based on the review of experiences in the previous chapters.

Chapter 2, 3 and 4 are written independently from each other. Chapter 5 is the linking chapter, bringing all information together illustrated with samples of cases.

The methodology of the study was a review and analysis of existing literature and secondary data. For Chapter 2 and 4, the research depended on documents of the ICSF Documentation Center and the ICSF Women in Fisheries Bibliography¹, documents made available by Oxfam Novib, researchers private documentation and open sources on the internet. For Chapter 3 the team depended on project reports and documentation of the six Oxfam Novib partners in the Philippines, Cambodia and Viet Nam², made available by Oxfam Novib. Where available, also information from the official websites of the partner organizations was used. To a limited extent, inputs were also derived from informal consultations with relevant project implementers .

The study was assigned to a team of three researchers, all three with a work and research record in small-scale fisheries and coastal resources management and a special knowledge of gender issues. The team consisted of:

1. Ms Cornelie Quist, freelance researcher-consultant socio-economic concerns in coastal resources management, with a special focus on gender issues. She is based in the Netherlands and was responsible for the coordination of the study. She was further co-responsible for Chapter 2 and 4, and chief-responsible for Chapter 5 and 1.
2. Ms Lenore (Tata) Polotan-de la Cruz, faculty member of the College of Social Work and Community Development from the University of the Philippines and researcher of the CBCRM Resource Center, a learning and research network of organizations and individuals working on CBCRM in Southeast Asian countries. She was chief-responsible for Chapter 3.
3. The International Collective in Support of Fishworkers (ICSF), based in India. The ICSF has a unique documentation on Women in Fisheries. The ICSF was co-responsible for Chapter 2 and 4 and the final editing of the report.

The researchers worked independently and were guided by a collectively prepared research outline and work plan. Email was used as medium for communication. No opportunity was made available for the researchers to meet for face to face discussions.

The Programme Officer Food and Income Security of the East and South East Asia bureau of Oxfam Novib, Mr. Henk Peters, supervised the study,.

Limitations of the study

There is very limited information available on small-scale fisheries and coastal communities. Most of the available statistics and literature on small-scale fisheries is limited to the “catch” of fish and what is of commercial importance. Very little information is also available about coastal

¹ <http://dc.icsf.net/icsf2006/jspFiles/doccentre/index.jsp> and <http://wif.icsf.net/icsf2006/jspFiles/wif/bibliography/biblioHome.jsp>

² Philippines: PROCESS-Bohol, Tambuyog Development Center, CASCO and Oxfam Great Britain, Viet Nam: MCD, Cambodia: FACT.

communities, their resource use practices and dependence and their participation in coastal resources management.

Then there is the issue of gender itself. Literature on fisheries and coastal resources management is generally gender-blind or gender-neutral. Information about women's role in small-scale fisheries and gender relations in coastal communities is very scarce in the literature and generally invisible in the statistics. The most common picture in terms of gender that exists in the available literature is one of women and men playing distinct roles with men confined to fishing and women to processing and marketing of the fish. The complex interrelations between men and women as boat owners, processors and sellers, at the same time as wives, husbands, community members and co-workers, which are portrayed in some social science literature, are largely ignored. Information about women's resource dependence, resource use practices and knowledge of the aquatic resources is even more scarce. Information on gender and women's role in small-scale fisheries and coastal resources management exists generally as scattered case studies that offer little scope for generalisations and macro-analysis.

Given this, many of the analyses put forth in Chapter 2 are just propositions: possible areas of concern while looking at the role of women in small-scale fisheries and coastal communities and the integration of gender in approaches and actions in coastal resources management.

The cases summarized in Chapter 3 and 4 of the report narrate experiences, lessons and insights of integrating gender in fisheries and coastal resources management, from different regions and from a wide variety of perspectives of organisations that operate at the macro level, meso or micro level. The information presented is by no means based on a comprehensive or systematic documentation, as this was beyond the opportunities available to the researchers. There also was a wide disparity in the nature and quality of the reports and documents available for the review. This made looking for parallel or standard set of information extremely difficult. In addition, majority of the reports tended to present 'snap-shot' data which are by far inadequate to capture complex and dynamic processes and trends or show actual results or impacts. Finally, it is important to note that there was no opportunity to visit project sites and interact with project implementers and community members. To overcome this limitation, the researchers deliberately attempted to simply capture and highlight what appears to be the distinct contribution/s and key lessons on gender integration that can be gleaned from the organizations' individual experiences.

CHAPTER 2 GENDER CONCERNS IN FISHERIES AND COASTAL RESOURCES MANAGEMENT IN SOUTH EAST ASIA

2.1 Introduction

This chapter presents the findings from a review of statistics and literature on (small-scale) fisheries and coastal communities whose livelihoods depend on it in the Southeast Asian region, *through a gender and development lens*, following a brief discussion of conceptual issues.

The aim of this chapter is to provide a general exploration of the regional context in which the CBCRM-projects of Oxfam Novib partners operate and to identify the key gender concerns in fisheries and coastal resource management across the Southeast Asian region. This information will be of help in analyzing what is needed to integrate a gender perspective in CBCRM projects and respond more effectively to the gender imbalances within small-scale and coastal communities and to the gender implications of ongoing changes in fisheries and coastal resource use.

The first section of this chapter deals with the importance of coastal, including inland, small-scale fisheries in Southeast Asia, for employment, livelihoods, food security, culture and for the local and national economy. It also examines in brief some of the key threats to the sustainability of coastal and fisheries resources, and their implications for livelihoods of fishing communities in the Southeast Asian region. Environmental degradation and unequal access to resources are closely associated with severe poverty and marginalization in coastal communities. It then deals with the growing acknowledgement, including by governments, of the limitations of the centralized management structures in place, and of the value of co-management and decentralization processes. The emergence of the Community-based Coastal Resources Management (CBCRM) movement in the Southeast Asian region is discussed as a viable and effective alternative to the government-centered or top-down approach. Following on a discussion on CBCRM and its underlying principles, this section ends with an exploration of the spaces provided for such community-based approaches by current national-level legal and policy frameworks put in place for co-management and decentralization of fisheries management in the region.

The second section of this chapter deals with key gender concerns in fisheries and coastal resources management in the Southeast Asian region. First the critical, though largely invisible, role played by women within the fisheries and in sustaining fishing communities, is explored. It then examines the gender implications of ongoing changes in fisheries and coastal resource use in the region, often leading to a greater vulnerability and marginalization of women of small-scale fishing communities. The section ends with exploring the spaces and barriers for women's full participation in ongoing (community-based) fisheries and coastal resources management initiatives in the region.

Before dealing with the above, the following is a brief discussion of conceptual issues of help in analyzing gender relations in small-scale fishing and coastal communities and in identifying the key gender concerns in fisheries and coastal resource management.

The Concept of Gender

Gender is a concept that deals with social roles and relationships between men and women. These roles and relationships are determined by social, economic and political context and not by biology; they are socially constructed and dynamic (unlike sex differences) and changeable. They are learnt, internalised and reinforced by individuals through a process of socialization within social institutions. The foremost social institution that prescribes gender roles is the family. Other

social institutions (like those of governance, education, community, economy) often reinforce these gender roles.

Gender relations are hierarchical relations, leading to inequalities between women and men with women in the disadvantaged position. Gender is a key structuring principle in the distribution of valued resources³ and the attribution of value to qualities, behaviours, and identities⁴. Unequal power relations between men and women in many societies result in women being disadvantaged in terms of their access and control over resources⁵ as well as their ability to deal with ongoing changes affecting their lives, to take advantage of new opportunities and make strategic choices for their own well being.

A key aspect in the way in which gender is constructed, is through the *division of labour*, which defines what tasks are defined as ‘women’s work’ and what tasks as ‘men’s work’ and also how these different tasks are valued. Unequal power relations between men and women determine tasks that are stereotyped as ‘women’s work’ are of lower value than tasks that are stereotyped as ‘men’s work’.

Unequal power relations between men and women also define ‘the public sphere’ to be a ‘man’s domain’ and the ‘private sphere’ to be a ‘woman’s domain’, therewith disproportionately excluding women from decision making about policies and programmes that affect their lives.

Gender relations are characterised by both conflict and co-operation between men and women. They are very complex as they are differently defined and valued in time and place. They are also and are also intersected by other social hierarchies such as class, ethnic or age relations that influence people’s roles and relationships, the choices that people make and their different options.

Changing circumstances in time and place can make gender relations more flexible and roles and responsibilities more negotiable, but in other circumstances also more rigid and nonnegotiable.

Gender Relations in Small-scale Fishing and Coastal Communities

Small-scale fisheries are embedded in networks of relationships and institutions based on community and kin ties and often know community arrangements that regulate access to coastal resources, conflict resolution and sharing of responsibilities and benefits. At the same time small-scale fisheries is embedded in a network of hierarchical relations, of which gender is an important one, that determine unequal access and control of resources and benefits.

Exploring gender relations of coastal communities will make visible their concrete expressions in conflict, cooperation and coexistence between men and women of fishing communities.

Making visible the differences and inequalities between (and among) men and women will help in understanding their activities, resources, priorities and access to decision-making.

³ **In many societies gender has structured an unequal distribution of property rights, such as land and other valuable properties, so that women either receive no rights to property, fewer rights than men or else their entitlements are mediated by male members.**

⁴ **The lower valuation of women’s work and abilities is also expressed in a range of harms such as attitudinal discrimination, sexual harassment, domestic violence and in some societies even the denial of full legal rights and citizenship.**

⁵ **Resources should be understood as material and non-material resources and include human, natural, physical, psychological, cultural, social, financial and institutional resources.**

Although generalisations about gender in fisheries and coastal resource use for entire regions should be avoided given the wide political, economical and social diversity that exists, some of the key issues related to gender relations in small-scale fisheries and coastal communities include the following:

Gender Division of Labour, Resource Use and Income

Women and men in small-scale fishing communities tend to engage in different, though often complementary, economic activities and sometimes in different parts of the sea/land. Men more often fish in offshore areas, whereas women tend to fish or gather other natural resources closer to shore or are involved in inland fishing. Women also tend to be more involved than men in post-harvest activities. Women also provide various support activities to the fishing activities of their male partners. These differences are important, as women's tasks have often not been counted in economic analyses or not received the same level of investment (for example, in terms of technological support, credit, or training). Women's specific knowledge of fish and other coastal resources is also often not acknowledged in conservation activities or fisheries development projects.

Women's economic activities may also be more difficult to categorise than men's. Women tend to juggle multiple activities (such as combining shell-fish gathering, fish marketing, vegetable gardening, running a small store, etc.), whereas men's work is often clearly focused on one primary income-earning activity. For small-scale fisheries households non-fishing incomes can offset the increasing unreliability of fishing income and pay for essential household expenses such as food, health and school expenses. Women and men in small-scale fishing communities also tend to have different (non-paid) domestic and community responsibilities. Women more than men balance responsibility of the home (provision of food, water and fuel collection, child care, cleaning) and the community (ceremonies, celebrations, community improvement activities) with responsibilities to earn incomes.

These multiple activities and responsibilities may restrict the time women have to pursue opportunities as well as her mobility. They also will influence women's participation in local conservation and fisheries development projects: how much of their time and other resources can they invest and what they define as priorities for local investment.

Gender-based Rights to Natural and Other Resources

There is a tendency for men to have more secured rights to land and coastal resources. Both modern and traditional tenure regimes and also other laws such as those related to inheritance and marriage, can be biased towards men and impede women's access or use right to land and coastal resources. Tenure has proved to be important as it influences who can make formal decisions about land and resource use, who is consulted on development plans and who has access to credit and support services. Women tend to have access to these resources through a male family member (husband, father, brother) rather than hold rights of their own. And if women have access or use rights, it is not assured that they can control the benefits due to various restrictions such as educational limitations, mobility issues, connections to state officials or NGO's, cultural norms, etc. It therefore is also important to investigate inequalities in access to other resources of importance for women's livelihood and overall well being, such as education, information, technology, finance, time, safety, health, social security, etc. This varies by location and cultural norms.

Open access natural resources are often of great importance to women for supplying households needs such as food, fuel, fodder and medicine. The heavy dependence is rooted in their lack of easy access to resources. Access restrictions to open access natural resources through

privatisation or other forms of displacement has negative implications for women's livelihood and work.

Women's ability to participate in local conservation and development projects, including capacity building, is widely influenced by women's access and control to resources.

Gender-based Access to Markets, Market information and Trade

Fisheries and coastal resources-related income-earning enterprises usually have some gender division of ownership – with some being dominated by one sex and others being mixed-sex. This pattern varies by location and cultural norms. Even if women dominate a specific type of enterprise (often post-harvest), they may lack access to the same domestic and international market information as men – because of both literacy and mobility issues.

With less access to credit and technology, women have generally more difficulties scaling-up their enterprises –i.e., expanding their inventories and/or expanding their geographic selling area.

Gendered Access to Decision-making

Women less often have access to formal decision making about fisheries development, coastal resource management and other topics, at the community, sub-national and national levels. Their interests are often inadequately represented – either it is assumed women's interest are the same as their husbands' or all women's interests are seen as all of the same, regardless of differences in economic levels or other social variables, such as age, ethnic background or profession.

Women's ability to participate in local conservation and development projects, including capacity building, is widely influenced by women's distinct daily work activities and responsibilities and women's access and control to resources (see above). These also will influence women's priorities for investments.

When women are invited and are available to participate, cultural norms and lack of self-confidence may, nevertheless, leave them inhibited about expressing their opinions in mixed-sex vs same-sex groups.

Integrating a gender perspective in fisheries and coastal resources management

Researchers, policy makers, planners and practitioners are often blind for social differentiation, including gender. Although generally development interventions are thought to be 'gender neutral', this is rarely the case. Project and programmes often bring new resources (training, tools, technology, credit, assets, etc.) and often new institutional arrangements are created through which benefits can be claimed (access decision making). Existing social inequalities, and in particular gender inequalities, will influence who are able to take advantage of these opportunities and who are not. Without a recognition of the prevailing gender and other social relations, social inequalities can be reinforced or worsened.

Human rights approach and Gender equality

In small-scale fisheries development and coastal resources management there is a delayed but growing acknowledgement of the importance of the human rights approach⁶. Such an approach would link poverty reduction and sustainable development to decisions over equitable allocation of rights, inclusion and exclusion, and the protection of small-scale fishworkers' access to

⁶ **Based on the values, standards and principles in the UN Charter, the Universal Declaration of Human Rights, CESC, CCPR, CEDAW, UNDRIP, ILO Conventions, MDGs.**

resources and markets. It would also include addressing deficiencies in coastal people's rights of equitable access to health care, education, decent housing, clean water, justice and the rule of law. A human rights approach to fisheries development and coastal resources management would promote awareness of rights (in an integrated manner) and enable/empower people to participate in decision-making with regards to resource access, use, management and control.

*Gender equity and equality*⁷ are seen as an important dimension of the human rights approach to development⁸. The Beijing Platform of Action (UN Fourth International Conference on Women) agreed on two tracks to promote gender equality: 1) mainstreaming gender equality (at the institutional level, policy level and programme level) and 2) supporting (women's) organizations focusing on women's empowerment⁹.

Strategies to promote gender equality would involve:

1. Increasing the bargaining power of women by greater access and control of resources of importance to her livelihood and overall well being,
2. Increasing women's access to decision making (leadership),
3. Addressing both men and women in promotion of change of discriminating gender values and norms and encouraging cooperation and equally sharing of tasks and responsibilities,
4. Bringing the priorities of women onto the main agenda and breaking down the divide between the public and the private domain. Women's rights issues such as domestic violence against women, sexual harassment at the workplace and unequal work burden of women, should receive public attention.
5. Continuous awareness building to change rules related to policies, practices, ideas and behaviours that determine what types of work are done by women and men and what is valued and privileged, is seen as essential for achieving women's social, political and economic rights.
6. Strengthening women's collective bargaining position (networks, cooperatives, platforms, etc) and link these with a wide range of knowledge and advocacy networks, donors and investors and other sources of support at the (inter)national level is seen as essential for achieving sustainable transformative change towards gender equity and equality.

By *integrating a gender perspective in fisheries and coastal resources management*, approaches would look at the bigger livelihoods picture of fishing communities and recognize women's rights as resource users or fishworkers and community members and validate their differentiated roles and interests. Approaches would aim at enabling/empowering women towards gaining equality with their male

⁷ **Gender Equity is generally understood as the fair distribution of work, resources, benefits, opportunities, responsibilities, rights and influence between men and women. In the development context, a gender equity goal often requires built-in measures to compensate for the historical and social disadvantages of women.**

Gender Equality is generally understood as the equal visibility, equal valuation, and equal participation of men and women in all spheres of public and private life. Gender equality does not mean that men and women will become the same, but that men's and women's rights, responsibilities and opportunities will not depend on the biological difference between men and women, whether they are born male or female. Gender equality is guided by a vision of social justice and human rights, which incorporates the acceptance of equal and alienable rights of all men and women to be able to make strategic life choices for their own well being.

⁸ **For more information see appendix "Millennium Goals and international commitments to gender equity and equality."**

⁹ **For more information see appendix "Gender Equality and Development Approaches: a historical analysis."**

counterparts in terms of participation in decision-making with regards to resource access, use, management and control.

To be able to promote gender equality, institutions in fisheries and resources management need to change the way they operate and develop gender sensitive working practices. Gender equality needs to be an explicit criterion for policy making and development programming at the macro, meso and micro level and reflected in policy frameworks, guidelines and procedures.

Co-management and Community-based Resources Management (CBCRM)

In small-scale fisheries development and coastal resources management, there is a growing acknowledgement, including by governments, of the limitations of the centralized management structures in place, and of the value of co-management. Co-management is an institutional reform to promote a decentralized approach to fisheries and coastal resources management. In its broadest definition co-management means the creation of partnership arrangements in which government, the community of resource stakeholders and external facilitating agents share the authority, responsibility and benefits with respect to the management of the natural resources (including exploitation and conservation). Through consultations and negotiations, the partners develop a formal agreement on their roles, rights and responsibilities.

The ability of each user group (resource use stakeholder) to influence the outcome of these negotiations depends on their relative bargaining position. Therefore the gender dimensions of access to land, coastal resources, decision making and development assistance also need to be highlighted in co-management initiatives to ensure that women are not excluded from the new decision-making institution.

Equally, co-management must be linked to other dimensions of the fish supply chain, and the people involved in small-scale fisheries and affected by policies must be included in the planning process. Strengthening links between fisheries management and post-harvest sector would maximize benefits and returns to the community. Recognizing and strengthening women's roles in post-harvest activities would increase their access to such benefits.

An holistic approach by creating or strengthening cross-linkages between community issues, broadens and strengthens community participation and provides chances to include women in the process. Coordinating co-management with other institutional arrangements that devolve decision making and responsibilities to local communities, would enable coastal communities to protect their livelihood activities and also improve the living and working conditions in their settlements.

Community-based Resources Management (CBCRM) is a form of co-management, where a community-based approach is seen as an opportunity to foster empowerment of local resource user groups by recognizing their rights, knowledge and needs and enhancing their chances and capacities to see their needs and protect themselves against powerful interests from outside the community. Decision making about access to coastal resources, conflict resolution and sharing of responsibilities and benefits, is the exclusive right of the community members. This implies active participation of the community members and an equitable sharing of rights and responsibilities. Addressing social differences within communities can reduce or avoid intracommunity and intrahousehold conflicts and inequities created by resource management measures and development programmes.

By making the approach *gender-fair*, women of small-scale fishing and coastal communities would be recognized as stakeholders with distinct rights, knowledge and needs. Transformative

strategies would aim at enabling/empowering women towards gaining equality with their male counterparts in terms of participation in decision-making with regards to resource access, use, management and control.

A *gender analysis*¹⁰ is considered as a crucial step in making women's roles, perspectives and needs visible and how these differ from men. For a better understanding of the complexity of gender relations, it is in particular important to make this analysis at the level where the daily reality of women's and men's lives is shaped (at the household level, at the community level, at the workplace, at the market place and in community organisations, etc.) and where gender and other social inequalities are produced and reproduced.

As gender relations are not static, a gender analysis also would make visible how developments/changes in fisheries and other sectors affect aquatic resources and the livelihood and well being of coastal communities and how women are differently affected than men.

Gender analysis must be done at all stages of the development/management process: one must always ask how a particular activity decision, or plan will affect women differently from men; are these enabling/empowering or exploitative/oppressing; do these contribute to transformation or consolidation of traditional gender roles and inequality between men and women.

While gender analysis is a crucial step, it is not sufficient. To make resource management inclusive, affirmative action measures are required to ensure women's participation in community decisions and decision making. It also requires a carefully designed *participatory approach* to facilitate a process where women are not only physically present, but also able to learn, express themselves and participate substantively in decision making processes.

A gender sensitive participatory approach should facilitate a learning process and engage both men and women and aim at cooperation and abolishment of discriminating attitudes and practices against women at the level where the daily reality of women's and men's lives is shaped (at the household level, at the workplace, at the market place and in community organisations, etc.).

2.2 Fisheries and coastal communities in Southeast Asia

Fisheries is an important sector in Southeast Asia and important fish producing countries in the region include Thailand, Indonesia, Philippines, Malaysia and Viet Nam. In 2005, Indonesia, Thailand, Viet Nam, Philippines and Malaysia were among the top 20 countries both in terms of production from marine capture fisheries and in terms of total fish production. At the same time, as many as 88 per cent (36.3 million) of the 41.4 million people recorded (FAO) globally as fishers and fish farmers are in Asia, with the vast majority dependent on small-scale fisheries. An additional more than 100 million people are estimated to be involved in fisheries related occupations, particularly in processing, trading and ancillary activities such as net-making, boat building, gear repair and maintenance, and various services. In Southeast Asia, Viet Nam, Indonesia and the Philippines, in particular, have large populations working in fisheries.

It is also important to note that for many coastal communities fishing may be one among several livelihood activities. Thus, communities may seasonally, and on a part-time basis, engage in farming, fishing, aquaculture, livestock rearing and similar activities. At the same time, they may fish either solely for domestic consumption, or also for the market.

¹⁰ For more information about what Gender analysis includes, see appendix "Gender analysis."

Contribution of the fisheries sector to the economy, employment, food security and cultural identity

The following table (Table 1) provides some information on the contribution of the fisheries sector to employment, food security and the economy in Southeast Asia.

TABLE 1: THE FISHERIES SECTOR IN SOUTHEAST ASIA

Country	Total Population as on 2005 (A)	Estimated Employment In Fisheries - Primary Sector (B)	Estimated Employment In Fisheries - Secondary Sector (B)	Contribution of Fisheries to the GDP (B)	Consumption kg/person as on 2000
Cambodia	14 mn (2004)	812,500 (2002)	2mn (2002)	12% (2003)	38-58 kg ^(D) but other estimates say as much as 67kg
Indonesia	226.1 mn	5.73 mn (including aquaculture—2.5 mn) (2005)	1.5 mn (2005)	2.4% (2004)	21.3 kg ^(C)
Lao PDR	5.7 mn	5 mn (2002) (including aquaculture)	2.9 mn (2002)	6.8% (2005)	15-25 kg ^(D) (average)
Malaysia	25.7 mn	111,000 (including aquaculture—21,500) (2004)	Not available	1.73 % (2004)	58kg ^(C)
Philippines	84.6 mn	2.09 mn (2002)	Not available	2.2% (2003)	30kg ^(C)
Thailand	63.0 mn	530,401 (1997)	196,105 (1997)	1.9% (1996)	29kg ^(C)
Viet Nam	85.0 mn	553,900 (2002) (including aquaculture)	3.4 mn (2001)	4% (2003)	15.6-29.2kg ^(D)

Sources:

(A): [Human Development Report 2007-2008](#)

(B): [FAO Fishery and Aquaculture Country Profiles](#)

(C): [Earth Trends Coastal and Marine Ecosystems Country Profiles: WRI](#)

(D): [FAO Status and potential of fisheries and aquaculture in the Asia and the Pacific](#)

Note: Primary sector employment refers to employment in fishing and fish farming. Secondary sector employment refers to those employed as traders, processors, suppliers and merchants of fishing accessories and their employees. It is not clear whether the above figures from the FAO country profiles include those who are employed part-time in the sector. In the case of Lao PDR, where most fishing is on a part-time subsistence basis, the figure clearly includes those who fish on a part-time basis. In the case of the other countries, this is unlikely to be the case.

Contribution of the fisheries sector to the economy

The important contribution of the fisheries sector to national economies in the region is evident from Table 1. The sector contributes as much as 12 per cent of the GDP in Cambodia, and 6.8 per cent of the GDP in Lao PDR, both countries where inland fisheries predominate. Inland capture fisheries provide export items—for instance, the largest export item of Cambodia is fresh

fish (Sok Sothirak, 2002). Also in the other countries, the fisheries sector makes a significant contribution to national economies.

However, there is little information on the importance of the fisheries sector to local and household economies. FAO (2005) notes that “Wealth generated by individuals, households or small enterprises can make significant contributions to local economies through income and employment multiplier effects. This is especially the case in fisheries because of the “cash crop” nature of the harvest. Fish may be one of the few products in some rural economies that can generate cash to spur and stimulate demand, because other food products may be more generally bartered or consumed within the household”¹¹. It is also important to take note of the backward and forward linkages of fisheries-related activities (purchase of vessels, engines and gear, purchase of fuel, ice, food, bait; labour costs, purchase of packaging material, and so on) and the indirect effect on the local economy. In many rural areas with few employment opportunities, fisheries are often the main drivers of local economies. Thus, using an example from outside Southeast Asia, the local economy in some parts of rural coastal Tamil Nadu, India, was badly affected when fishing could not be undertaken, following the Indian Ocean tsunami of December 2004.

Contribution of the fisheries sector to employment

It is worth emphasizing that estimates on employment in the sector vary widely, depending on the source (and even when they are by the same source) and could even be contradictory. It is also important to note that employment figures are, in all likelihood, underestimates. A recent FAO study in Southeast Asia suggested that the figure reported to FAO for the number of inland capture fishers worldwide (4.5 million, full-time, part-time or occasional) is easily exceeded by those fishing in inland waters in just eight countries covered by the study, i.e. Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, the Philippines, Thailand, and Viet Nam (FAORAP, 2002). One reason for this underreporting is that millions of rural dwellers involved in seasonal or occasional fishing activities, for whom fishing provides a safety-net function, are not recorded as “fishers” in official statistics. The figure on employment in fisheries-related activities, where women tend to be very active, such as marketing, processing, net-making, etc. are even more scanty and unreliable.

For example, in the case of Cambodia, the initial table in the overview puts primary sector employment at 812,500 persons, and secondary sector employment at about 2 million persons. Later, the same source notes that about six million people or about half the population are employed full or part-time in fisheries, including for subsistence¹². That this is likely to be the case is corroborated by the findings of a household survey in fishing dependent communes of eight provinces, with a total population of 2.4 million people or 453,000 households, which found that for 10.5 per cent of the households fishing or a fishing related activity was the primary occupation, while another 34.1 per cent are part-time engaged primarily in small-scale fishing (Ahmed et al. 1998). It is common that most rice farmers also fish in their fields—however, as they fish on a part-time basis they are, in all probability, not included in primary sector employment figures.

While both the above examples are from inland fisheries, the situation is unlikely to be any different for the marine fisheries sector. The basic point is that the fisheries sector is an important, if underestimated, source of employment and livelihoods in the region for millions of people.

¹¹ FAO. 2005. *Increasing the contribution of small-scale fisheries to poverty alleviation and food security*. FAO Technical Guidelines for Responsible Fisheries. No. 10. Rome, FAO. 79 pp.

¹² http://www.fao.org/fishery/countrysector/FI-CP_KH/en

As important to note is that the majority of those employed in fisheries (pre-harvest, harvest and post-harvest) in Southeast Asia are small-scale and artisanal, eking out a living from coastal and inland fishery resources. In Thailand, for example, nearly 88 per cent of the total 58,119 fishing vessels are small-scale¹³. In the Philippines, in 2002, 1.78 million operators (99.6%) were engaged in municipal (small-scale) fishing compared with only 7,800 in commercial fishing operations¹⁴. The situation is similar in the other countries of the region. In general, in Asia, artisanal fisheries are estimated to contribute at least 50 percent of total fisheries production, providing extensive rural employment (ADB, 1997, CIRDAP, 1989) and cheap protein. Unfortunately official data on employment in other aspects of small-scale fisheries, as in processing and trading, are not available.

Contribution of fisheries to food security

The important contribution that fisheries make to food security in Southeast Asia cannot be underestimated. Fish is known to be highly nutritious, rich in micronutrients, minerals, essential fatty acids and proteins. According to the FAO, global per capita fish consumption has increased over the past four decades, rising from 9.0 kg in 1961 to an estimated 16.5 kg in 2003. That fish consumption (per capita fish supply) in the region is overall much higher, is evident from Table 1. Estimates suggest, for example, that in Cambodia per capita fish supply is between 38 to 58 kg, or even higher, with estimates suggesting that it is as high as 75.6 kg around the Tonle Sap lake. Fish is a vital and generally affordable food source that accounts for more than 75 per cent of the population's animal protein intake. Notably, inland fisheries of Cambodia contribute more to the national food balance than any other inland fishery in the world.¹⁵ In several other countries of the region, such as Indonesia, Viet Nam and Philippines, fish constitutes 50 per cent or more of total animal protein consumed¹⁶. Moreover, as noted by SOFIA (2006), the share of fish protein in total animal protein expenditure is higher for lower income groups, highlighting the importance of fish as a source of food for the poor.

Contribution of fisheries to cultural identities, traditional knowledge systems and social cohesion and capital

In Southeast Asia, as in several other parts of the world, fishing is not only an economic activity. For millions of people it is a source of livelihood, culture and a way of life. Communities in the region have a long, often centuries-old tradition of fishing, and over time have evolved a keen understanding of their ecosystems. Their fishing practices, techniques, craft and gear have evolved based on this contextual understanding. For traditional fishing communities, the seas and coastal areas are not only culturally and economically important, but also have deep spiritual significance.

Not surprisingly systems of internal governance and resource management have also evolved over the generations, and continue to exist in several countries of the region. Such systems are well-documented, for example, in Indonesia and Lao PDR. In Indonesia traditional community-

¹³ Presentation by Dr. Wimol Jantrarotai, Senior Fisheries Foreign Affairs Advisor, Department of Fisheries, Ministry of Agriculture and Cooperatives, Thailand, at Symposium on Asserting Rights, Defining Responsibilities: Perspectives from Small-scale Fishing Communities on Coastal and Fisheries Management in Asia, 3-5 May 2007

¹⁴ FAO National Fisheries Sector Overview (NAFO) for the Philippines
http://www.fao.org/fishery/countrysector/FI-CP_PH/en

¹⁵ http://www.fao.org/fishery/countrysector/FI-CP_KH/en

¹⁶ http://www.fao.org/fishery/countrysector/FI-CP_VN/en

based systems of resource management such as *Sasi Laut*, *Panglima Laut*, *Lubuk Larangan*, *Lebak Lubung*, *Maawu Danau*, *Ikan Larangan*, *Ikan Diniatkan*, *Suaka Perikanan* and others have been documented (Macfayden et al., 2005). In addition to management of resources, these systems have also played a critical role in regulating access to coastal and fisheries resources and in managing internal and inter-community conflict. This embeddedness and social networks has also contributed to creating resilience—the ability to confront and survive adversity. Thus, the post-tsunami context saw an increasing role for the *Panglima Laot* in Aceh, Indonesia, in the rehabilitation of tsunami-ravaged communities. It needs to be noted that while such traditional community-based resource management systems have, for the most part, included all its members, they do not automatically guarantee equity. Resource access is mediated by stratifications of gender, class, ethnicity and other differences. Who control what depends on their power within the community and the resultant negotiation ability. Novaczek et al (2001)¹⁷ note, for example that the *sasi* is not inherently equitable in the sense of being inclusive and democratic, and that, as a strongly patriarchal system, it does not encourage the participation of women in its working.

2.3 Key threats to coastal fisheries and the implications for small-scale fishing communities in Southeast Asia

This section discusses, in brief, some of the key threats to the sustainability of coastal and fisheries resources, and their implications for livelihoods of fishing communities in the Southeast Asian region. The dominant development strategy that prevails in the Southeast Asian region, is one of export orientation and industrialisation. For fisheries, this strategy has resulted in new forms of fish production and fish trade, which are capital and technology intensive and in new forms of fish consumption, such as fish meal and the availability of a large choice of (export) fish species for luxury consumption. In many countries of the Southeast Asian region, the commercial and industrial fisheries have been systematically favoured, while the small-scale fisheries have been systematically ignored and marginalized over the years. De facto open access and state policies promoting privatization of fisheries and coastal resources has led to unequal access to resources and distribution of property rights in favor of large commercial interests. Small-scale fishing communities face declining access to fish, both for consumption, and for processing and sale. Various studies have already established that most coastal ecosystems in the region are seriously degraded and coastal and fish resources are being depleted at an alarming pace. Resource conservation and management practices are limited and poor governance – reflected in illegal fishing, corruption and conflict – plagues the sector. Environmental degradation and unequal access to resources are closely associated with severe poverty and marginalization in coastal communities. For example, in the Philippines poverty incidence among fishing households has been estimated to be between 60 to 80 percent (Israel 2004).

Growing pressure on coastal resources and habitats

The coastal and marine ecosystem in Southeast Asia is known to be highly diverse and fertile, comprising mangroves, sea grass beds, coral reefs, estuaries, bays, rivers, lakes, and swamps—biologically the most productive aquatic environments. Indonesia, Philippines and Thailand, for example, have vast stretches of coral reefs, mangroves and sea grasses. However, in all countries, coastal resources are under threat. Thus in Indonesia, in the years between 1980 and 2000, mangrove cover reduced by one third of the total. An Economic and Social Commission for Asia and the Pacific (ESCAP) study in 1992 identified the following among the main marine environmental problems in the region: (i) pollution and/or siltation of coastal waters from

¹⁷ **An Institutional Analysis of Sasi Laut in Maluku Indonesia. Irene Novaczek, Ingvild H. T. Harkes, Juliaty Sopacua and Marcus D. D. Tatuhey. ICLARM—The World Fish Centre, Penang, Malaysia. 2001. pp 327.**

industrial effluents, domestic sewage, and agricultural and surface runoff; (ii) pollution of some regional seas and straits from sea traffic operations, and from mining and oil exploration and exploitation; (iii) destruction of sensitive coastal ecosystems, such as mangroves and coral reefs, through cutting, reclamation, conversion, exploitation, and pollution. Despite the growing awareness and concern, coastal and other aquatic ecosystems continue to be degraded by pollution and unsound forms of utilization. These negatively impact on fisheries, as shallow-water fish habitats such as mangroves, sea grass beds, coral reefs, estuaries, bays, rivers, lakes, and swamp are important fish breeding and nursery grounds, where many species reproduce.

The growing pressure on coastal resources, from, among others, tourism, urban growth, development of ports, harbours and other infrastructure, aquaculture, mariculture, industrial growth, and sand mining is also accompanied by growing competition over these resources. Fishing communities, the traditional inhabitants of the coast (along seas, lakes and other water bodies) find themselves threatened with displacement from their settlements and their traditional fishing grounds. This is especially as fishing communities tend to lack clear titles to the land they have customarily inhabited and used, or a recognition of rights to their traditional fishing grounds. Thus, between 1998 and 2001, an estimated 200,000 small-scale fishers in the Philippines lost their livelihoods due to massive conversion of fishing grounds to make land available for foreign investments and export processing zones (Mulekom, 2004). In Thailand, fishing communities in Thailand are rapidly being displaced from tourist areas along the coasts.

Growing pressure on fish resources

The region has seen a rapid growth in fish production, fuelled by technological developments in harvesting, refrigeration and transportation and growth of markets. A recent study¹⁸ notes, however, that higher production has been achieved by a process of sequentially depleting wild fish stocks within an essentially unregulated management environment, so that fleets moved from one target species to another and from one area to another to sustain landings (FAORAP, 2006). In several countries like Thailand and Philippines, there is strong evidence of over-fishing. In the case of Thailand, its main fisheries were considered already overfished by 1977 (Williams, 2007). Studies indicate that not only has there been a decline in quantity, but also that the composition of fish resources has changed, with a decline of longer-lived species. Similarly, most marine resources in Philippines were considered to be overexploited by 1980s, and catch rates are as estimated to as low as 10 per cent of rates when resources were lightly fished (Williams 2007 quoting Silvestre et al, 2003). Marine fisheries in Indonesia are thought to be close to fully exploited, and in cases, overexploited (Williams, 2007). Production from marine capture fisheries is still increasing, however, due to better technology, wider geographical coverage, fishing at greater depths and for longer periods. In the case of Viet Nam, Williams (2007) notes that increasing total fish production masks underlying signs of overexploitation such as loss of larger, slower growing fish species and a shift to smaller sizes of all species. In addition to pressure from domestic industrial fleets, illegal, unreported and unregulated (IUU) fishing is common throughout the region, both by fleets from within the region, such as Thai vessels fishing illegally in Indonesian waters, and from subsidized foreign fishing fleets.

Needless to say, these developments have had several consequences for livelihoods of small-scale fishing communities in the region. Conflicts with industrial fisheries, particularly with trawlers and those using gear such as pushnets, have been common. This has also, in cases, meant violence at sea and loss of life, as in Indonesia, with very negative implications for women and the families left to fend for themselves (Sharma, 2000¹⁹).

¹⁸ Morgan, GR, and Staples, DJ. 2006. *The history of industrial marine fisheries in Southeast Asia*, FAO Regional Office for Asia and the Pacific, RAP Publication 2006/12.

¹⁹ Sharma, C. 2000. *Skirting the ban*. *Yemaya* No. 3, March 2000, ICSF.

Trade and trade liberalization

Fish and fish products are an important export commodity in the Asian region and, in 2000, seven Asian countries were among the top 20 exporters. Important exporting countries in Southeast Asia include Thailand, Viet Nam and Indonesia, and exports are mainly to markets in Japan, EU and the US. In general, countries in the region lay great emphasis on increasing trade and expanding exports of fish and fish products, and several initiatives have been undertaken towards this. In 1998, for example, the Asia Pacific Economic Community (APEC) leaders completed an agreement to "lower tariffs and other trade barriers" in nine key industrial sectors, including fisheries. East Asian countries have created several sub-regional growth areas like IMT-GT (Indonesia, Malaysia and Thailand), SGT (Singapore, Malaysia and Indonesia) and BIMP-EAGA (comprising Brunei Darussalam, the Indonesian provinces of Kalimantan, Sulawesi, Maluku, and Irian Jaya; Sabah, Sarawak and the Federal Territory Labuan in Malaysia; and Mindanao and Palawan in the Philippines). Apart from this, there is a proliferation of bilateral trade agreements of various kinds. The emphasis on increasing exports, in the absence of adequate management measures, is recognized as one of the reasons for the overexploitation of key commercial species, such as shrimp. On the other hand, lowering import tariffs, as in the case of the Philippines, has increased market competition between the small-scale fisheries sector products and imported low priced fish products. There are clear implications of the growing trade in fish and fish products, for both fish resources and the small-scale sector, including due to the fact that the small-scale sector continues to face barriers, such as labelling and sanitary standards, in accessing export markets.

Export-oriented aquaculture

Given the overexploitation of marine coastal fishery resources, and attracted by the possibilities of higher foreign exchange, several countries like Thailand, Philippines, Indonesia and Viet Nam have promoted intensive culture of commercially valuable species, particularly of shrimp. Thus, while Thailand harvested as much as 90 percent of its shrimp from natural resources before 1984, cultured shrimp made up 70 percent of the total yield produced in 1999. This has had its own set of negative environmental and social consequences, in terms of destruction of mangroves and other coastal habitats, contamination of groundwater, displacement of local communities, and so on. There is also growing interest in intensive culture of species such as milkfish (Philippines) and grouper (Thailand, Malaysia, Viet Nam and Indonesia). SOFIA (2006) notes that, in Southeast Asia, the trend is expansion into open marine waters using sea cages, and that there are an estimated 1.12 million cage units in China, Malaysia, Thailand, Philippines, Indonesia and Viet Nam producing 550,000 tonnes of finfish, 85 percent of which are marine species.

It has been noted that marine finfish culture in Southeast Asia relies heavily on the use of small low-value or bycatch fish species, commonly, but inappropriately, termed 'trash fish', as the fish species in question do have alternative uses including reduction to fish sauce, protein sources for livestock and poultry, or for direct human consumption. The low value of trash fish often means that they are poorly handled, and rancidity and vitamin degradation may lead to nutritional deficiencies in the fish to which they are fed. Also, feeding losses from trash fish are known to be much higher than those from pellet feeds, and could be as high as 20 to 38 per cent. It has been further noted that because of these losses, feeding trash fish increases local pollution in the vicinity of the cages, and may also contribute to spread of fish diseases (Network of Aquaculture Centres in Asia-Pacific²⁰). The demand for low value fish and bycatch (trash fish) for fishmeal, in turn, increases the fishing pressure on already degraded resources, affecting food security of local populations.

²⁰ (<http://www.enaca.org/modules/tinvd6/index.php?id=7>, visited on 20 June 2008)

2.4 Towards co-management and decentralization of coastal resources management

From the above section it is clear that there are several challenges facing the sustainability of coastal and fisheries resources, and the livelihoods of fishing communities, dependent on these resources in the Southeast Asian region. There is a growing acknowledgement, including by governments, of the limitations of the centralized management structures in place in all countries, and of the value of co-management²¹ and decentralization processes, given that local communities are often the most knowledgeable about their resources, as well as the most proximal to enforce conservation regulations. There is, in particular, a recognition of the advantages of community-based coastal resources management (CBCRM) as a viable and effective alternative.

*The emergence of the Community-based Coastal Resource Management (CBCRM) approach*²²

CBCRM, historically rooted in the social movements for economic justice, political freedom and cultural identity in the Philippines in the seventies, is seen as a approach guided by the principles of popular participation and people's empowerment. CBCRM put premium on the direct involvement of the community based on the philosophy of 'resource users-as- managers'. The approach is often contrasted with a government-centred or top-down approach. The community-based approach rests on the premise that people who actually use a given resource, and who gain first-hand knowledge of such resource from their daily interaction with the natural environment, are in the best position to protect and manage it. CBCRM thus asserts the principle of local community control and initiative while recognizing the importance of institutional and policy contexts in influencing its performance in harnessing local resources and using them productively, equitably and sustainably to meet community needs. It commonly employs the following methods: 1) Community Organizing; 2) Participatory Research; 3) Capability Building through education; 4) Coastal Resources Management; and 5) Networking, Advocacy and Governance.

The key elements of the CBCRM approach are:

- Works primarily and initially with the marginalized and disempowered sectors of the community, which evolves to include the wider community, other stakeholders and actors in managing coastal resources
- Recognizes that the primary management unit is the evolving community and undertakes CRM in the context of community transformation by ensuring social and economic equity, holistic and integrated management, and sustainable livelihoods and development.
- Transforms power relationships by building capacities of marginalized sectors of the community and by facilitating other stakeholders and actors to be more sensitive and responsive to needs and desires of disempowered sectors towards articulated goals of citizen empowerment- where citizens share decision-making responsibilities over plans, programs, policy and management; negotiate any attempt at change by outsiders; and access and engage in conflict management mechanisms.
- Builds on existing local community institutions and bodies of knowledge to facilitate collective action for management of the resources.

²¹ **Co-management is an institutional reform to promote a decentralized approach to fisheries and coastal resources management. In its broadest definition co-management means the creation of partnership arrangements in which government, the community of resource stakeholders and external agents share the authority, responsibility and benefits with respect to the management of the natural resources (including exploitation and conservation). (Pomeroy, R. et al 2001 and 2005).**

²² **This section on CBCRM is drawn mainly from Vera et al (2007), unless otherwise stated.**

Significantly, by recognizing that there are power differentials and stratifications within communities, based among others on class and gender, the CBCRM approach keeps a specific focus on working with marginalized groups among communities, including poor women. There has, therefore, also been a conscious effort towards integrating a gender perspective in the practice of CBCRM, among others by increasing sensitivity to the differential conditions between men and women and the differential impacts of development on them; conducting research on the prevailing gender gap; increasing the participation of women in resource management; organizing women in creative and innovative ways which promote their solidarity and exercise of political (organizational) independence; enhancing/facilitating access to basic services (health, water, education, etc.); advocating for recognition of women's roles in fisheries; advocating for the implementation of legislations granting women special treatment/ affirmative action such as GAD budget, and promoting women's rights; and responding to violence against women (VAW) in the community (Ferrer et al. 2004. See also chapter III where the CBCRM experiences of Oxfam Novib partners in the SE Asian region are discussed).

While the CBCRM approach has its genesis in the Philippines, it has since been adopted in several other countries in Southeast Asia, including Viet Nam, Cambodia and Indonesia. The CBCRM approach has also been espoused and promoted by several of the donors working in the region. Several positive examples of the practice of CBCRM, including cases where a gender perspective has been incorporated, have been documented. However, as has been pointed out by Rivera-Guieb et al (2004) numerous social, political and cultural factors have contributed to how CBCRM efforts are unfolding differently in these different contexts. In Cambodia, they note, that CBCRM appears to be proliferating within a hierarchical context where decentralization processes are just beginning. In Viet Nam state control over governance remains pervasive, and seeking local participation remains a challenge. These issues are further elaborated in the next section.

Towards co-management and decentralization: A look at government policies from a fishing community perspective

It is useful to take a look at current ongoing initiatives towards co-management and decentralization of coastal resources management in the region, following on the earlier discussion on CBCRM and its underlying principles.

In general there is a commitment to co-management and decentralization, to a greater or lesser extent, by States across the region. There is recognition that management and conservation of existing resources could benefit from the involvement of local communities and local governance structures, and legal and policy frameworks are being put in place/ strengthened, to make this possible.²³

However, as noted by participants at an APFIC Workshop on Co-management (2005), while there are examples or success stories of co-managing resources, these remain confined to demonstration sites or pilot projects, as the projects are supported by donor funding rather than from direct government funding (APFIC, 2005²⁴). Similarly, Pomeroy (2003) also notes that if co-

²³ For more information, see appendix National-level legal frameworks and initiatives taken by governments towards co-management and decentralization of fisheries management, in the Southeast Asian Region.

²⁴ APFIC Regional Workshop On “Mainstreaming Fisheries Co-Management”, Siem Reap, Cambodia, 9-12 August 2005

management in the region has to be sustainable in the long-term, it will have to shift from being donor-driven, to being nationally anchored in policy. The APFIC report further captures some of the discussions related to co-management, as for example, the need to look at both the large-scale and the small-scale sector simultaneously, and to ensure that major costs, such as keeping trawlers out of coastal areas, are not borne by small-scale fishing communities, but rather by the State.

To understand the experiences of community and fishworker organizations, as well as NGOs in Southeast Asia, with co-management and decentralization processes underway, we draw on discussions at the recently organized ICSF workshop on “Asserting Rights, Defining Responsibilities: Perspectives from Small-scale Fishing Communities on Coastal and Fisheries Management in Asia, held in May 2007, hereafter called the Rights Workshop.

In general, participants of the Rights Workshop felt that while co-management is accepted in theory, there is yet a long way to go, in practice, for communities to be equal partners at all stages of the management process, as envisaged in a CBCRM approach. Filipino participants noted, for example, that while the Central Government provides the legal framework and encourages NGOs to support community initiatives, there are gaps between the policy objectives of the government at the national level, and the implementation approach and capacity of specific NGOs. The need to incorporate the concerns and interests of women was also stressed.

Concerns vis à vis the decentralization processes were also articulated. Participants from Indonesia noted that though there are laws emphasizing decentralization and community-institutions are recognized, traditional and customary rights are often violated to make way for private investors. Filipino participants drew attention to threats to small-scale fisheries posed by government allocation of marine areas to private parties for aquaculture (privatization). Communities need much greater access to management plans and their implementation, if decentralization is to work, it was stressed.

Participants from Cambodia said that the Fisheries Law provides a strong basis for all Cambodian citizens to participate in Community Fisheries Management, and that it was after the establishment of the Community Fishery that fishing communities have become more aware of their rights to fish, and particularly of their right to prevent illegal fishing. However communities still perceive a lack of recognition of community rights by local authorities and relevant agencies, and inadequate participation of communities in management. Noting the important lead roles being taken on by women in conservation and management, even without any governmental support, they felt that more opportunities need to be given to women to participate in decision making processes.

Participants from Thailand said that while the rights of communities to manage resources is recognized in the Constitution, these are being violated. They drew attention to the proposed Seafood bank project, that would have led to privatization of the sea for aquaculture—this has been subsequently scrapped due to massive resistance from fisherfolks, peoples’ organizations, NGOs, etc. The participants also felt that while communities have taken several measures against illegal fishing, these have not been recognized or supported by the government. They also stressed the need to create and strengthen community-based organizations of women, including at the regional level.

From discussions at the workshop it was clear that the way processes of co-management and decentralization play out differs in different contexts, and that they are not necessarily perceived as positive by fishing communities. For example, while decentralization processes open spaces

for fishing communities to participate, they may also create the opportunities for locally powerful elites to ally with private capital to exploit natural resources, rendering the livelihoods of local communities more vulnerable. Similarly, co-management may remain a commitment only on paper, or may only be implemented in project areas in a time-bound manner, with no real genuine participatory processes facilitated. Involving local communities, and in particular women, in monitoring and enforcement may substantially increase their workloads without compensating them for their labour. Clearly, in the absence of strong, equitable people's organisations, including women's groups, capable of negotiating with more powerful state and private interests, these dangers are real.

2.5 Gender concerns in fisheries and coastal resources management in Southeast Asia

In the above section it was discussed that there has been a conscious effort towards integrating a gender perspective in the practice of CBCRM, as part of the people's empowerment approach. In order to be able to understand how CBCRM approaches could be made more responsive to the needs and conditions of women of fishing communities and transforming existing gender imbalances, the following is an exploration of the key gender issues in fisheries and coastal resource management identified across the Southeast Asian region.

Women's role and contribution – significant but invisible, unacknowledged and undervalued

Small-scale fisheries in Southeast Asia is an activity that generally involves the entire household and community. According to the gender-based division of labour that existed in many communities, and continues to exist, albeit in changed forms in countries of the region, men engage in fishing, while women take care of the shore-based work related to preparing for the fishing trip, mending nets, sorting and selling fish, processing fish, etc. Of course, this gender division of labour varies by culture and region, with women, particularly in inland areas, going fishing in some regions, and men dominating marketing chains in others. Also important to note are the changes that have taken place over the last few decades, with changes in technology and markets, that have affected the community dimension of fisheries. Thus, in many parts of Southeast Asia, women can no longer access the fish caught by their husbands, for processing and sale, as better equipped export companies have taken control of marketing chains.

In terms of women's participation in the fisheries, women are known to be active in fishing and fisheries-related activities in Southeast Asia. However, in general, as in other parts of the world, reliable gender-disaggregated data for employment in the fisheries sector in Southeast Asia is not available. This contributes to the invisibility of women's roles in the sector. Data available tends to be dated or anecdotal. The following section puts together existing country-level information from existing literature and internet sources on women's role in fisheries-related activities in countries of the Southeast Asian region.

Thailand

Kittitornkool (1996) describes the roles of women in fisheries of Southern Thailand to include pre-harvest (buying fuel, nets and other supplies, binding and mending nets), harvest (going for fishing) and post harvest (removing catch from nets, processing and selling catch) activities. According to the Marine Fisheries Census, 1995, there were 22,350 (or 18.8 per cent of the total of 119,123) female fisherfolk, of which 2,309 (6 per cent of the total of 38,254) were fishery employees. There were 96,773 (81 per cent) male fishers, of which 35,945 were fishery employees. However, as Poonnachit-Korsieporn (2000) highlights: "It is likely that the number of fisherwomen and the role they play are underestimated, as they tend to consider themselves not as fisherwomen in their own right but as assistants to the fishermen, who tend to be their spouse or kinsmen". Sriputinibondh and Suntornratana (2001) observe that cultural and social barriers constrain women from participating in decision making processes in fisheries.

Philippines

According to one study from the Philippines, approximately 990,872 people are employed in the fisheries sector, about 5 per cent of the country's labour force. The 1995 population census reports that 91.7 per cent of those employed in fisheries are male and 8.2 per cent are female, indicating that fisheries is a male-dominated field. According to Siason et al 2000, the participation rates of women in fisheries appear underestimated when one considers the pervasive presence of women in all types of fisheries, particularly in net-mending, fish sorting on shore, vending, trading and market retailing, preservation, and processing. They note that unfortunately, census statistics are not gender-disaggregated within the various sub-sectors of fishing, or for post-harvest activities. They also draw attention to the study by Legaspi (1995) that estimated 40 per cent of workers in post-harvest fishing activities are women (Siason et al., 2005). In general, the roles women play in fisheries in the Philippines are known to include (1) fish marketing or vending, (2) fish processing, (3) fry gathering, (4) gear preparation, (5) fishing, (6) net mending, and (7) fishing boat ownership and operation. [http://www.fao.org/fishery/countrysector/FI-CP PH/en](http://www.fao.org/fishery/countrysector/FI-CP_PH/en)

Cambodia

In a recent study, Khim (2003) found that while both men and women catch fish, women do most of the fish marketing and the mending of nets²⁵. In a study of four provinces in Cambodia, Kaing and Ouch (2003) found that about 20 per cent of fishers were female, over half of aquaculturists were female, and 85 per cent of fish traders were women (Hortle et al, 2004). Women are known to dominate marketing of fishery products throughout the country and Deap (1998) found that up to 90-95 per cent of sellers in rural fish markets were women. Similarly, Khay and Hortle (2004) reported that Phnom Penh's 29 main fish markets support over 2,000 fish sellers, of which 90 per cent are women²⁶. In a report of a household survey on fresh water fisheries of Cambodia, Ahmed et al. (1998) found that both women and men were found to be involved in the community fisheries. Women participated actively in fishing in up to 29 per cent of households, and were greatly involved in fish processing in 47 per cent of households, fish selling in 24 per cent of households, and fish cage operations in 41 per cent of households. The report also revealed that about 19 per cent of households surveyed were headed by females (mainly widows) and that, with lower literacy rates and economic participation, female-headed households on the whole were poorer than households headed by men. Thus all above available information points to the critical role of women in the Cambodian fisheries sector.

Viet Nam

A study by Ruckes et al. (2004) on fish marketing in Viet Nam found that only 1.4 per cent of the total hired labour force in fishing are women, and that these are all shore-based; women are not allowed on board during fishing trips. However, women often own fishing vessels or fleets and some of the larger private fleets based in Kien Giang, for example, are owned and managed by women. The study found that women are employed in inland fisheries for preparation of materials (water, salt, ice, food, fishing gears) for a fishing trip, or sorting fish species, or selling fish. Vietnamese women are especially involved in fish wholesaling, retailing, and processing, in which the majority of the labour force is women. In the Mekong River Delta, fish trading was predominantly women's work, and women represented 89.4 per cent of intermediaries in the market²⁷.

²⁵ <http://www.streaminitiative.org/Library/pdf/pdf-cambodia/Cambodiasrr.pdf>

²⁶ http://www.mrcmekong.org/download/free_download/Mekong_Development_No4.pdf

²⁷ <ftp://ftp.fao.org/docrep/fao/007/v5707e/v5707e00.pdf>

Malaysia

In Malaysia, according to Yahaya (2001), the economic participation of women in small-scale fisheries is grossly underestimated, even though general observations and empirical studies show that women in the sector put in long hours of work, with half the time spent in self-employed, income earning activities. Yahaya notes that there is no census or survey that adequately documents the full extent of their economic participation. The study focuses on the two east coast states of Kelantan and Terengganu, and notes that while traditions and superstition limit women's involvement in direct fishing, they are known to perform essential roles in fisheries-related activities such as unloading, sorting, gutting, net mending, processing, and distribution and marketing. Women are also employed in large industrial fish/ prawn processing plants, generally in low-paid, labour intensive work, and in aquaculture. Kooi (2002) observes that there are some instances where women engage in shore-based fishing activities in Malaysia, as in the east coast states of Kelantan and Terengganu, and to a lesser extent in Kedah on the west coast. Women are also known to go fishing with their husbands in Kelantan. Women's involvement in fish marketing and trading is seen to be most significant in the north-eastern state of Kelantan, and diminishes in importance as one goes southwards. However, Kooi (2002) goes on to note that the role of women fish traders is gradually being eroded with the introduction of more sophisticated fish distribution and marketing channels.

Lao People's Democratic Republic

In Lao PDR, it is estimated that women contribute half of the total fish production of the country. According to Siason et al. (2001), women play important roles in both capture fisheries and aquaculture. They participate in all the related activities, e.g. fish capture, fish culture, harvesting, post-harvesting, marketing and fish processing. Traditionally, the Laotians catch fish from rivers throughout the country, but this is more concentrated in the southern provinces where full-time fishers predominate. In the Lao tradition of fishing, both men and women have clear roles, although there can be overlap. For example, in capture fisheries, men primarily make nets and catch fish, while women repair nets and catch fish. Lao women also process the fish for preservation, eating and for selling at the markets.

Indonesia

A study carried out by Sitorus (1995) among fisher households in Indonesia showed that women are predominantly involved in fish processing and marketing jobs while few of them are involved in capture fisheries (as quoted in Siason et al, 2001). Siason et al observe that in Indonesia, women who are involved in small-scale fisheries activities are usually wives or daughters of fishers. They often work to supplement the family income and in some cases may not receive a wage if it is a home-based family business. The role of women in the sector appears to vary across the country, which, given the size and cultural diversity of Indonesia, is not surprising. Thus, Siason et al note that while women are very active in fish marketing in Bali, in south Sulawesi it is men who take up the marketing work. They note that women are also involved in activities such as the traditional processing of dried, salted or smoked fish or in factories involved in fish canning or prawn processing. Women are employed as manual workers in small and medium scale processing operations, mainly located close to fish landing sites. They also note that the female workforce in fisheries-related jobs (such as the canning industry, transportation, shipping and net repairing) has declined in numbers over the last three decades from 48,000 in 1971 to 2,900 in 1980 and 2,200 in 1990 (Indonesian Statistics 1972, 1981, 1992).

Thus, while there are no comprehensive, gender-disaggregated data available in any of the countries, it is clear from the above information that in all countries women do play vital roles within all aspects of fisheries, in particular in small-scale artisanal fisheries. In various communities, women also engage in fish harvesting, primarily in inshore waters and intertidal zones, to supplement household food requirements as well as barter/sell in local markets.

Women's roles in pre-harvest activities and in processing, vending and trading are seen to be particularly important. In traditional small-scale artisanal fisheries, women's role in post-harvest activities is vital because fish and fishery products are perishable items and women are involved in retailing the products after adding value through their processing activities, often in collaboration with their children and other women. Women also dry fish to use during times of food scarcity.

The nature of women's roles within the fisheries varies across region and location, and is culturally and socially determined. While in some regions, for example, in villages in the Gulf of Thailand, it is acceptable for women to go fishing, in other regions, such as North Sumatra, Indonesia, it is considered bad luck to take a woman on board a fishing vessel (Markkannen, 2005).

It is also in order to highlight the important roles women play in maintaining the social, cultural and economic fabric of communities, apart from their direct involvement in fisheries-related work, whether for income or household consumption.

Women of coastal fishing communities often take on a broad variety of income generating activities. Women engage in these other activities to ensure a stable income outside the fishery sector, that tends to be unstable and unpredictable income. Furthermore, women, in general, continue to bear primary responsibility for reproductive tasks. Women's reproductive roles centre around nurturance of family including care of children, elderly and the sick; managing the household including cooking, cleaning, fetching water, firewood, food foraging and subsistence cultivation; and a wide variety of other tasks all focused on ensuring the nurturance and sustenance of families. And, where men stay away fishing for long periods, women run the household in the absence of their husbands. In addition to the daily tasks of the household, women also play a critical role in building social relationships within families, kinship groups and communities; as well as contributing to organizing household and community festivals and rituals. Women play a major role in the socialisation of the children and there with in reproducing the community's way of life.

The range of work that women of coastal and fishing communities in Southeast Asia take on within and outside the fisheries can be summarized as follows:

TABLE 2: RANGE OF WOMEN'S WORK WITHIN AND OUTSIDE FISHERIES

Area of Work	Type of work
As workers within small-scale fisheries (paid and unpaid)	Women may work in fish marketing, making and repairing nets and cages, in the preparation of bait, collecting crabs and shellfish, gathering and cultivating seaweed and algae, in smoking, salting and drying fish, and, in some cases, particularly in inland areas, fishing. They may also work in aquaculture farms.
As workers in fish processing plants	Women are largely seen in the fish processing sector, as either part-time or full-time workers in processing plants, or workers under sub-contracting systems, working on a piece rate basis. This can be seen, for example, in Thailand, Malaysia and Indonesia.

As those responsible for the family and community	Women, as everywhere else, are almost entirely responsible for the care and nurture of the family. Where the men stay away fishing for long periods, women run the household in the absence of their husbands. They are important actors in the fishing community and are important in maintaining social networks and the culture of the community.
As workers outside the fisheries	Often, women of coastal fishing communities take on activities outside the fishery, that give them some form of stable monetary income, since the income from the fishery is inherently unstable and unpredictable. In rural areas, women may be involved with agricultural work or in making and selling handicrafts made of locally available natural resources. In both urban and rural areas, women may start some work that generates income, such as running a small shop or a restaurant, either individually, or as part of groups, or take up employment as domestic workers, etc.
Within community organizations and fishworker movements	Women in many parts of Southeast Asia are active within community organizations, engaged, for example, with improving management of resources and checking destructive fishing. This can be observed in Thailand, Philippines and Indonesia. Women have also been active in political struggles, as for example, against destructive fishing methods in several Asian countries including Indonesia, Thailand and the Philippines. They have helped strengthen the movements and broaden its agenda.

In general, while the exact nature of the work of women of fishing communities differs by culture and region and between rural and urban areas, the common factor is that it is often invisible, unacknowledged and undervalued. Women's work in fisheries is normally seen as an extension of the 'domestic space' and attributed low social value. The activities undertaken by women are often viewed as requiring little skill and knowledge and lead to women's work and capacities being undervalued and poorly rewarded. Little value is attached to the domestic and community tasks performed by women due to the patriarchal conception of work, that attaches little or no value to 'reproductive work', while regarding only 'paid' work undertaken for the market as 'productive' work. The relationship between the genders continues to be highly unequal, with men seen as the main economic providers and decision-makers.

Women's access to resources and decisionmaking – lack of recognition of women's role often leads to exclusion and marginalization

The fact that there is no clear recognition of the work women of fishing communities do, the spaces they occupy, and their specific resource use is linked to the fact that there is no clear recognition of how women of fishing communities, in particular poor women, are often differently and disproportionately affected by the changes in technology and markets and the degradation of the coastal resources.

There is evidence that women fish processors and traders of the small-scale sector in Southeast Asia have been pushed to the margins after merchants, generally males, with greater capacity for

capital investment and mobility, have taken control of marketing chains. The centralization of fish landings at harbours, for example, has meant that women are often unable to compete with large traders and exporters operating in these harbours, affecting their access to fish and markets (Kooi, 2002²⁸).

There is also evidence that women of coastal communities in Southeast Asia, in particular poor women, are differently and disproportionately affected by the degradation of the natural resources than men (Reichrath, S. 2006). Pollution and destruction of coastal habitats and resources directly affects women's health and their livelihoods, as activities such as collecting and gleaning in inshore areas are directly dependent on the inshore coastal ecosystems. The destruction of coastal resources also means an increase in the workload of women, as tasks such as collecting firewood and water are generally seen as the work of women.

The growing competition for coastal spaces and resources, as for example by industry, tourism and aquaculture, has led to displacement of fishing communities. At the same, time, however, the implications are often more severe for women, whose 'work spaces' on the coast and intertidal areas—such as areas where they collect crabs, shellfish, seaweed and other resources, dry fish, or collect firewood—are often the first to be taken over.

The use of destructive gear such as push nets and trawls by the industrial fleet in Southeast Asian countries has been a constant source of conflict in the region. Artisanal and small-scale fishermen have alleged that such forms of non-selective fishing deplete and degrade resources and that large catches by these fleets depress market prices. For women of fishing communities, this has often meant a decline in the income available to run the family and household. It has also, in extreme cases, meant having to cope with the loss of their men in conflicts with trawlers, as in Indonesia (Sharma, 2000).

Even as the above developments have had negative implications for women's work and livelihoods, it should be noted that some women have, nevertheless, managed to take advantage of the new opportunities offered, as for example, by the lucrative domestic and export market for fish.

The invisibility of women's role in small-scale fisheries and fishing communities directly impacts on their low participation in decision making in the household and in the community. Because of women's subordinate position in the existing gender division of labour, women's activities in fisheries generally receive very minimal technical and financial support from public and private investments and women are more disadvantaged in accessing factors of production such as capital, technology, information and training, among others. Women's specific priorities related to her gender role often remain invisible for policy makers and practitioners. Women's specific knowledge, skills and experiences are also generally unacknowledged in policy making.

Based on available information, it does not appear that there is any conscious effort by Southeast Asian states of bringing a gender perspective in co-management initiatives. Fisheries-related development or resource management activities have generally engaged men as exploiting, and sometimes managing, resources whereas women's role has generally been excluded from planning 'mainstream' fisheries activities and co-management arrangements.

In the Philippines, the 1987 Constitution upholds the principle of gender equality, and there is a specific Act, the Republic Act 7192 (RA 7192), known as the Women in Development and

²⁸ Kooi JK. 2002. Country Paper: Malaysia. Presented at the "The Asian Fisherfolk Conference: Cut Away the Net of Globalization". 25 – 29 January 2002, Thailand.

Nation-building Act of 1992. RA 7192, among other things, provides the mandate to ensure that different government departments and agencies formulate and implement development programmes for women, and ensure their participation in the entire programme development process. However, despite this, it has been noted that both the national laws for fisheries, the Agriculture and Fisheries Modernization Act (AFMA) (RA 8435) and the Philippine Fisheries Code (RA 8550), which became effective in 1998, lack a clear gender perspective. AFMA does not recognize the role women perform in the whole production process, and gives no consideration of the importance of their participation in policy formulation, or even the need to consult them in matters that directly affect them, such as credit policies, marketing and training programmes. The Fisheries Code does make provisions for more participation of women, particularly in the Fisheries and Resource Management Councils (FARMCs). However, several provisions still need to be revised to ensure gender fairness, such as to provide for women's representation in higher bodies, for example, at the national level NFARMC (Dasig-Salazar and Dasig, 2006).

At the recently organized ICSF workshop on "Asserting Rights, Defining Responsibilities: Perspectives from Small-scale Fishing Communities on Coastal and Fisheries Management in Asia, held in May 2007, participants noted the absence of the concerns and interests of women in fisheries policy making and management plans. It was notified that policy makers and practitioners in fisheries and coastal resources management generally ignore the complex relationships in small-scale fisheries and fail to understand the bigger livelihoods picture of fishing communities which includes the role of women. Noting the important lead roles being taken on by women in conservation and management, even without any governmental support, it was generally felt that more opportunities need to be given to women of fishing communities to participate in decision making processes.

Within many CBCRM projects, women are beginning to be recognized as stakeholders in the resource management process and there have been conscious efforts made towards integrating a gender perspective in the practice of CBCRM with positive results (Ferrer et al. 2004. See also chapter III where the CBCRM experiences of Oxfam Novib partners in the SE Asian region are discussed).

In many CBCRM projects women often play an important role as fish wardens or in replanting mangroves or in coastal clean-ups (Vera et al 2007, Cruz and Ferrer 2004, Quist 1998, Mehat et al 1993). However, a critical review would reveal that women often are not assured of a share of the benefits of resource management measures such as secured (joint) access rights to (shell)fish grounds or access to improved fish catch for consumption/sale or improved technology and fishery support services. (Tanyang 2006, Quist 1998, Mehat et al 1993).

By and large, existing tenure reform instruments have yet to take gender-affirmative strategies and actions that specifically promote women's access and use rights to coastal resources. For example, assigning protection measures to a mangrove area may have long-term positive effects for the fishing community but its immediate effect could be the dislocation of women who gather shellfish for food or for income. (Tanchuling and Durano, 2006).

In general the lack of representation and recognition of women of fishing communities in co-management bodies continues to be an issue. While fisherorganizations in some Southeast Asian countries, such as the Philippines, are beginning to put in place mechanisms for greater visibility and participation of women in leadership structures, these efforts have often failed to recognize that women's capacity to assume leadership positions is affected by constraints on their mobility, the multiple burdens of productive and reproductive work, and gender stereotyping (Tanyang

2006). Poor women in particular have little time or opportunity to assume management tasks, receive training and information or establish contacts. When women are invited and available to participate cultural norms and lack of selfconfidence prevent women to express their opinions and priorities (Sriputinibondh and Suntornratana 2001).

Many barriers to women's full participation in fisheries development activities and coastal resources management still persist, not least in women's own acceptance of the gender division of labour prevailing in most coastal communities. Most women of fishing communities believe that men are the head of the family, and should support the family financially. Women, meanwhile, should attend to all the problems and needs of the family and household. This partly explains why women in community organizations are largely active on issues related to their reproductive roles in society, while leadership and decision making positions on economic and political issues are dominated by men (Oxfam 2008). And as the public domain is generally seen to be the space of men, issues of women's multiple work burden and lack of resources and also domestic violence or women's reproductive health are generally considered to be private matters and not to be discussed in public meetings.

2.6 Conclusion

Women of fishing communities in the Southeast Asian region play vital roles within the fisheries and fishing communities, nevertheless their roles are generally invisible, unacknowledged and undervalued. Related to their specific gender role, they are also affected differently and often disproportionately by developments/changes that are threatening coastal ecosystems and the livelihoods of those dependent on them. At the same time, women's active participation in managing coastal resources, as part of community-based efforts, can, and has, contributed to the success of such initiatives. From these perspectives, there is a clear case for enhancing women's roles in fisheries and coastal resources management.

However, the framework and practice of co-management and decentralization within countries of the Southeast Asian region, does not, as yet, offer spaces for genuine participatory processes. There is also little conscious effort to support the participation of women in resources management and fisheries development, in recognition of the important roles they play within the fisheries and within communities.

The CBCRM approach offers the possibility of putting in place genuine participatory and gender-sensitive processes for the management of coastal and fisheries resources. CBCRM projects and fisherorganisations have begun to recognize the important roles women play within the fisheries, resource management and within coastal communities. It remains important to expand the spaces that are emerging, especially through pressure from well-organized community groups and women's groups, and drawing on existing positive examples of integrating a gender perspective in CBCRM implementation. Development NGOs, academics, researchers, feminist organisations, sympathetic politicians, governments and others also have important roles to play in making this possible.

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CHAPTER 3 REVIEW OF OXFAM NOVIB PARTNERS EXPERIENCES AND LESSONS IN THE INTEGRATION OF GENDER IN CBCRM

3.1 Introduction

This Chapter presents the key findings from a review of efforts in gender integration undertaken by selected Oxfam Novib (ON) partners in the Philippines, Cambodia and Viet Nam. For several years, Oxfam Novib has developed a substantial number of partnerships with organisations working with and for coastal communities in the Southeast Asia region. Since gender equity has been identified as an essential cross-cutting theme in all Oxfam Novib activities, efforts have been made to mainstream gender aspects in the present partnerships and in the overall programme. *How Gender Mainstreaming was carried out by Novib partners in their Coastal Resources Management (CRM) programmes and what outcomes did these efforts result to are the main focus of this review.*

Objectives of the Chapter

In seeking answers to these questions, the researchers hope to describe illustrative interventions of gender integration at the programme and organizational levels, analyse factors affecting success and identify major challenges, and stimulate further thinking between ON and partners on how to move the work forward.

Scope and Limitation

The review focused on the experiences of six (6) development organizations working with coastal communities in the Philippines, Viet Nam and Cambodia. The resulting narrative is primarily based on a review and evaluation of existing literature and secondary data made available to the research team in the form of partners' project and research reports. There was no opportunity to visit project sites and interact with project implementers and community members. To a limited extent, inputs were also derived from informal consultations with relevant stakeholders. Where available, we also looked at the official websites of the organizations to look for relevant documents articulating the organizations' gender messages or perspectives.

Finally, it is important to note that there was a wide disparity in the nature and quality of the reports and documents made available for the review. This made looking for parallel or standard set of information across organizations extremely difficult. In addition, majority of the reports tended to present 'snap-shot' data which are by far inadequate to capture complex and dynamic processes and trends or show actual results or impacts. To overcome this limitation, we deliberately attempted to simply capture and highlight what appears to be the distinct contribution/s on gender integration that can be gleaned from the organizations' individual experiences.

3.2 Overview of Partners and Projects Analyzed

The organizations covered in this study are the following: MCD in Viet Nam, FACT in Cambodia, and PROCESS-Bohol, Tambuyog Development Center, CASCO and Oxfam Great Britain in the Philippines.

Center for Marinelife Conservation and Community Development (MCD), Viet Nam

MCD is a new Vietnamese NGO that evolved from the International Marinelife Alliance (IMA). It is the first and only organization in Viet Nam exclusively devoted to coastal and marine conservation and coastal community development. As a vision, MCD strives to improve both the quality of life in coastal communities and the status of marine ecosystems by striking a balance between the needs of coastal communities and the needs of the marine environment to ensure a sustainable future for all. It believes it could achieve this by educating, empowering and

supporting coastal communities to participate in the protection of their environment and the sustainable management and use of marine resources. It focuses on coastal management, community development, life science, education and advocacy and institution building. MCD's current gender mainstreaming initiatives can be traced to and is strongly influenced by IMA's previous conservation/development projects in the coastal region of Van Ninh District, Van Hung Commune, Khanh Hoa Province in South-Central Viet Nam implemented from 2002-2004.

Fisheries Action Coalition Team (FACT), Cambodia

FACT is a coalition of local and international NGOs in Cambodia working to improve the fisheries and natural resource governance and contribute to food security of rural communities. Established in 2000, FACT has been working closely with fishing dependent communities in the Tonle Sap Province, the Mekong regions and other coastal provinces to enable them to build their organizations and networks and advocate for themselves on issues affecting them. FACT also advocates to decision makers to explore alternatives for fishing communities in order to improve their livelihoods. The programs of FACT have an underlying emphasis on human rights, sustainable livelihoods, education, and awareness-raising. While FACT has problematised gender mainstreaming since 2004, it began working with a gender perspective by undertaking basic gender researches in 2005 such as the Family-scale gender analysis in Kampong Thom, Banteay Meanchey and Pursat conducted by the Tonle Sap Community Database Research Team of FACT.

PROCESS Bohol, Philippines

PROCESS-Bohol is a social development NGO that envisions 'improved quality of life for poor communities, particularly those of women, farmers and fishers who are God-loving, gender sensitive and empowered, living in a healthy, just and equitable environment'. It sees its mission as 'continuously empowering the poor women, farmers and fishers towards effective and sustainable management of resources and promotion of just and gender-sensitive environment' (PROCESS Bohol Strategic Plan, 2006-2015). Since 1999/2000, Oxfam Novib has been funding two programmes – the Fisheries Development Programme (FDP) and Women's Empowerment Programme (WEP). The NGO operates in the province of Bohol (Central Visayas) covering 59 *barangays* (villages) in 18 coastal and upland municipalities. It is currently assisting a total of 59 community based Peoples' Organizations (POs), eight municipal federations, and two provincial level federations with a total membership of 2,984 marginalised fishers and rural women.

Tambuyog Development Center (TDC), Philippines

Founded in 1984, Tambuyog envisions 'organised interdependent communities of empowered women and men sharing responsibility for enjoying benefits from sustainable management and development of Philippine fisheries'. To achieve this vision, Tambuyog undertakes complementary development interventions in: (1) National and regional advocacy for policy changes in fisheries, coastal resources management and trade, (2) Direct assistance to coastal communities on resource management, organizational development and management, governance, and enterprise development; and (3) Trainings for capability building of fisherfolks and their organizations. Its very own CBCRM approach called 'Sustainable Coastal Area Development (SCAD) puts premium on the role of communities in the management of their resources and their right to enjoy the benefits resulting from their collective action. Tambuyog believes that, ultimately, communities are the best resource managers since they have the greatest stake in the conservation of resources which they depend on. At the heart of Tambuyog's CBCRM approach is the concept of 'community property rights' – the community's assertion of its ownership, claim or entitlement of the coastal resources that they depend on for their livelihoods and survival. SCAD had been implemented in several sites (e.g., Barili, Cebu, Prieto Diaz, Sorsogon, Taytay, Palawan and Sarangani) and at least two of the projects have since

spinned off into autonomous NGOs (e.g., in Sarangani and Prieto Diaz, Sorsogon). Tambuyog is recognised as one of the pioneers in engendering CBCRM through conduct of gender analysis and gender-focused studies in the programme sites of SCAD since the 1990s.

Center for Advancement and Strengthening of Community Property Rights (CASCO), Philippines

CASCO, an NGO based in Southern Mindanao, began in 1997 as a field office of Tambuyog in Sarangani province. CASCO envisions ‘communities that have ownership, control and management of the coastal resources’ and considers community property rights (CPR) as the essence of CBCRM. This vision translates into five key result areas of its CBCRM programme: strengthening representative community institutions, institutionalization of resource management arrangements, building collective capital, bridging the gender gap, and enhancing quality of life. CASCO’s gender and development initiatives can be traced back to Tambuyog’s efforts to engender the SCAD programme in Sarangani.

Oxfam Great Britain (OGB), Philippines

Oxfam Great Britain (OGB) is a UK-registered international humanitarian and development agency operating in the Philippines since 1987. Beginning in the 1990s, OGB and its partners had actively engaged in CBCRM as a programme area. From May 2004-April 2007, OGB and Oxfam Novib co-financed the ‘CBCRM and Small Fishers’ Rights to Livelihood Project’. The project’s overall objective was ‘poverty reduction and sustainable livelihoods for poor coastal fishing communities in the Philippines’. The project was managed by OGB and directly implemented by 10 project partners. These included seven NGOs (Tambuyog, Environmental Legal Assistance Center, ELAC, Sentro sa Ikauunlad ng Katutubong Agham at Teknolohiya, SIKAT, Developers Foundation, LAFFCOD, NGOs for Fisheries Reforms, NFR, and the CBCRM Resource Center) and three fishers’ federations (Kilusang Mangingisda, KM, Samahan ng Maliit na Mangingisda sa Calatagan, SAMMACA, and Danao Bay Resource Management Organization, DBREMO). These organizations were working at various levels (local, municipal, provincial, national, and regional) and on different aspects of CBCRM (community organizing and capacity building, coastal and fishery resources management, livelihoods and enterprise development, policy research and advocacy, campaigning, etc). The Project was implemented in specific municipalities in six (6) provinces (Aklan, Batangas, Palawan, Zambales, Lanao del Norte and Misamis Occidental) by site-based partners (Developers, SAMMACA, ELAC, SIKAT, LAFFCOD and DBREMO, respectively). Manila-based partners (Tambuyog, KM, NFR and CBCRM RC) were involved in learning and capacity building, national level policy advocacy on fisheries reform, and campaigning on sustainable fisheries and trade.

‘Promotion of gender equity’ was one of six specific objectives of the project and OGB used a two-fold approach to gender integration. First, it treated gender as a cross-cutting theme in the entire CBCRM project and partners were expected to contribute to the attainment of this objective through what was generally referred to as ‘gender mainstreaming approach’. Thus, partners’ projects were monitored for their gender mainstreaming interventions and outcomes. Second, OGB conceptualized and supported two distinct gender-focused projects involving selected partners that were directed on developing women leadership and addressing gender-based violence.

3.3 Mainstreaming Gender at the Organizational Level

Oxfam Novib partners covered in this review have undertaken a range of initiatives related to mainstreaming gender into their organizations. In summary, efforts towards organization-wide changes for gender integration focused on putting in place the following basic requisites: (1) an explicit gender policy and/or value statement that commits the organization to working for gender equity/equality as part of its organizational mandate; (2) a gender point person or unit of

technically-trained gender champions tasked to ensure that organizational services and programs are ‘gender responsive’; (3) translating gender values and policies into gender-responsive organizational processes and systems (e.g., strategic planning, gender audit, staff training and capacity building, etc.) and (4) increasing resources devoted to programmes and projects for women.

Articulating Gender Values and Policies

From the onset, it is important to note that gender equality is a common articulated value of all organizations, perhaps indicative of the many years of advocacy on gender amongst development organizations. PROCESS Bohol distinguished ‘women’ as a separate group/sector from farmers and fishers. In their respective vision statements, MCD, FACT, Tambuyog, CASCO and OGB also made mention of benefiting women as a distinct category from men.

In the case of MCD, gender mainstreaming was anchored on an explicitly articulated overarching institutional gender value or principle, to wit: “The MCD believes that *gender equality* is a key principle in developing informed and empowered communities that sustain healthy, productive coastal and marine resources. MCD aims to improve gender equality by recognising *gender equity* in the community development process.” This statement of principle was further supported by an operational definition of the concepts of ‘gender equality’ and ‘gender equity’²⁹ that was important for levelling off and unifying MCD constituencies on its gender values and its gender mainstreaming agenda.

For its part, FACT saw the importance of formulating a Gender Policy that would ‘guide the Coalition in its actions to engage both men and women in its programme activities’ as well as ‘provide the Coalition a direction and approach to address the gender issues in FACT programs, advocacies and actions on fisheries and natural resources’. Thus, the goal of the Gender Policy is to “ensure that all of the Coalition’s programmes to promote fisheries and natural resources governance *benefit men and women equally*, according to their different needs, and that men and women *equally input and participate* at all levels of programme and organizational development”. This Gender Policy was then translated into more specific principles, objectives, strategies, and indicators. In addition, FACT has a staff [recruitment] policy that ensures equal opportunity to employment for both men and women regardless of sex, race, ethnicity or disability.

PROCESS-Bohol’s gender mainstreaming initiatives stems from having a well-articulated institutional mandate that is anchored on the principles of gender sensitivity, gender equality and women’s participation and empowerment. According to PROCESS-Bohol, the review of its Vision, Mission and Goals (VMG) and the formulation of its Strategic Plan for 2006-2015 that was participated in by members of the Board of Directors, management and staff helped broaden the understanding of gender mainstreaming within. Its gender values have guided the organization to ‘institutionalise its gender programme’ accross everything it does, including adhering to gender equality in terms of hiring of staff, filling in leadership positions, and use of gender-sensitive language, among others.

Gender Unit/Point Person

Four of the six organizations – Tambuyog, PROCESS Bohol, MCD and FACT -- have had the experience of putting in place a specialised gender unit or point person as a strategy for advancing gender integration within their organizations. In PROCESS, it started in the form of a Women’s Desk that eventually became its Gender and Development Programme, one of the

²⁹ For MCD, *gender equality* means ‘men and women have an equal position in society and are free to make choices without limitations of stereotypes, rigid gender roles and prejudices’. *Gender equity*, on the other hand, is ‘taking into account the different needs, opportunities and benefits for men and women, and seeking to address any imbalance’. (MCD, no date)

three core programmes of PROCESS Bohol. Tambuyog and MCD appointed a Gender Officer/Coordinator. In the same light, FACT's Gender Policy provided for a Gender Focal Point responsible for providing guidance on gender integration into the programs and working closely with FACT Project Officers to ensure that the program activities include gender aspects. In addition, the Policy also contained clear descriptions of the respective roles and responsibilities of FACT officers and staff (e.g., Board of Trustees, Management Team, Executive Director, Project Officers, etc.) for the implementation of the gender policy.

In the case of OGB, being a donor agency allowed it to periodically commission gender experts and consultants who provided capacity building and training support, technical inputs and overall advise on gender mainstreaming to Oxfam and its CBCRM partners.

Translating gender values and policies into functional organizational processes and systems and operational programme/project strategies

Two examples can be gleaned from the experience of Tambuyog and Oxfam GB partners.

As a way of operationalising its institutional mandate, Tambuyog periodically undertook three-year Strategic Planning cycles and made use of this process to ensure that its gender policy/framework is translated into its programmes and strategies. Thus, its Strategic Plan for the period 2005-2007 contained a thorough contextual analysis that articulated its analytical framework for viewing the Philippine fisheries situation, and identified a set of objectives, strategies and indicators to achieve its strategic goals for the period. This experience underscores the importance of undertaking gender analysis of the fisheries sector as a starting point for strategic planning.

To ensure that gender is mainstreamed in its Strategic and Operational Plans, Tambuyog periodically conducted Gender Conferences which served as a venue for programme units and project teams to review the gender dimension of their respective plans. By thinking through a set of questions, the Tambuyog staff found the process essential as it aided them in coming up with indicators that have more explicit gender dimensions.

Another example of a gender-responsive organization-wide process is the Gender Audit conducted among four OGB partners under the Leadership Development Programme for Women (LDPW). Through the Gender Audit, organizations were analysed vis-à-vis the extent to which they have succeeded (or failed) to address gender issues in their organizational policies, structures and programmes. It also assessed the organization's training needs and gaps in relation to gender mainstreaming using participatory rapid appraisal methods.

The Gender Audit enabled the partner organisations to reflect on what stage they had reached in terms of gender mainstreaming, and to identify and analyse the barriers to women's participation in organizational policies, activities, leadership and decision making structures, organizational culture, planning processes, etc. The process stressed the importance of collecting gender disaggregated data about the organization (e.g., number of women who participate in activities, what kinds of tasks they take part in, etc.).

The results of the Gender Audit became the bases for determining the action plan/s for the LDPW's succeeding interventions towards strengthening women's capacities and opportunities for participation and leadership within each partner organizations.

Thus in the case of SAMMACA, a municipal fisherfolk federation in the municipality of Calatagan, Batangas where the LDPW was implemented, the results of its Gender Audit showed

that the federation's leadership remained very male oriented and women's concerns were not being addressed adequately, even as SAMMACA had worked on gender issues since the mid 1990s. Based on this analysis, they developed a plan that focused on transforming women and men's attitudes to gender inequality by making SAMMACA's standard leadership training modules more gender responsive. In addition, the recommendations from the Gender Audit were addressed in the federation's recent strategic planning process. As a result, the identification of coastal resources to be managed by women, the development of gender responsive curriculum for SAMMACA's training programme, and the advocacy for the establishment of community-based responses to gender-based violence have been incorporated to SAMMACA's strategic plan, paving the way for more women to participate in resource management and to realise their potentials as leaders.

Increasing resources for gender-focused projects

Another strategy for promoting gender integration at the organizational level was to allocate funding for gender-focused projects. A good example here is OGB's provision of financial and technical support³⁰ to its partners through two distinct gender-focused projects devoted to developing women leaders (the LDPW discussed above) and addressing gender-based violence that involved both women and men (Eliminating Violence against Women, EVAW). Both projects have yielded positive results for the participating organizations. The LDPW has helped NGOs and POs to identify and address the barriers to women's participation in their organizational policies, activities, leadership and decision making structures, organizational culture, planning processes, etc. By effectively lending focus to gender and women's concerns in the communities, the EVAW project served as an impetus for women and men to bring gender-based violence into the public sphere.

Perhaps another example is PROCESS Bohol which developed a comprehensive Women and Development Programme (WEP) that focused on mainstreaming gender within PROCESS and its partner communities and institutions. The project adopted a two-pronged strategy: a) capacity building of PAGKAINA-Bohol federation and its member POs in mainstreaming gender equality in the households and formal governance structures (barangay, municipal and provincial); and b) scaling up alternative livelihood projects of partner POs towards increasing income of men and women partner-beneficiaries. Women and men PO leaders were trained to engage in village and municipal level LGUs to lobby for gender sensitive legislations and corresponding budget allocations. According to PROCESS, they observed an increase in male membership in the POs as well as more active involvement of the menfolk in gender-related activities. They attributed this positive development to the intensive information and education campaigns on gender equality that they launched for the men.

Lessons from the partner's experiences of Mainstreaming Gender at the Organizational Level

From the above, it is apparent that the efforts towards gender mainstreaming (GM) within the organizations are complementary and need to be simultaneously pursued. Clarifying gender values and translating them into gender-fair organizational policies, ensuring that there are mechanisms in the organizational structure to support gender objectives, building internal organizational capacities and expertise for gender integration work, and allocating increased resources to women's programmes and women's interests are workable strategies that aimed to change the gender architecture within these organizations. While in themselves these strategies were important and necessary, the NGOs' experiences showed the importance of viewing and treating gender mainstreaming as an organization-wide change effort – i.e., as an effort at instituting changes that are supposed to affect the entire organization. To be effective, gender

³⁰ The joint budget of the LDPW and EVAW projects constitute approximately 10 percent of total budget of the CBCRM and Fishers' Rights to Livelihoods Project

mainstreaming at the organization level needs to be supported by efforts that transform individual and organizational culture, neutralise resistance (whether overt and covert), confront asymmetries in power relations, and put in place effective mechanisms to monitor progress and prevent regression.

Important factors for the success of gender mainstreaming at the organizational level include the following:

- **Having committed leaders and leadership**
A common experience of the organizations is the presence of individual women and men within the leadership and management units of the organizations who were convinced of the need to be more gender fair and responsive, and who served as champions of the change effort. It was also important for leaders to expand their spheres of influence within and outside the organization.
- **Harnessing sufficient impetus, both internal and external, for pursuing gender mainstreaming at the organization level**
For many organizations, the interest in GM may have been sparked by their openness to external influences from a donor or a network/other organizations. However, this was followed through by an effort to interrogate and re-envision the whole expanse of the organization. For these NGOs, being gender aware and responsive is fundamental to their nature as a ‘development organization’, and transforming gender relations should be at the heart of their vision of development and social change. Hence they saw the need to embody this perspective in their organizational identity as expressed in their organizational vision, mission and goals.
- **Understanding, confronting and challenging resistance/opposition to change**
Like any organizational change effort, personal beliefs, values, perceptions and goals are among the factors that drive people to resist or accept change. And resistance to transforming gender relations are common to both men and women members of the organization. Hence GM requires deep understanding of where people’s reactions are coming from, confronting their fears and uncertainties through continuous gender awareness raising, clarifying goals and objectives, clarifying roles and responsibilities, having appropriate methodologies, as well as making explicit and negotiating bottomlines in the form of policies, rules, or codes of conduct that promote transformation of gender relations amongst individuals within the organization.
- **Continuing investment of time, resources, and learning on internal gender advocacy**
From the experience of these NGOs, it appears that internal advocacy on gender (within the organization) is an eternal endeavor, not a one-shot effort. These organizations went through a continuing search for conceptual clarity of gender frameworks, strategies and tools, even as individual staff members are expected to internalize these gender values in their life within and outside the organization. The organizations have experimented on, adapted and developed their own GM processes and tools (e.g., for contextual/problem analysis, organizational assessment, programme planning, monitoring and evaluation processes, etc), initiated and maintained links with other gender advocates at local and international levels, etc.

3.4 Gender Mainstreaming Strategies at the Programme Level

All six partner organizations developed their respective gender mainstreaming objectives and strategies based on their respective contextual analyses of gender issues in fisheries and coastal resources management witnessed in their programme sites.

As can be observed in the following discussion, individual partners utilized a range of GM strategies and interventions that best suited their site-specific contexts and objectives, while contingent on their respective GM perspectives. In summary, six major strategies were observed in the CBCRM programmes: (1) action research on gender and coastal resources management; (2) gender integration in organizational building and strengthening; (3) developing women's leadership (4) integration of gender in livelihood development; (5) gender fair coastal resources management and (6) addressing gender-based violence and reproductive health issues.

Action Research on Gender and Coastal Resources Management

Several partners utilised action research as a strategy for deepening understanding of gender issues in coastal communities and in formulating appropriate interventions to address these issues.

For example, in the experience of CASCO, they conducted several studies related to women's roles in fisheries and coastal resources management. The research on the Role of Women in Sustainable Coastal Area Development (SCAD) Programme gave CASCO a profile of women in three coastal communities, which helped them identify women's needs and assess women's participation in the programme. A concrete result of the study was the identification of concrete interventions for women such as the Microfinance and Enterprise Development Project. The latter was deemed crucial to address women's economic development so they would no longer be constrained to their reproductive roles.

Another research conducted by Tambuyog was on women milkfish fry-gatherers in the municipality of Kiamba, Saranggani Province. The results of the said study established the importance of milkfish fry fishery resource for women fry gatherers, providing them with a means of livelihood which allowed them to contribute to their household income. Women's income from fry gathering were used to augment household needs, pay for their children's education, buy appliances for the house, build their own house, finance their own small business, buy their own *banca* (boat), etc. The study gave inputs to local legislators in drafting policies and projects for women in the coastal communities. At the community level, Tambuyog used the research for its advocacy work towards developing fisher-women leaders in the municipality.

The Women's Committee of the Kilusang Mangingisda (KM), a partner of OGB in the LDPW project, conducted a research on the impact of trade liberalisation in fisheries focusing on milk fish fry-gathering. The results of the study showed that privatising fry hatcheries has had a damaging impact on women's livelihoods. Women fry-gatherers have been displaced from their source of income because milkfish fry buyers shifted their demand to private hatchery suppliers. Since women's income from this source of livelihood was used to support the education of their children, this put to risk their children's future. The research findings were used to inform KM's campaign against ongoing Fisheries Trade Liberalisation. It also provided leverage for the Women's Committee inside KM to press for greater involvement of women in decision-making processes within the fishers' federation on the basis that addressing issues particularly affecting women has benefits for the whole community.

In the case of MCD, it conducted a research on gender and coastal resource management in gender and livelihood development in Xuan Thuy National Park, Giao Xuan Commune to identify gender-based inequity and gaps in resource access and control, analyze roles and relationship of men/women in livelihood activities, assess vulnerability/challenges, and identify implications for gender mainstreaming in livelihoods. The action research combined various gender analysis frameworks (e.g., Moser/Harvard, Social Relation Approach, DFID Sustainable Livelihood Framework) and utilised PRA tools. The research findings brought to the surface

important implications for gender mainstreaming in livelihood programs for women: (1) women's strategic needs need to be considered in livelihood activities; (2) women need improved access to financial capital (microfinance, loans and credits) as well as increased access to information, knowledge, processes, and techniques to enhance human capital; and (3) it is important to provide more opportunities to diversify social capital among women through the creation and support of women's organisations/groups so that they are empowered and capable to make choices in livelihood development.

Gender Integration in Organizational Building and Strengthening

Building and strengthening organizations of local resource users has been the most common strategy across the different CBCRM programmes. Advocates of the community-based approach believes that through organizing, the coastal communities are able to assert and protect their rights and entitlements, build their capacities for participatory development, and create opportunities for collaboration with different stakeholders in resources management.

In terms of organizing approach, partners basically took two tracks – organizing mixed gender organizations and forming women-only groups. There was no reported experience of forming men-only groups. However, several of the mixed-gender organizations were observed to be dominantly composed of males.

Women-only groups

In Saranggani province, CASCO conducted a series of Speak-out Sessions (SOS) for women in the community as a take-off point for women's organizing. These unstructured for-women-only dialogues allowed the women to share their own views about the self, family and community and were very effective in building their self confidence and trust in each other. Through these sessions, women began to appreciate and value their role as women particularly in performing reproductive functions in their respective households, contributions that are not given its due recognition by the men and the community. The SOS became more frequent and regular; women would gather every afternoon to exchange stories about themselves, their children and their husbands. The speak-out sessions became a safe space to unburden their problems from being a mother and wife, and to offer support to one another. On one occasion, the core group of women learned of the plight of a 28-year-old woman who was a victim of battering. She was the third wife of a motorcycle driver. After deciding to take action, the women diplomatically spoke with the husband, admonishing him that acts of VAW were not acceptable.

Aside from responding to issues of VAW, the SOS also became a venue to discuss the needs and problems of women, particularly on sexual and reproductive health. The Speak-out Sessions became instrumental in raising women's awareness of their entitlements, enough for them to initiate claim-making for basic social services and accessing government support for women and children's welfare. One of the women core group was able to access funds from the GAD Fund³¹ after concerted advocacy and lobby work with the barangay local government unit (LGU). Using the GAD funds, they conducted what they called the Mothers' Class, a weekend class for women and other interested individuals in the community where they could learn more about such topics as sexual and reproductive health, maternal and childcare, nutrition and how to respond to health related emergencies.

One of the significant results of the Mothers' classes was the creation of the Community Health Post (CHP), a venue to monitor the growth and development of children directly managed by the women themselves. The LGU and the UNICEF provided some basic health care equipment

³¹ Gender and Development Fund – the law mandates that all government agencies and units have to allot five percent of their budget to GAD activities

(e.g., weighing scale, sphygmomanometer) while the *barangay* officials provided funds from its GAD budget for medicines and referrals in cases of emergencies. The SOS also resulted in community activities such as Coastal Clean-ups that helped reinforce women's potential to become community leaders, as it enabled women to mobilize and demonstrate their leadership role in the community. According to CASCO, women's initiative in the Coastal Clean-up drives enabled them to mobilize all members in the community to participate, including the men.

Mixed-Gender organizations

Aside from organising women's groups, CASCO also worked with Resource Management Cooperatives (RMCs), a type of people's organization, as its partner in the implementation of its CBCRM programme at the community level. The RMCs have a two-pronged objective: 1) advocacy & implementation of coastal resource management and 2) enterprise development. The membership of the RMCs is composed of men and women fisherfolk residents who are united on the principles of CBCRM and also advocating for equitable and sustainable use of coastal resources. At the same time, the RMC as an organization is also concerned with addressing the needs of its members and the community.

While the RMC's basic structure is similar to other cooperatives, what distinguishes it from the rest is the presence of a Gender Committee that has equal status with the other committees. A woman chairs the Gender Committee, which is tasked to ensure the implementation of gender policies and discuss gender issues and concerns within the RMC, particularly on areas of decision-making and leadership.

Among the gender policies in the RMCs are the following:

- Equal participation of men and women in trainings, seminars, advocacy and lobbying
- Gender balance in leadership and hiring of workers
- Gender aware and gender sensitive plans and programmes

An example of the latter was the conduct of Gender Sensitivity Trainings (GST) to raise the gender awareness of RMC members. Results of the GST were used by CASCO to design a tool for measuring gender participation in co-management structures, and CASCO also trained the fisher leaders in the use of the tool.

As pointed out in the External Evaluation Report of the SCAD programme conducted in October 2006, CASCO's gender work was hampered by the absence of a 'clear gender agenda' even as CASCO expected the local leaders to pursue gender concerns in the community. The CASCO-designed tool was never used by the local leaders as they were not sufficiently equipped to do this.

PROCESS Bohol's organizing work focused on the twin objective of building organizational capacity of community-based and federation level organizations and mainstreaming gender equality into policies, programs/projects and activities of these organizations. It conducted capacity building through awareness raising, trainings and seminars, study tours/exchange visits in order to enhance organizational management and support the formulation of organizational sustainability plans. It also sought LGU recognition and accreditation of the Peoples' Organizations (POs) and federations and planned for leadership succession.

Gender integration in the organizing process involved awareness raising of men and women on gender and women specific laws (e.g., Violence against Women and Children Law), information-education campaigns (IEC) among men on gender equality, referrals, counseling, extending moral support to survivors of gender violence, and strengthening the Gender Trainers' Pool within the federations. PO policies, projects and structures were reviewed vis-à-vis gender equality goals.

This resulted to an increased emphasis on recruitment of women members into the POs, review and amendment/formulation of gender sensitive PO policies (e.g., on membership, recruitment, leadership composition, provision of livelihood projects, etc), conduct of Gender Sensitivity Trainings for men, and the creation of gender and reproductive health standing committees in each PO. This committee is primarily tasked with networking, coordination and resource mobilisation functions (vis-à-vis LGUs, line agencies, etc.) in pursuit of the POs' gender and reproductive health concerns. By establishing a gender-disaggregated database of its PO partners, PROCESS assisted the provincial PO federations to better monitor the implementation of their gender policies and practices. Among the information collected were the following: gender-disaggregated distribution of beneficiaries/PO members, composition of PO leadership, degree of participation of males and females in PO activities, among others. PROCESS also conducted a behavioral monitoring survey of 850 respondents from the 17 WEP sites. The main purpose of the survey was to gather baseline information on gender perspectives of PO members and indirect beneficiaries (e.g., their attitudes, values, beliefs, practices concerning gender), on which to compare changes in perceptions and behaviour in the future as a result of gender sensitivity interventions.

Among the reported positive outcomes of integrating gender in the POs' organizational development processes are the following: (1) an increase in women's membership and participation in the POs, with women PO members comprising 41 percent of total membership of the 24 POs; (2) increase in the number of women leaders, with women occupying 50 percent of total leadership positions in the 24 POs; (3) increase in the capital-build of the POs brought about by the increase in PO membership; (4) the creation of Gender Standing Committees in all of the 24 POs that were responsible for information dissemination campaigns on Gender & Reproductive Health specifically targeting the religious groups in their communities to counter the Catholic Church's strong resistance to Reproductive Health (5) POs have taken the lead in mainstreaming gender by working with the LGUs to ensure that the latter's projects and resources are responsive to the gender issues in their communities and are proactive in promoting gender equality.

Developing Women's Leadership

The invisibility of women's contributions in the fisheries sector directly translated to women's low participation in decision making. Because of their subordinate position in the existing gender division of labour, women fishers received very minimal technical and financial support from public and private investments and are more disadvantaged in accessing production assets such as capital, technology, information, training and education, among others.

While some CBCRM programmes have put in place mechanisms for greater visibility and participation of women, these efforts have failed to recognize that women's capacity to assume leadership positions is affected by constraints on their mobility, the multiple burdens of productive and reproductive work, and gender stereotyping. There is little support for raising awareness of women in this regard due to the imbalance between men and women in leadership structures, limited opportunities for training and inappropriate approaches to capacity building for women. Hence, creating an enabling environment for encouraging and supporting more women to become leaders within fishers' organizations is seen as a critical strategy for gender mainstreaming.

In the Philippines, OGB together with four partner organizations (SAMMACA, Kilusang Mangingisda Women's Committee, Developers and *Budyong*) implemented the Leadership Development Programme for Women (LDPW) designed to address the gaps in women's participation in leadership and provide an opportunity for women to build their leadership skills.

The project supported the four mixed-gender organizations in assessing how far gender is mainstreamed into the partners' programmes and in developing gendered action plans to ensure that women working in the fisheries sector play a more active role in CBCRM and in designing fisheries policy reforms. The project consisted of four phases: gender audit (See 3.3.3), gender planning, implementation of action plans, and evaluation.

One of the projects featured in the LDPW was carried out by *Budyong*³², a network composed of women's organisations from different municipalities in the country that began in 2003 as an informal taskforce to contribute to the gender analysis of the Philippine Fisheries Code enacted in 1998. Prior to this, women fishers' participation in public debate and lobbying on the Fisheries Code had been minimal due to numerous gender-based barriers. As a result, most fishers' organisations were led by men such that women were not well-represented in the national consultations on fisheries policy reforms. The realization that women fishers shared the same experience of marginalisation served as the impetus for the creation of *Budyong*. From being an informal structure, the women resolved to establish a formal network to represent the interests of women fishers from the local to the national level. With the support of the LDPW, *Budyong* has developed a women fishers' policy advocacy agenda that includes the recognition of women's priority use rights in fisheries, the recognition of women as stakeholders in fisheries development, the delivery of comprehensive health services, women's representation in the Local Sectoral Representation Bill, and security of housing and land tenure for fishing households. *Budyong* was successful in lobbying for these positions for inclusion in the Philippine government's Comprehensive National Fisheries Industry Development Plan, a draft 20-year development plan for the sector. The Plan contains important provisions to address the issues of women fishers³³.

An important feature of OGB's LDPW project is the conduct of a leadership course for women from the four partner organizations. The women's leadership course was precisely developed as a response to the situation where existing leadership trainings rarely take gender into consideration as an important factor in leadership development. The experience of the women leaders showed that gender does have considerable influence in their access and exercise of leadership.

An assessment report of the LDPW project experience underscored the following lessons in women's leadership development:

- Women's leadership development entails not only developing women's capacities to lead within their organizations but also transforming the manner in which leadership development itself is being conducted among organizations in order to incorporate a more gender fair notion of leadership;
- Creating an environment favourable for women to develop their leadership abilities requires taking into account gender-based barriers (multiple burden, mobility, stereotyping, etc.) and addressing them in the policies and ways of working of the organization.
- It is important to develop women not only as leaders but also as advocates of women empowerment and gender equality, vis-à-vis their male counterparts.

³² *Budyong* means conch shell, used in many coastal communities as a horn to make public announcements or attract attention. The women chose to call their network *Budyong* to symbolize women's voices and put across the need for them to be heard in the fishing industry.

³³ These include carrying out a gender analysis of the current fishery situation, assessing in particular the unrecognized contribution of women in the domestic fisheries industry, using gender indicators in data collection, developing and implementing a policy of gender mainstreaming, institutionalizing women fishers' participation in policy making bodies, and putting consultative mechanisms in place.

- Strategies promoting gender equality are central to addressing the challenges women face in attaining positions of leadership within mixed organizations. Some of the successful strategies from the LDPW partners are the following:
 - ✓ Ensuring women’s participation in the entire programme cycle
 - ✓ Making available resources (human, financial) to address gender issues and to encourage more women and men to become advocates of gender equality
 - ✓ Setting up mechanisms at the organizational and programme level for men and women to discuss, negotiate, and agree on priority gender issues and interventions
 - ✓ Working with men to increase their awareness of the relevance of gender issues, and to encourage their support for women leaders and gender mainstreaming initiatives
 - ✓ Providing spaces for women-only initiatives to enable them to act autonomously in project management, decision-making and fund management.

Integration of gender in livelihood development

Livelihood development has long been considered as an essential component of CBCRM programmes given the context of extreme poverty of many coastal communities and fishing households. While the range of livelihood interventions is so broad and varied, some common objectives for integrating a livelihood component to CBCRM are the following: increasing income of households and organizations, developing capacities of POs, generating alternative and/or supplementary sources of income for fishing households, decreasing fishing pressure, etc. Although majority of livelihood development efforts in CBCRM are either gender neutral or even gender blind, several Oxfam Novib partners have attempted to pursue gender mainstreaming by applying a gender lens to their livelihood work in order to identify opportunities for promoting the economic empowerment of women who have long been recognised as a more marginalized group in the community.

In Viet Nam, MCD developed community-based eco-tourism (CBET) in the Xuan Thuy National Park in order to provide supplementary income for local people and contribute to coastal wetlands conservation. The CBET project was expected to address a range of gender issues, including the under-representation of women and lack of women’s access to important resources. The gender mainstreaming approach of this project focused on improving women’s involvement and capacity at all stages of development, management and delivery of eco-tourism as a livelihood strategy. The project utilized action research, supporting and developing the entrepreneurial and management skills of women’s groups, education and awareness-raising about gender among youth, women, and poor fishers, thereby developing women’s leadership.

The CBET project contributed to the following positive outcomes for men and women in the target communities: (1) developed entrepreneurial skills and enhanced management capacities gained from the practical experience of running in ecotourism-related activities (e.g., home stays, tour guide, etc.); (2) increased understanding of how to protect the environment and use natural resources in a sustainable way; (3) increased confidence in community and household decision-making; (4) improved access to supplementary income generation; (5) reduced health risk (especially for women) related to having a cleaner environment; (6) improved cultural and social life through everyday interaction, communication and artistic performances; and (7) strengthened social networks and community solidarity.

On the other hand, MCD’s experience in promoting ecotourism as a source of livelihood for women has brought to light three important challenges in their gender mainstreaming efforts. First, women’s involvement in eco-tourism increased their workloads. This underscores the importance for livelihood projects to recognize women’s multiple burdens and increase their voice in decision-making processes (e.g., ecotourism management boards) to ensure that their

situation and position is adequately considered and addressed. Second, CBET required the acquisition of new skills and building of new capacities for women. Since they have less opportunities and access to education and training, women need long-term access to such training and capacity building to achieve gender equity. Third, leadership positions in the CBET management bodies were still limited for women, signifying the need to provide long-term opportunities to develop women as leaders. Developing women's leadership in livelihood enterprises could be facilitated by increasing their (economic) ownership of the enterprise/business, increasing the number of women taking part in the management structure, developing strategies for long-term women's capacity building, establishing partnership with stakeholders (public and private sectors), and linking and networking with counterpart groups.

To promote women's economic empowerment, PROCESS Bohol's Women's Empowerment Programme (WEP) also supported the establishment of PO-based enterprise projects that provided additional/alternative source of income for both women and men. This entailed providing a wide range of assistance at the PO/community and federation levels. This included the following: identification and testing of livelihood projects; capital build up for community level/PO enterprises; financial, technical and capacity building support (e.g., product development, marketing, business management, etc.) for group managed income generating projects (IGPs); setting up financial and internal control systems within PO enterprises; expanding market access for PO products; embedding gender and environmental values in the policies of community production groups/units; partnerships with the business/private sectors and government units/agencies to build and expand credit and market links; and having a referral system for PO members with bigger capital requirements. PROCESS provided support to women for their land-based livelihood projects such as micro-lending, meat vending, rice retailing, home-based mangrove nursery, community tour guiding, and other community-based sustainable tourism projects.

Above efforts yielded positive outcomes. Linking the livelihood projects to regular market has reportedly increased household incomes through the provision of minimal wage to workers, procurement of raw materials for production and earnings from commission in the marketing activities. Having their own income sources from the livelihood projects has also improved the socio-economic status of women in the PO and federation as well as encouraged women and men's equal participation in decision making in the households and community organizations.

In Palawan, ELAC assisted a number of sustainable livelihood projects undertaken by member organizations of the SAMMAPP (a municipal federation of fishers' organizations). ELAC's livelihood approach was to develop alternative livelihoods for fisherfolk households with the objective of increasing the households' incomes without increasing pressure on their fishing grounds. Among the livelihood projects initiated in 2004 were the following: seaweed farming for seven cooperatives, ecotourism, operation of souvenir stalls for tourists, construction of weaving center and provision of looms, operation of sari-sari store, provision of microlending fund for PO members, and other micro enterprises such as hog raising, community drugstore and rice trading. According to ELAC, women took the lead in managing livelihood projects, indicative of their more immediate interest in generating income for the household. Women beneficiaries noted that while the increase in their income was not substantial, they saw the livelihood projects as an opportunity to gain the necessary livelihood assets, experience and confidence which they can use to sustain the projects. An insight that came from the ELAC experience was the effectiveness of microlending as an approach to reach the relatively poorer members of the community and gain access to funds for emergency and livelihood purposes.

Gender Fair Coastal Resources Management

Effective and sustainable coastal and fisheries resources management is acknowledged as an important means of lifting fishing communities out of poverty. Hence CBCRM programme implementers in partnership with coastal communities have undertaken a broad range of resource management services that included, among others: environmental education, resource assessment, formulation of resource management plans, habitat protection projects including the establishment of marine protected areas (MPAs) and mangrove rehabilitation and management, etc.

Within many CBCRM projects in the Philippines, women are beginning to be recognised as major stakeholders in the resource management process. However, current property rights assignments are still not symmetrical between men and women. By and large, existing tenure reform instruments have yet to take gender-affirmative strategies and actions that specifically promote women's access and use rights to coastal resources (Tanchuling and Durano, 2006). For example, while mangrove protection may be assumed to be beneficial for the entire community, the same may not be true for all women in the community. Assigning protection measures to a mangrove area may have long-term positive effects for the community but its immediate effect maybe the dislocation of women who gather shellfish for food or for income.

Nonetheless, women continue to be at the forefront of coastal resources management projects because it is seen as an extension of their nurturing and caring role in the household and community. However, the lack of representation and recognition of their participation in co-management bodies and lack of access to economic resources and technology have prevented them from enjoying direct economic gains from their resource management efforts.

While the concept of women's coastal zone³⁴ is still unpopular among policy makers, fishers' organizations and coastal communities, *Budyong*, the national network of women fishers' organizations, with the support of the LDPW project initiated a pilot action research project on Women-Managed Areas (WMA) in three sites across the country.

The first site was in Camarines Norte in Luzon where women successfully negotiated for the co-management of the Barangay Caringo Fish Sanctuary, a protected mangrove area established in 1992 through a municipal ordinance. The Inter-Island Management Council (IIMC), the designated caretaker of the sanctuary, agreed to assign the management to women at the beginning of the WMA piloting. Five women were deputized as *Bantay Dagat*, (fish warden) – a position that used to be dominated by males because of the perceived risky nature of the job. While some women had previously participated in Fishery Law Enforcement trainings given by the BFAR or LGU, women were never deputized because of the perception that women are weak and incapable of fulfilling the duties of such position (handling guns is an issue). A group of five women conducted regular land-based patrol overlooking the fish sanctuary for seven days a week. They were supported by nine other women who alternated in patrolling duties. Four men regularly patrolled the sanctuary at night.

The second site was a mangrove protection area in Barangay Tomaligues, Calbayog City, Samar. Women organised under the Tomaligues Women's Association (TOWA) signed a memorandum of agreement with the KATOMAN fisherfolk organization (a group composed of male fishers) and the Barangay Council recognizing TOWA's leadership in the management of the mangrove

³⁴ As defined, the women's coastal zone refers to "the area or areas within the coastal zone (seaward and inland) where women derive subsistence and other livelihoods, and which also serve other purposes, thereby bestowing upon women the equal right over the resources.

forest. The agreement paved the way for the community's recognition of the women's authority to manage the mangrove area. They also decided to have the MPA covered by a Community-Based Forest Management Agreement (CBFMA). The TOWA replanted an area covering two (2) hectares of mangrove, with the women themselves gathering the seedlings, planting them in nurseries, before actually planting them in the designated plots. The WMA pilot helped revive and strengthen the women's organization.

The third site was in Hinatuan, Surigao del Sur, where the *Tago Mababa* Fish Sanctuary was being jointly managed by women and men members of the Ladies in Unity with Men Onward to Development (LUMOTDEV). While LUMOTDEV started as a women-only organization, it evolved into a mixed organization, as the men eventually questioned why they were being left out in the process. *Tago Mababa* is a multi-resource islet that is submerged during high tide. There are several mangrove trees in the islet, surrounded by seagrass patches and abundant coral reefs. The women felt that although men's participation within the organization had been invaluable, the gains in managing the fish sanctuary were not directly felt by women. They took concrete steps to manage directly the seagrass areas where more women derived their food and income from gleaning shellfish. While the women's lobby for their WMA faced many hurdles and resistance from some sectors in the community, the barangay LGU eventually approved the Women-Managed Area, on the condition that it is within the existing fish sanctuary.

As a pioneering pilot research project, the WMA significantly advanced the need to define the women's coastal zone based on the following premise:

- Recognition of women's roles in fisheries both in production and reproduction and that capture activities do not only pertain to that currently defined by the law, but should also include subsistence activities within the coastal zone which are mostly performed by women and children.
- Such recognition should result in policies, programmes and institutional reforms that will enable women to participate in decision-making and management, e.g., mandatory consultation with women on projects that will be implemented along the coastal zone.
- Recognition of women as users and stakeholders of the coastal resources, and should therefore have management authority over coastal resources as currently exercised by men. Women's stake is not only as a result of being wives of fishers, but as users dependent on the status of the resources for their livelihoods.

The WMA began with training on research attended by women representatives from the three pilot sites. The research training included an orientation on CBCRM and coastal resources assessment tools. The training revealed that many women leaders were not aware of basic CBCRM concepts, indicating that they may have been excluded from the numerous training and capacity building opportunities related to CRM. Women fishers expressed much appreciation for gaining new knowledge and skills from the said workshop.

For most of the women who took part in the WMA pilot project, getting acquainted with established strategies and tools in coastal resource management was a new experience. This is because women have been previously relegated to "domestic" concerns such as cooking and cleaning during CRM activities. Having to decide and plan on how to manage their coastal resources was a new challenge that the women leaders faced with greater confidence. The WMA provided space for women to break away from their traditional roles and assume leadership roles in coastal resources management. While this meant additional work, the newly gained self-confidence in their abilities as resource managers encouraged them to negotiate with their husbands and children to relieve them of some of their domestic chores.

From the above experience, it is clear that a supportive environment to women's empowerment is essential for increased women's participation, which can be in the form of moral support from husbands or male leaders, reduced burden from household chores, and even physical infrastructures that are accessible to women.

The WMA Pilot Project opened up opportunities for many women to recognize their leadership potentials and their capacities to manage coastal resources. It helped strengthen women's capacities in planning, implementation, monitoring and evaluation. Normally, women were involved only in a specific phase of a project (usually in the implementation phase) but are seldom involved throughout the entire project cycle. Women were conducting meetings more often to ensure the implementation of the WMA project. This developed greater ownership of the process and developed increased self-confidence and self-approval that the women too can. The piloting also helped foster the communities' recognition of women's roles in resource management, and a greater appreciation of the potentials of women as leaders.

While still in the early stage, women's direct involvement in CRM have yielded positive results to the community. In *Tago Mahaba*, for example, the following ecological impacts have been reported since the management of the fish sanctuaries: increase in size and numbers of at least three important fish species, reported sightings of endangered species such as dugongs and sea turtles, and growing abundance of shrimp and shellfish. These improvements in the biological conditions have translated to increased income of women and men as a result of having more and larger sized fish and shellfish. Another indicator of improved fishery resources in the area is the growing encroachment/infiltration of fishers from other towns/provinces who know the catch is much better there. Finally, violations of fishing ordinances have reportedly declined by 50-70%.

During the implementation of the WMA, the concept of women's coastal zone elicited different reactions from men and women fishers. While there were some women who thought that patrolling should not be the role of women, or should not be exclusively done by women, or that there should be limits to the capacities of women in resource management, most of the women were very supportive of the idea. On the contrary, the men considered the idea at best controversial, as indicated by the following reactions:

- “Why only the women?” (issues of exclusion)
- “We have no problem here because the women are more empowered and are now telling us what to do” (distorted/vague understanding of gender equality)
- “Women are already participants in mangrove reforestation” (blindness to access and control issues)
- “Women can only go fishing nearshore, the offshore is still the domain of men” (socially differentiated access to resources)

The women's experience in the WMA produced important lessons in the practice of CBCRM. Perhaps most important is the need to expand the meaning and scope of 'coastal resource management'. This means not only talking about managing the fisheries (a male domain) but also the nearshore and land-based resources that are important to women—e.g., seagrass beds, mangroves, shellfish and other gleaning areas, etc. CRM should be intimately linked to women's livelihoods, hence the importance of looking at how women creatively negotiate the bio-physical, social and economic arrangements in the community in order to find the means to ensure the survival of their family.

Addressing Gender-based Violence and Reproductive Health Issues

In response to the incidence of gender based violence in their CBCRM programme sites, several partners recognised the need to more directly combat gender-based violence by changing attitudes, beliefs and behaviour of men, women, and local officials on gender relations in the households and communities.

In the province of Aklan (Philippines), the Developers Foundation, an NGO partner of OGB, provided support to four fishers' associations based in the island of Tabon to address violence against women and children (VAWC) in their communities and to raise awareness of the Anti-Violence against Women and their Children (AVAWC) Law passed in 2004. Developers conducted trainings on VAW where the women realised that men do not have the right to inflict violence on women and their children, and that there is a law that penalizes VAWC. The women also learned that the government and community have the obligation to protect women and children from any form of abuse.

Armed with this new knowledge, the women set out to take what they had learned about the anti-VAWC law into their community by conducting trainings on VAWC themselves. They persuaded a man who in the past had been violent to his children to take part in a role play depicting how he had behaved. The father accepted the challenge because he wanted to let other fathers know that they too could change. This alone made a positive impact by raising awareness on VAWC within the community. Through the training activities and developing their own skills as leaders and educators, the women came to realise that there is a clear link between gender-based violence and the general tendency for men to limit women's opportunities to participate in formal organizations outside the home, impacting on their capacity to assume leadership positions. Along with Developers, the women of Tabon have been steadfast in influencing local development plans to address gender-based violence as a matter of public policy.

Another example is the Eliminating Violence against Women (EVAW) Project, a joint project of OGB and two NGO partners. In Palawan province (Philippines), OGB worked with the Environmental Legal Assistance Center (ELAC) in partnership with SAMMAPP (a federation of fishers' POs in Palawan). The second NGO partner, SIKAT, worked among coastal communities in Zambales Province. The EVAW project provided the two NGOs with additional financial and technical support aimed to deepen their perspectives on VAW and develop community-based strategies for addressing gender-based violence. In Oxfam's view, the EVAW project would complement well the gender mainstreaming thrusts of the partners' respective CBCRM projects.

When SIKAT and ELAC started to implement the EVAW project, they soon realised that the communities were not very familiar with the issue of VAW. In the case of Zambales, for example, the local government units did not consider this a part of their priorities, such that there was not a single women's crisis center in the whole province. Some local politicians shared the view that the Anti-VAWC Law was "anti-men" and made spouses more susceptible to quarrel. Nevertheless, SIKAT launched an EVAW campaign which generated interests from other *barangays*. They worked with the Department of Social Welfare and Development (DSWD) and the local police in the conduct of the campaign. The SIKAT Field Office received many requests for VAWC seminars, and handled some 55 VAW cases from five municipalities.

In Palawan, ELAC included discussions on VAW and gender in their weekly radio programme on environment and natural resources management and, together with SAMMAPP, organized gender support groups (GSGs) at the community level. Composed of men and women, the GSGs were initially tasked to promote gender awareness and sensitivity among POs and their communities but eventually found themselves directly responding to VAW-related complaints.

The GSGs gradually learned the process of forming a community referral mechanism to respond to cases, in partnership with the barangay LGUs.

In general, the EVAW project raised the awareness of men and women in the communities and the LGUs on the problem of gender-based violence. It also served as impetus for community members, especially women, to bring the issue of VAW into the public sphere. The EVAW project had effectively lent focus on gender and women's concerns, and allowed the fisherfolk and women to act concretely on gender issues. By focusing on violence against women, the gender awareness developed from previous gender sensitivity trainings and gender mainstreaming efforts had found concrete expression and action.

On the other hand, the EVAW project also presented concrete challenges to the partners' mainstreaming efforts. Partners realized that they do not have sufficient capacity to respond to reported cases of violence against women. At the community level, it is the LGU authorities (e.g., barangay council officials) that should be in the best position to respond and take immediate action because they have the mandate to implement and enforce the provisions of the law in their community. This situation increases the urgency of raising awareness and political will amongst LGUs on gender and VAWC. ELAC saw the importance of developing an intimate understanding of the communities' way of life/culture to effectively address the issue of VAW and gender inequality in the community. ELAC observed the close link between the men's fishing 'routine' and gender-based violence: The male fishers would be away at sea for three days or more looking for fish to catch. Upon their return home, they would spend part of their income on alcohol to relax and relieve stress, which often leads to domestic abuse, including marital rape.

Responding to the growing incidence of VAWC³⁵ in the province of Bohol, PROCESS incorporated advocacy for community level mechanisms to counter VAW and promote women's rights and awareness of reproductive health. This entailed the development of modules for gender sensitivity trainings for men, women and couples, and the setting up of pilot multi-sectoral community watchdogs on domestic violence (known as Bantay Banay Council, BBC) in project sites with high incidence of VAWC. In addition, information and education campaign targeted the LGU officials and schools enjoining them to set up quick-response and referral system for VAWC cases, and provide counseling and legal aid support to survivors. PROCESS set up 'popshop outlets' (community-based distributors of family planning products) to increase the communities access to contraceptives and facilitated the construction of water system projects by and for women.

³⁵ A report from the Philippine National Police in September 2006 reveals that there is an average of 14 cases of child abuse and exploitation and 16 cases of violence against women reported every month in Bohol province.

Lessons from the partner's experiences of Mainstreaming Gender at the Programme Level

Is there an emerging change model on gender integration in CBCRM?

While conceivably still incipient, the collective experience of Novib partners suggests the following change model on gender integration in CBCRM:

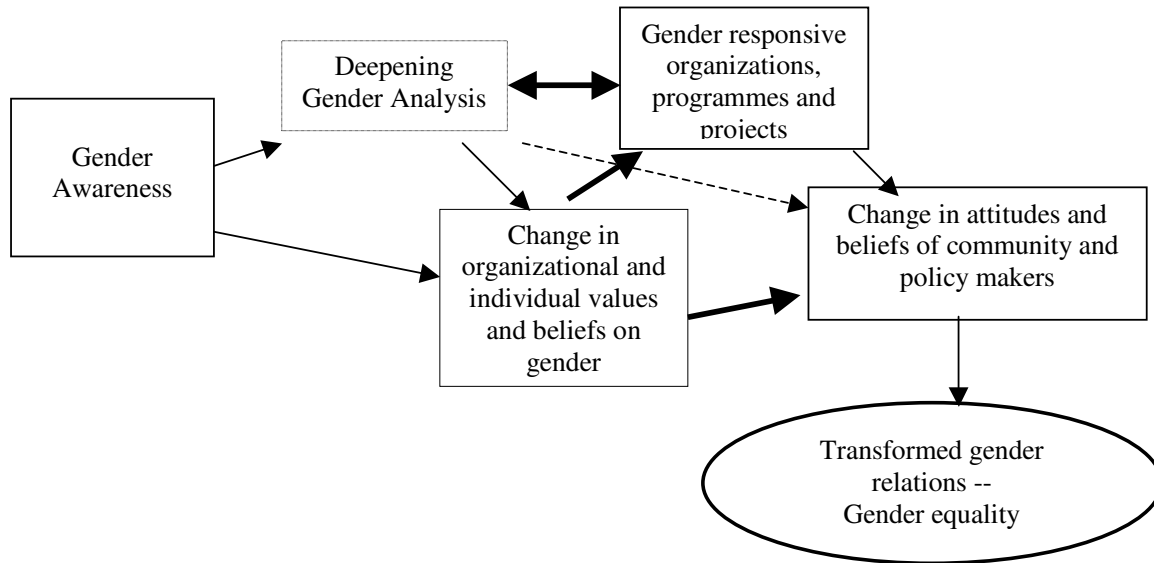


FIGURE 1: CHANGE MODEL ON GENDER INTEGRATION IN CBCRM

This change model underscores the nature of gender mainstreaming as primarily *idea and influence-driven*.

In summary, mainstreaming gender in CBCRM was pursued through a combination strategies. The relative success of these approaches can be attributed to the following factors:

- **The importance of gender analysis and applying a gender lens in social analyses**
The experiences of the concerned NGOs once again stressed the value of learning about the gender structure of local communities, developing a nuanced understanding and appreciation of gender-based differences and how these are actually translated to inequity in access and control, decision-making and over-all power relations between men and women in particular communities.
- **Raising the level of awareness in the community on gender concerns**
The experiences also validated the need for continuous gender awareness building of both women and men through trainings and workshops, sharing of knowledge and experiences, and self-reflection on personal and collective beliefs, values and behaviour regarding gender relations. In addition, it also confirmed the importance and effectiveness of capacity development for NGOs and grassroots' organizations to build enabling mechanisms and enhance their skills to address gender issues and transform inequitable relations between men and women within and outside the household, organizations and community institutions.
- **Involving both women and men in the entire cycle of a development project and management plan.**
As can be gleaned from the foregoing discussion, another significant insight is the need to work with both men and women and to jointly involve them in the entire CBCRM process – from the identification and analysis of problems/issues and opportunities, planning, policy

formulation, management/ implementation, monitoring/evaluation, etc. Direct and joint involvement of men and women in gender mainstreaming initiatives not only facilitates ownership and support from the men; more importantly, it ensures that barriers to women's participation are recognised and positively addressed.

- **Increasing the level of women's participation and leadership in the change process and in decision making**

Increasing women's leadership and active participation in CBCRM organizations requires building their capacity in political leadership. This underscores the need to address the gender roles and constructions that women are boxed into which makes them hesitant to take leadership positions in the community. For as long as the multiple burdens of women remain unchanged, it is more likely that women will continue to turn down opportunities to become leaders. As demonstrated by the LDPW project, the requisites for creating a women-friendly environment for leadership development include:

- ✓ Integrating a gender perspective by incorporating gender specific goals, objectives, indicators and activities
- ✓ Raising men's awareness and support to achieve gender equality
- ✓ Sharing the responsibility of gender mainstreaming within the entire leadership, and not just with women's committees or gender focal persons
- ✓ Linking with other women's organizations in order that women fishers' concerns are integrated in the advocacy agenda of the broader women's movement, and vice versa
- ✓ Providing a safe physical space for women to learn in and providing child-care facilities while in the training
- ✓ Ensuring that schedules are not in conflict with household and community activities where women participate and scheduling activities in advance so women can organise their household responsibilities
- ✓ Continuous monitoring of how women and men participate in and benefit from coastal resource management and other development projects

3.5 Conclusion and Issues for Further Reflection

To date, the impact of mainstreaming gender in CBCRM can be gauged in terms of two major areas: first is in achieving concrete and significant changes in the lives of men and women in their respective communities, and second is in enhancing the organizational capacities in gender mainstreaming among the respective partner NGOs.

From the review, it is evident that the collective efforts of Novib partners have contributed to significant gains at both the organizational and community levels. Contributory factors include the presence of experienced partners and the skillful combination of a variety of strategies. However, there is no time and space for complacency as sustaining these gains is not easy and moving beyond present gains remains a huge challenge. While women in coastal communities have certainly moved into the public space more than before, they continue to be at the giving rather than at the receiving end of the process.

This review of gender mainstreaming experiences of Oxfam Novib partners, brought to the surface some important issues that need further analysis and reflection. Following are some initial starting points:

- **Defining more clearly the value of women's contribution/s to fishing communities and the whole fishing industry**

If we are to address squarely the issue of gender inequality and women empowerment, we need to recognize the importance of understanding and accounting for women's social reproduction roles (such as their contribution to household and community care economy) in

order to have a fuller and more inclusive notion of ‘community’ and what is ‘community-based’. Women’s day-to-day work inside and outside the home forms an important link to sustaining community life, and it is these concerns that is the essence of the ‘gender issue’ in CBCRM.

- **Sharpening what ‘gender mainstreaming in CBCRM’ mean**

NGOs need to be more explicit about its goals and indicators regarding gender mainstreaming or ‘gender-fair’ CBCRM. While addressing practical gender needs is a precondition to improving women’s welfare, equally important would be changing women’s strategic positions in the fisheries industry through –

- Increasing recognition and representation of women in co-management bodies and increasing their direct participation in decision-making with regards to resource access, use, management and control,
- Ensuring women’s property or use rights in coastal area development by addressing issues of inequitable property relations governing access to resources between men and women,
- Increasing women’s direct economic gains from their resource management efforts,
- Transforming the nature of women’s work in fisheries and moving them up the value chain (e.g., teaching the women the necessary skills and developing more women-friendly technology such as fishing gears/methods),
- Increasing women’s access to economic resources, information, technology and other opportunities,
- Promoting attitudinal changes among men and women to combat cultural practices that cause gender discrimination,
- Putting in place gender policies/laws that protect women’s rights against violence and discrimination,
- Addressing constraints on women’s mobility, the multiple burdens of productive and reproductive work, and gender stereotyping.

- **Transforming government and other community institutions**

Transforming gender relations takes a long time and requires putting in place norms, rules and policies that reduce social acceptance of gender discrimination and violation of women’s rights (e.g., gender-based violence). Increasing women’s ability to exercise their agency and enjoy their rights is primarily about transforming power relations. NGOs need to develop its capacity for more sophisticated power analysis in order to engage and transform government and other institutions.

- **Investing in individual and institutional learning**

Like any development practice, gender mainstreaming in CBCRM has once again proven the importance of investing in learning. While majority of the partners has had a long history of gender work, many of their experiences have remained undocumented. There is much more that could be done in producing studies/assessments that depict more clearly the conditions and concerns that women in coastal communities endure, and the lessons and insights that could be gained from a critical analyses of experiences and innovations in engendering CBCRM. Learning is an ongoing process and the ‘products’ of development agents will always be work in progress. There are no certain answers, there is just continuous learning, making mistakes and learning from them.

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CHAPTER 4 INTEGRATING GENDER IN COMMUNITY-BASED COASTAL RESOURCES / FISHERIES MANAGEMENT: BEST PRACTICES, EXPERIENCES AND LESSONS FROM WORLDWIDE

4.1 Introduction

This chapter presents a selection of experiences in integrating gender in the practice of community-based coastal resources and fisheries management and in small-scale fisheries development, involving efforts other than of Oxfam Novib partners in Southeast Asia. The experiences presented are by no means a comprehensive or systematic documentation, but a selection from literature and internet open sources that showcases the diversity of approaches and methodologies of integrating gender in the practice of development work with fishing and coastal communities. The aim of this chapter is to provide insights and lessons that may inspire Oxfam Novib and its partners working with coastal communities in South East Asia and stimulate further thinking on how to move forward in integrating gender in their organisations and programmes. There is no model appropriate for every situation. Every approach must be adapted to the local context and tailored to fit and reflect the local context and needs.

The cases summarized in this chapter of the report relate to experiences, lessons and insights from different parts of the world and from a wide variety of perspectives of organisations that operate at the macro, meso or micro level. The experiences relate to the integration of gender at the organizational level and at the programme level. From Bangladesh there are experiences in integrating gender in *community-based fisheries management programmes* and from the Philippines, Spain and Senegal there are experiences in integrating gender in *community-based coastal resources management programmes*, which include experiences of a *women-led (shell) fish resources management*. From West Africa there are experiences in integrating gender in *small-scale fisheries livelihood development programmes* and from India there are experiences in supporting *self help organisations of women engaged in small-scale fisheries-based micro-businesses*. Diverse as the cases may be, the common theme running through them is the ultimate objective of promoting gender equity and uplifting the social and economic position of women of fishing and coastal communities.

Finally, it is important to note that there was a wide disparity in the nature and quality of the documents available to research team. Very few documents were found that actually captured some of the complex and dynamic processes at the ground level and showed actual impacts of gender integration strategies with regard to bringing about a more balanced – i.e. equitable and equal - relationship between men and women.

4.2 Integration of Gender in Community-based Fisheries Management Projects: Experiences from Bangladesh

In Bangladesh, fishing is the second most important occupation in the non-farm sector. About eighty percent of rural households in Bangladesh catch fish for food or to sell, and people receive about sixty percent of their animal protein from fish.

Fishing is traditionally and culturally the preserve of men; fishing by women is limited to their own household ponds or floodwaters near the homestead in the monsoon season. In the past, fish caught by women were seldom sold and any fishing they did was only for family consumption. Today, not only do old and widowed women fish, but all poor women irrespective of religion, age and marital status are found to catch shrimp fry in the coastal areas of Bangladesh. About 80 percent of the workforce in shrimp fry collection is women and children. Women also collect snails and aquatic plants. They sell snails to the duck and prawn farmers. Sometimes traders buy snails and they engage women as paid labourers to break the snails. This snail trade has become a very popular business in the southwest of Bangladesh where there has been a rapid expansion of shrimp and prawn farming.

Women are furthermore involved in post-harvest work such as drying fish and storing processed fish. Gears such as nets and traps are made mostly by women and other family members.

In most of Bangladesh, men make fishing-related decisions, such as when to fish for income and food, whether to preserve any fish, what to purchase with the money earned. Men believe that fishing is a male activity and women have no role in catching fish. Therefore, for building fishery management institutions men prefer that only men be included. Since the 1990s, initiatives exist to integrate gender in community-based fisheries management. Three of these experiences are summarized below.

The Community-based Fisheries Management Project: Department of Fisheries of Bangladesh, in partnership with the WorldFish Center and local NGOs

The CBFM project is a ten-year long effort (1996-2007) in which the Department of Fisheries of Bangladesh, in partnership with the WorldFish Center and local NGOs, expanded its remit from 14 water bodies in the first phase to 116 water bodies in the second phase, covering 22 districts, 48 sub-districts and involving 23,000 fisherpeople. This is the largest project of its type in Bangladesh. The gender mainstreaming efforts of the CBFM project had the following results: Thirty percent of the participants of the CBFM project are women. Twenty one percent of these received micro credit to begin their own businesses and twenty five percent attended trainings related to fisheries management and income generating opportunities. In terms of numbers, over half of the community-based organisations (CBOs) have women as part of their executive management committees.

The Rural Livelihood Evaluation Partnership (RLEP) reports the following key findings on the gender mainstreaming strategy of the CBFM project:

- Following donor recommendations, the Department of Fisheries (DOF) Fourth Fisheries Programme (FFP) set a target of including more women. However, it was not clear from project documents why women should participate or what constraints facing women the programme hoped to address. This suggests lack of a shared analysis.
- The CBFM-2 project (second phase) employed a consultant to draft a gender policy. However, once the consultant completed her task there was little follow-up, suggesting low level of institutional commitment to the policy or to gender equality goals.
- In CBFM projects where women were invited to sit on local management committees (MC). However, in practice the women on the local MC's had no active role. This discredited both women's involvement and the overall role of the committees. Local Authorities saw these committees as weak and this reduced the incentive to award them access to water resources.
- Some CBFM projects operate micro-finance schemes aimed specifically at women. However, in practice these initiatives have often run in parallel to the main project and whilst there may have been some benefits to women, this did not contribute to the goal of better resource management, nor protect women from the consequences of poor water resource management. Namely, a depletion of fishing resources has increased the labour load on women, who are expected to compensate for men's loss of income.
- The Aquaculture Extension and Training component of FFP notes far greater success in involving women since adopting a participatory approach. NGOs that focus on social mobilisation around issues of common concern to the poor, such as land rights, have also achieved a high level of women's participation including in decision-making.
- The NGO Bantche Sheka applied the trust it had built up through long term engagement with local women to initiate a women-led CBFM project. However, men's support has

been solicited through community orientation sessions and through inviting men, including local leaders, to form an advisory committee. This has helped to ensure that women have a greater voice in and benefit from the management of water resources, whilst avoiding male resistance. See case study below.

Three Case Studies of Integrating Gender in the CBFM-Project

The Flood Hazard Research Centre in the UK examined three CBOs that participated in the CBFM project: *a women-only CBO, a men-only CBO and a mixed gender CBO*. The researchers compared these in terms of their resource management and the changes they brought to livelihoods and assets and the impact on gender relations.

All three sites covered by the study are beels. Beels are natural depressions where water stands during the monsoon and in the monsoon there is open access for fishing for members of the surrounding communities.

Two sites-Goakhala-Hatiara and Maliate Beels – are Hindu communities, where about 90 percent of women fish seasonally for food and income. About 60 percent of women and children catch snails for household use or for income, and about 10 percent of women are employed as snail breakers. The third case study site Shuluar Beel is a Muslim community and women are not involved in fishing. In this community only women from very poor female-headed households collect aquatic plants and snails and break snails for selling or work as snail breakers for traders.

In all three communities the Department of Fisheries worked in partnership with the NGO Banchte Shekha, which had a long experience in working with poor women from the region, to facilitate the community-led fishery management.

The general CBFM model adopted in the three sites is to include representatives from all types of stakeholders in the Beel Management Committees (BMC). The institutions themselves were formed through selection by the community members, NGO staff and the local fishery department.

During the implementation of the project regular data collection took place to monitor the changes. Data were collected through regular (household) surveys and at different times, participatory assessments and learning sessions with focus groups comprising representatives of each stakeholder group were held.

The community of Goakhola-Hatiara Beel: mixed gender BMC

The Beel Management Committee (BMC) was formed in 1997 with representatives from a mixture of professions in the community. Most of them are farmers (landowners) for whom fishing is their seasonal activity. The committee also has the participation of several women, all of whom are members and representatives of the women's groups formed by the NGO Banchte Shekha. The main activity of the BMC is to take up fish conservation measures. The women members guard fish sanctuaries during the breeding period(dry season) in the day time while men in the BMC and husbands of the women guard at night. The NGO provided credit and trainings to women of poor fisher households for alternative livelihood during the ban season. These were not provided to men.

The BMC takes decisions through participatory discussion with the primary groups. To coordinate between villages, there was an advisory committee composed of elderly people and local elites, all of them were men. The advisory committee was responsible for providing necessary support to the BMC and to liaise with the local government for back-up support.

Over time women have become accepted by men as playing a more active role in decision making. In 1999 around 20 % of the committee members were women which increased to around 30 % in 2004. The posts of President and Secretary were occupied by men, while women were responsible for the finances (cashier), communication and women's issues. From 2004 this advisory committee was replaced by an executive committee consisting of half men and half women.

The BMC reported that about 10% of the community still breaks the resource management rules.

In late 2001, Maliate and Shuluar Beels were added to the same program in a second phase of the Community-based Fisheries Management (CBFM) Project.

The community of Maliate: *only women BMC*

The institutional arrangement for CBFM in Maliate Beel is similar to that for Goakhola-Hatiara Beel, with an important difference being that, given the strength of its primary groups in this area, the NGO Banchte Shekha helped them to form a BMC that comprises only women from its primary groups. Women here observed that fishery resources are continuously depleted and there was no conservation for the future generation. They first discussed this with the men, but men were not interested in forming any institutions to improve fishery management.

So it were only women that initiated the BMC. However, these women sought the help of respected men from the community as an advisory committee, since they could more easily persuade men to follow the BMC rules in a male-dominated society. This committee also negotiates with the local government to support water retention and fish sanctuaries, and helps the women of the BMC to make linkages with local experts and officials. Although women are guarding the sanctuaries during the day time, at night the women successfully asked their husbands to guard.

The Maliate BMC also has been the most adaptable, slowly introducing rules and adjusting rules between the years. The women took the initiative to pay home visits and tell each family about the necessity of (adapting) rules and convince family members to comply. The community appreciated these initiatives.

Maliate BMC is registered with the social welfare department, giving it a legal identity which is seen as very important by the women (official recognition).

The NGO supports women's saving and credit groups and there is a rolling credit fund for income generation activities for women. The woman chairperson of the BMC has been selected to be the vice president of the District Committee Against Women's Repression and also secretary of the beel Cluster Committee that coordinates management of five connected beels including Goakhola and Maliate Beels.

The BMC reported that about 0% of the community still breaks their resource management rules.

The community of Shuluar: *only men BMC*

Before the CBFM project this beel never had any local institution for resource management or any development work. The community comprises mostly of Muslims and NGOs were not allowed to work freely with women.

The NGO Banchte Shekha only works with women and when they started the CBFM- project they faced problems for forming women's groups. The men did not allow women to take part in the BMC and no women were included in any committee. After forming the BMC the committee needed funds for establishing sanctuaries, and men wanted credit for alternative occupations during the closed season. Banchte Shekha refused to lend money to the men and they kept motivating BMC members to allow women to be part of the fishery development work. After one year, the men allowed women to form a few groups. Women are now receiving credit and training for livelihood projects and the men have become used to it. However women still are not represented in decisions on fishery and floodplain resource management.

The BMC reported that about 20% of the community still breaks their resource management rules.

Effectiveness of women's participation in resources management:

The increased fish species diversity in the Maliate Beel and the absence of breaking management rules, demonstrate that a women-led resource management can be very effective. The resource management committee of the Shuluar Beel, which had no women participating, turned out to be the least successful.

The study revealed that the experience of the three sites demonstrates that involving women in fishery management led to greater community wide acceptance of management rules and reduced conflict.

In both of the beels where women were involved in the CBOs and in resource management (Goakhola Hatiara and Maliate), the compliance was higher. Women have maintained sanctuaries and guarded them in the day time, and have been helped by men (husbands) to guard the sanctuaries at night. In both CBOs men also had a role in decision making, either as member of the CBO or as advisors.

Moreover, the study revealed that much of the pressure to ensure community compliance with sanctuaries and fishing rules came from women in the homestead who control what is cooked, discuss the issue in group meetings, and decide to catch or not catch fish by their own hands.

In the communities where women actively participated in the resource management committees, women reported increasing recognition of their voices and willingness to listen to their opinions, which in turn led to increased willingness of the women to join local institutions and greater acceptance by men of their decision to do so.

The Maliate women-led CBO was the only one that succeeded to have the CBO formally registered, giving it legal identity which is of importance to ensure a long-term future for the sanctuaries.

Box 1: Important factors for successful women's participation in the CBFM project

- Local community norms and culture and the acceptance of women's involvement in direct resource use and productive activities outside the home.
- Women's experience in organisation at the local level through active participation in various local institutions (school committee, NGO group, temple committee) *prior* to the CBFM project.

- The presence of a NGO with a long term engagement with local women and which applied the trust it had built up to initiate a women-led CBFM project and actively support women's participation in CBFM.
- Women's awareness of the state of the resources and their understanding of resource management.
- Women are ensured of a direct benefit from their involvement in fishery management through better fish consumption and a supplementary source of income.
- Women's ability to access of resources (education, time, income, land ownership, access to aquatic resources, etc)
- Women's ability to mobilize support of men (elite and husbands).
- Women's ability to access decision making and communicate their issues.

The Maliate community (women only CBO) scored the highest in the above success factors, while the Shular community (the male only CBO) scored the lowest.

Sources:

Rural Livelihood Evaluation Partnership (RLEP) (2005) "Gender Equality", *Thematic Lessons Paper Series No. 7* DFID's Rural Livelihood Programme, April 2005. Dhaka: RLEP. <http://www.lcgbangladesh.org/rlep/rlp/master/Gender%20Master.pdf>

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WorldFish Center (2006) *Fishing For A Future. Women in Community Based Fisheries Management*. Booklet 2 Dhaka: Bangladesh Department of Fisheries and WorldFish Center Bangladesh and South Asia Office

Oxbow Lakes Small-Scale Fishermen Project (OLSFP)

The project was implemented between 1990 and 1997. Partners in the project were the Department of Fisheries of Bangladesh, IFAD, NGO-BRAC, local CBOs.

Through District Commissioners, the Ministry of Land handed the lakes and ponds over to the project over two years. In turn, the project supported the organization of fishermen into lake management groups (LMGs) and reverted lake leases to them. Ponds were leased to women's pond farming groups (PFGs). These groups were smaller than the groups organized on lakes and counted between 15 and 50 members.

To ensure the participation of women the following steps were taken:

- a. In the OLSFP, 50 % of the pond farming target groups and budget were reserved exclusively for women.
- b. Certain extension staff posts were reserved only for women.
- c. The NGO BRAC, which has a profound know-how in microcredit, provided for credit requirements.
- d. Special women friendly extension material: the project provided a separate set of poster pictorial booklets designed with female images.

The PFG's proved to be more sustainable than the LMG's because of smaller size and continuous provision of micro credit by BRAC. Limitation of PFG's was that no long-term lease of fish ponds was achieved and resistance of local elites resulted in politically-based eviction of women from the land they were leased.

Sources:

IFAD (2004) Improving benefits for poor, landless fishers, Bangladesh Oxbow Lakes Small-Scale Fishermen Project (OLSFP), Rome: IFAD
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Sustainable Aquatic Resources Management (SARM) program of Caritas Bangladesh

Caritas Bangladesh began its Aquaculture Development Program (ADP) in 1981. This was a pilot initiative. From a number of studies and evaluations, it was clearly evident that the men were reaping the benefits of the programme because the support devices such as leasing system of ponds, *khas* lands and other resources were directed towards the benefit of men. Caritas redesigned its Aquaculture Development Program into the Sustainable Aquatic Resources Management (SARM) program which started off in 2001 and continued for another five years. Caritas placed a high priority on gender sensitivity and gender equity in the SARM and made special provisions to ensure the increased participation of women.

Caritas_SARM developed the following strategies for integrating gender in its programme:

- a. It was made conditional that women members of the family get possession of the ponds belonging to the family and undertake fisheries-related activity in such ponds. Adequate support was provided for excavation, re-excavation of such ponds as well as other types of support, which were required to make the derelict ponds cultivatable.
- b. Family counselling was undertaken to enable the male members to understand the idea of involving their female counterparts in fish culture.
- c. Training programs were made women-friendly. Women extension workers were deployed for providing training to women beneficiaries. Women received training at pond side. Training opportunities were therefore taken to the doorsteps of women beneficiaries.
- d. Extra provisions were made for women borrowers so that they can take credit at the shortest possible time to respond to their needs. In some cases, the rate of interest was also lowered and the repayment time shortened.
- e. Considering the difficulties of women in travelling long distances to buy inputs, Caritas ensured the availability of inputs such as fish feed and fingerlings so that women continue with their activities without any difficulty.
- f. Women beneficiaries in fisheries activities were also given training as well as input support for home/kitchen gardening so that besides doing fisheries-related activities, they can also make good use of their fallow lands and thus supplement their family income.

The above affirmative action proved successful over the years as shown by women's increased participation in pond aquaculture. In 2002, 43% of the total beneficiaries of the programme were women.

Women's groups in Caritas working areas are practicing integrated fish farming along with crab fattening, fry nursery, rice fish culture and fish processing, following the prescribed technologies given by the project. Women began to engage in activities that used to be done by men (earth-cutting, pond preparation, feeding and fertilizing, accounts keeping, decision-making on marketing/consumption of products etc.). The women's groups are practicing test netting, fish harvesting and marketing. More women become owners of land (ponds), their status both in the family as well as in the society enhanced. The living standards have improved and the beneficiaries are now sending their children to schools as they can meet the education expenses of their children. The women's groups in particular, have demonstrated a strong bond and unity as well as commitment towards their quest for self-development.

Source:

Shelly, A.B.; Costa, M.D. (2002) *Women in aquaculture: initiatives of Caritas Bangladesh*. Penang, Malaysia: ICLARM - The World Fish Center, 2002. p. 77-87. Global Symposium on Women in Fisheries. SH207 CP6G56 2001 (*Publication Type: Conference proceedings*)
http://www.worldfishcenter.org/Pubs/Wif/wifglobal/wifg_asia_caritas.pdf

The Agriculture and Natural Resources (ANR) sector of CARE Bangladesh

CARE-ANR has five projects in Bangladesh with aquaculture as a major component. New Options for Pest Management (NOPEST) and Integrated Rice and Fish (INTERFISH) promote ricefish as part of a range of interventions centred on improving rice field management. Cage Aquaculture for Greater Economic Security (CAGES) deals specifically with small-scale cage aquaculture. Greater Opportunities for Local Development through Aquaculture (GOLDA) addresses issues related to freshwater prawn and fish cultivation in rice field systems. Locally Intensified Farming Enterprises (LIFE) uses a systems approach to empower farmers to solve various problems related to fish culture and aquatic resource management through farmer-participatory research.

From experience gained in addressing gender issues through aquaculture projects, CARE-ANR recognises the importance of tackling gender issues in its programs. Based on this experience, the organization is tackling gender issues through a three-tiered approach by:

- 1) Having specific goals for the participation of women stated in projects' logical frameworks;
- 2) Using extension approaches and promoting interventions that facilitate increased benefits for women in agriculture and aquaculture systems; and
- 3) Promoting changes and staff development activities that result in a more gender-sensitive organization.

CARE-ANR developed the following strategies of mainstreaming gender at the *programme level*:

a. Farmer field schools

Several of the ANR projects use the Farmer Field School (FFS) approach. This works on the principal of enhancing the decision-making capacity of the farmers by helping them to understand the ecological system in which they are working. Each FFS group has 25-30 males and 10-12 females. With these farmers, learning sessions are planned and developed. This process ensures farmers become more responsible for their own learning. Priority is given to the farmers' needs and lessons are adapted to the abilities of the participating farmers. The FFS provides the opportunity for the group to discuss and understand gender issues. Projects have devised gender and social awareness activities to initiate discussion by using role-playing techniques or through

the use of pictures. This has resulted in an improved environment that is supportive of the involvement of women in aquaculture.

Another strategy that supports the FFS is the Farmer Leader Approach. The identification and development of progressive and active women and men from among the FFS participants further supports the development of each FFS and helps to sustain the activity by the farmers beyond the project phase.

b. Participatory monitoring, evaluation and planning

Through Participatory Monitoring, Evaluation and Planning (PMEP) farmers develop the process of analysing their progress and thus are able to make realistic plans to improve current production strategies. As the farmers set realistic goals for themselves based on the resources available, the commitment to accomplish these is very high. PMEP has been more effective with women's groups where there are higher rates of illiteracy.

c. Family approach

Given the barriers to the involvement of women that are seen in some areas of the country, a "family approach" is another initiative that can support the involvement of more women in project activities. With this approach, both husband and wife from the same family are enrolled as members of the FFS, instead of having only either the husband or the wife. This approach has been found to largely benefit women as they will have fewer hurdles to overcome in initiating new activities, and the FFS will discuss how husband and wife will support each other to reach their own goals. The higher percentage of female farmers taking up fish culture in NOPEST project areas was partly attributed to the family approach adopted by the people (Zaman, 1998). The family approach was successfully used in a GOLDA project too, where both husband and wife were enrolled as members of the learning sessions (Akhter, 1999).

Effectiveness of the CARE-ANR strategies of mainstreaming gender in its programme

A study undertaken by INTERFISH found that women were very happy with the new skills they acquired. Income earned from the sale of fish seed or fish was used to meet family needs. One of the primary uses for the extra money earned is children's education. In some areas, it has been found that now women have a greater influence regarding decisions about the children's education as they are now able to contribute in cash towards school fees and education accessories.

A large proportion of cultured fish is often used to meet family consumption needs. Women are found to prefer fish culture activities to other interventions promoted by the project.

Female participants perceived an improvement in their status within the family. They receive recognition, and their efforts are appreciated by their neighbours and family members. Therefore their self esteem had increased.

In LIFE, the participation of women in the learning sessions and research has been found to be higher than that of men (LIFE, 1999). With the knowledge gained from the learning sessions on stocking density of fish in composite culture, the women have influenced the families to reduce the stocking density of fish and to sell out the excess fish stocked. Some of the women effectively used the lessons learned for pond management to improve fish production.

Adaptive research carried out by the women on common carp breeding and the nursing of hatchlings was acknowledged by the Fisheries Department as a potential strategy for solving the fish seed shortages in rural areas. The women made presentations of research findings in district

level science seminars, which increased their self confidence and showed that women can excel in all the project activities.

CARE-ANR developed the following strategies of mainstreaming gender at the *institutional level*:

- a. The strategies described above cannot happen unless the organization supporting them has appropriate attitudes and systems in place. The following steps have been/are being adopted
- b. to improve the position of women within the organization of CARE Bangladesh:
- c. Ensure improved working conditions for female staff by creating a working environment that is free from discrimination and harassment, enabling women to meet their special gender needs;
- d. Achieve a more equal gender balance by increasing the number of female staff, especially in senior positions;
- e. Enable colleagues to assist each other to challenge gender roles and to overcome gender barriers by providing training and counselling services for all staff;
- f. Provide advice and assistance for gender sensitive project planning and implementation as well as support for monitoring this process; and
- g. Bring forward new ideas about gender equality from within and without CARE.

Sources:

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4.3 Integrating gender in Community-based Coastal Resources Management: Experiences from The Philippines

In the Philippines, fisheries and coastal resources are important economic resources that provide employment, income, food and other benefits to the population and the entire economy. While official statistics in the Philippines claim that 95 percent of those directly engaged in municipal capture are males and only five percent are females (Philippine Census of Fisheries, 2002), fishing households often employ women and children as unpaid family labour in the different stages of fisheries production. In general, the roles women play in the fisheries in the Philippines are known to include (1) fish marketing or vending, (2) fish processing, (3) fry gathering, (4) gear preparation, (5) fishing, (6) net mending, and (7) fishing boat ownership and operation. http://www.fao.org/fishery/countrysector/FI-CP_PH/en

CBCRM in the Philippines historically rooted in the social movements for economic justice, political freedom and cultural identity and is seen as a process whereby local people and communities organize themselves and play a central role in identifying their resources and their development priorities, and in implementing coastal resources management activities. Since the 1990's, many CBCRM projects began to recognize the role of women in fisheries and to include them as stakeholders in the management process. Two experiences with gender mainstreaming in CBCRM are summarized below. One is the experience of CERD, an NGO which is known as one of the pioneers in gender mainstreaming and the other is the experience of LUMOT, a CBO-partner of CERD.

The Fishery Integrated Resource Management for Economic Development (FIRMED) program of the Center for Empowerment and Resource Development, Inc.

The Center for Empowerment and Resource Development (CERD) is a non-government development organization implementing community-based coastal resource management projects since the late 80's. This CBCRM program of CERD is called "Fishery Integrated Resource Management for Economic Development" or FIRMED. This major program is a multi-disciplinary approach to fishery management as it integrates such development strategies as community organizing, capability building human resource development, sustainable fisheries management, livelihood development, policy advocacy and gender mainstreaming.

FIRMED focuses on addressing problems and issues of men and women fishers and that of coastal communities so that there is sustainable fisheries development and management along side coastal/marine resource protection and management. FIRMED primarily facilitates the empowerment of the marginal fishers or artisanal fishers. To be able to participate meaningfully in all development phases, groups are organized and trained in various aspects of resource management.

Along side the focus on the municipal fisheries sector, FIRMED advocates and builds partnerships with various government agencies at the local level as well as with support groups like people from the academe, artist group, media, law enforcement officers. These groups are also given environmental awareness seminars and inputs on fisheries and environmental laws. They participate in study tours, environmental networks and law enforcement activities. As a result, local ordinances approving establishment of resource enhancement and protection projects such as fish sanctuaries – marine protected areas, mangrove planting and management, coastal clean-up passed by the local government councils.

As a result of the CBCRM project, FIRMED, positive changes have been observed in terms of marine life diversity in protected sites, minimized operations and use of destructive and illegal fishing activities, self-confidence and commitment of fisher folks to address their issues and concerns and relate with government officials and personnel.

History of the gender mainstreaming' experience

CERD's first experience with the community-based approach was through a health programme. The Community-Based Health Programme was used to sensitize and facilitate the community empowerment process. During that time, the programme attracted mostly women and all the community health workers trained were women. The large women's participation in CERD's programme and the networking of some staff with feminist groups, helped that women's concerns were given due attention and in the following years women's participation was encouraged by the formation of women's core groups at the community level.

The attention for women's concerns and women's participation was curtailed, when CERD started to focus on the fisheries sector. Focussing programmes and services on fisheries automatically shifted the focus to the men (fishermen) of the community. This was because the prevalent notion then was that men dominated the sector. CERD also started partnerships with existing fisher organizations at the provincial level and these were all male-dominated. Women came to meetings and participated in education and training activities, but *"it could be said that they were merely acting as substitutes of their husbands and fathers."* (Cleofe 1999:90).

In 1984, CERD conducted a socio-economic research of the fisheries sector. The results showed that women in coastal communities played a major role in the pre- and post-harvest phases of fisheries. In addition the study showed that some women also actually fished. These findings alerted CERD staff to the importance of organizing both men and women to develop the fisheries sector, but no plan in this direction was materialized.

Seven years later, in 1991, a staff of CERD was involved in a participatory research called Gender Needs Assessment (GNA) of women in the fisheries sector (sponsored by Oxfam). The outcome of the study confirmed the findings of CERD's research in 1984 and the involved staff succeeded to convince the management to form a team that piloted GNA in selected programme areas. The outcome of the GNA facilitated the reorganization of the former women's groups that had become inactive and led to the formation of new women's organizations. The recognition of women's role in fisheries and in the community resulted in a separate strategy to build the capacity of women. In response to the commonly expressed need by the women to augment their family income, CERD began to support community-based women's groups in organizing various livelihood activities such as a consumer store, rice retailing, pig fattening, fish marketing and credit and saving.

An external evaluation showed that while separate organizing provided a venue for women to group together and have their own space, their involvement and development were hampered by a lack of direction and evaluation and project planning. *"The efforts were not part of a broader fisherfolk development perspective.....This also reinforced the notion that women's issues and concerns are second to that of the fishery related issues and other problems raised by men."*(Cleofe 1999: 92/3).

CERD began to institutionalize *a gender fair development perspective*, after they had joined the Task Force Women, Environment and Sustainable Development (TF-WESD), spearheaded by the Women's Research and Resource Center. Feminist discussions, and consciousness raising, skills and capability training, and information sharing, provided CERD' staff to deepen their understanding of gender concerns, specially related to environment and sustainable development. A full time gender officer and a gender consultant were appointed in 1995 to lead the Gender Institutionalization Project. The project was monitored by the management of CERD. Under the Gender Institutionalization Project the following activities were undertaken at the *organizational level*:

- a. Institutional diagnosis (CERD’s past and present orientation, organizational structure and culture, programmes and services, human resources and decision-making processes) through workshops with staff and a review of institutional documents
- b. Focused group discussions (FGDs) with community women in CERD-assisted areas to collect qualitative data on gender issues, such as gender related cultural beliefs and taboos, women’s productive and reproductive activities, incidence of violence against women, health and reproductive concerns of women, etc. The FGDs were not only useful to CERD, but also to the women participants *“who felt a sense of unity among themselves. They learned a lot from one another and were able to share their burdens with other.”*(Cleofe 1999: 95)
- c. Gender orientation workshops for the staff of CERD to familiarize themselves with conceptual tools and techniques in Gender analysis, share the results of the FGDs with community women and discuss how to pursue the integration of a Gender Fair Development Perspective at the programme and institutional level. An important outcome of the workshop was that the staff understood that “Gender” does not equal “Women” and what the difference is between the Gender and Development approach and the Women in Development approach which they had been practicing before and which had not resulted in gender fairness in CERD’s work. Creative exercises were used to make staff aware of discriminating perceptions and attitudes on men and women and to make the staff understand how gender subordination of women was a major hindrance to development.
- d. Policy papers were prepared with strategies for integration of a gender fair perspective at the programme and institutional level and a two-years’ strategic programme for a gender-desk was made. These were discussed in Gender Planning Workshops with the staff. Guidelines and training modules for activities in the field were prepared.

The participatory approach used by CERD to develop gender fair institutional policies, resulted in a general agreement on proposed strategies with management and staff, but applying the policies took quite some time. The reason was that proposed strategies had major implications on CERD’s present and future staffing pattern, its structure, and institutional and programme plan.

Box 2: Key lessons learned from CERD’s Gender Institutionalization Project

- *The need for the institution’s management to understand gender concepts and commit itself to the integrating a gender perspective in the organization and programmes.*

The preparation and management of the gender mainstreaming programme was in the beginning largely left to the gender officer and gender consultant, who faced serious constraints in the implementation because of insufficient understanding and support from the management. This improved after a Gender working group, which included male staff of the management, was put in place. CERD’ management became aware that they were responsible for the monitoring of the gender-mainstreaming process.

- *The need of involving men in all stages of the process of problem analysis, policy formulation, planning, implementation and monitoring.*

Because the male staff, including management, had not fully participated and cooperated in the process, they showed difficulties to internalize gender concepts and issues and to operationalise the guidelines, policies and plans and sometimes even undermined the process. This later improved when male staff was consciously involved in the discussion on framework, strategy and indicators. The inclusion of male staff also resulted in role models for other male staff.

- *The importance of integrating gender policies and strategies in CERD's CBCRM conceptual framework and all policy and programme documents.*

Separate gender frame work and policy papers did result in gender becoming a kind of appendix. CERD became aware of the necessity to reformulate its Vision-Mission-Goal statement, policies and strategies and make it gender responsive.

- *The need of continuous gender awareness building through activities such as regular workshops to share knowledge and experiences, enhance skills, and promote gender fair values and attitudes.*

For CERD staff to fulfill their role of *change agents* required a continuous self reflection on their perceptions, biases, attitudes and behaviour regarding gender issues. It also required capacity building to provide enabling mechanisms to the partners at the community level to address gender issues.

The overall concluding lesson of CERD's experience is that the promotion of gender equality can only be sustained if there is recognition, acceptance, understanding, and willingness to change gender relations. There are no short-cuts. Neither can the process be fast-tracked. In her assessment of the gender mainstreaming experience of CERD, Ms Jovelyn Cleofe, the present executive director of CERD, writes: "*As the experience of Center for Empowerment and Resources Development (CERD) attests, gender mainstreaming is not only a goal. It is also a process that the institution has to undergo. It is a process of change that affects the individual staff as well as the institution and its policies, strategies, systems, plans, and even its work culture.*" (Cleofe 1999:87).

Cleofe, J.T. (1999): "Mainstreaming Gender. Gender issues in CBCRM". In: *Gleanings. Lessons in community-based coastal resources management*. pg 87-114. Quezon City: Oxfam Great Britain Philippines Office.

Under the Gender Institutionalization Project the following activities were undertaken at the *programme level* of which the most important were:

- a. Training to equip local staff with gender research, analysis and planning skills.
- b. Gender orientation workshops at the *barangay* community level, for which training modules were developed. Important issues addressed in these workshops were women's role in fisheries and its lack of recognition and the constraints for women as a result of multiple workload and undervaluation of her work. Violence against women and gender discrimination were also addressed.
- c. Seminars on women's rights and reproductive health.
- d. Planning sessions (Gender Forum) for local leaders and participants of the gender orientation workshops, to formulate micro level gender action plans.
- e. Advocacy and networking

In 2003 CERD played a leading role in the Gender Thematic Group the NGOs coalition for Fisheries Reform (NFR), which resulted in the formation of the NFR Task Force Women in Fisheries (NFR-TFWF), a network of grassroot women's organizations in fisheries aimed at promoting a women in fisheries agenda at the local and national level. When in the same year the national Rural Women's Congress (PKKK) was formed, CERD and NFR-TFWF joined with the women's committee of the national fisherfolk coalition Kilusang Mangingisda (KM) and another NGO Tambuyog, to form the Women Fisherfolk Cluster of the Rural Women's Congress. This Women's Folk Cluster grew out to a national network aimed at providing an opportunity for converted analysis of issues affecting women of coastal communities and promote an active

presence and louder voice to be heard in fisheries policy development and advocacy for gender equality.

The CBCRM-project of Ladies in Unity with Men Onward to Development (LUMOT), the fisherfolk organisation of Mabaha Island, Hintuan, Surigao del Sur

The fisherfolk organisation LUMOT, is one of the CBO-partners of CERD in the Hintuan bay CBCRM programme. Women are in the majority of the membership and also take a lead role in the coastal resource management.

The Hintuan Bay is located in Surigao Del Sur Province in the north-eastern part of Mindanao (South Philippines). The natural resources of the Hintuan Bay were facing various threats including continuous mangrove cutting for building fishponds and illegal fishing practices and overfishing. In 1997 and 1998, CERD held a Participatory Learning in Action (PLA) workshop in San Juan (on the mainland) and Mahaba Island, respectively. Local fisherfolks of Hintuan Bay were invited to attend in order to identify the pressing issues and problems that affect their primary source of income. They were presented with a series of sessions on coastal and marine ecosystems and the importance of conservation, protection and management in order to sustain their livelihood. Exposure visits to other areas where local fisherfolk had taken up activities to protect and regenerate the natural resources, also were organized. Subsequently, local fisherfolk organizations were formed, which began to create sanctuaries and mangrove reforestations. In 1999 these local groups formed Alliance of Fisherfolk Organizations in Hinatuan (NAMAHAHIN) to address bay issues at the municipal level and to link different stakeholder groups. In 2000, a woman, with the name Ka Gemma, of the Mahaba fisherfolk group LUMOT, was elected as the president of NAMAHAHIN.

Women's participation in the CBCRM project of Mahaba Island

Mahaba Island belongs to *barangay* San Juan, one of the 24 villages along the Hintuan bay, located in Surigao Del Sur Province in the north-eastern part of Mindanao. Apart from subsistence fishing which is their main source of livelihood, people of Mahaba Island (83 house holds) engage in *copra* production, marketing of other marine products like mud crab and shellfish, and retailing.

The Mahaba fisherfolk organisation was formed in 1998 as an outcome of CERD's workshops and exposure visits. Significant of this local group was that it initially was entirely made up of women. Men initially did not show interest to join the activities. The group named itself LUMOT which stood for "Ladies in United Movement Onward to Development". The 23-member women's group underwent capability building seminars and trainings to deepen their understanding of the coastal environment and their responsibility for managing its resources.

After this, CERD held a fish sanctuary orientation in Mahaba for the members of LUMOT.

A volunteer from the British service organization Voluntary Service Overseas (VSO) helped to locate the best area to position the marine reserve. LUMOT held a raffle to raise money to buy marker buoys, and finally, the 19-hectare Mahaba fish sanctuary was declared. When it was time to install the marker buoys for the sanctuaries, however, the women needed help and naturally turned to their husbands. In 1999, three men - all husbands of female members - joined the organization, and in 2000, more followed as men saw the efforts that were being taken to protect and improve their livelihood and realized they should also be involved. LUMOT's acronym remained the same, but now stands for "Ladies in Unity with Men onwards to Development." The key leadership remained in the hands of women.

LUMOT presently (2007) has 38 members with 26 women and 12 men. Its main objective is to protect and manage the fish sanctuary and adjacent marine waters to revitalize the fishery

resources. Apart from this, the organization engages in community development activities to address the social and economic needs of the community.

Resource management activities

LUMOT played a large role in drafting and preparing the Municipal Fishery Ordinance (MFO). The approved MFO of Hinatuan mandates the municipal government to provide support to all fisherfolk organizations, particularly in the conduct of enforcement activities. Such support would include incentives to fish wardens equivalent to twenty-five percent (25%) of the imposed penalties, as well as fuel, lubricants, and food in the conduct of sea borne patrols. According to LUMOT members, the municipal government continues to provide support to local enforcement efforts in the form of motor fuel, supplies (including rice, canned goods, etc.), markers and buoys, and construction materials for the guard houses.

Women members actively take part in regular patrolling and enforcement operations as deputized fish wardens. They also participate in regular monitoring of the island's sanctuary and mangrove areas. Yearly fish stock surveys are conducted by CERD's technical staff with the help of trained volunteer monitors from the island community. Mangrove monitoring is done every six months. The women also played a key role in the mobilization of the local people in reforestation activities that rehabilitated almost 30 hectares of mangrove areas in the interior and around Mahaba Island. They also take the lead in the monthly coastal clean ups.

As part of its gender mainstreaming efforts, CERD and LUMOT have also recently embarked on the delineation of exclusive women's zones or women-managed areas (WMA) in Mahaba Island to provide a space for women to pursue their own livelihood activities and directly benefit from their resource management involvement. A portion of the island's mangrove area where women are known to collect shellfish, both for household use and for marketing, has been identified as a site for the initial establishment of such zone to be exclusively managed by women resource users. While gaining community acceptance of the WMA proved to be difficult, the women have been able to gain the support of male community leaders and youth. The WMA is approved by the barangay, but still needs to be formalized in the Municipal Fishery Ordinance (MFO), to ensure formal recognition.

Community development activities

Apart from resources management activities, LUMOT also engages in community development activities. LUMOT has been able to raise funds to establish a multi-purpose hall for community assemblies where meetings are held and trainings are conducted. The multi-purpose gathering hall in Mahaba also serves as a cinema to raise money, screening the latest videos available from the mainland.

With support from CERD and the municipal government, LUMOT has also initiated community livelihood activities to supplement the incomes of members from fishing and help sustain resource management efforts. These included the mud crab-raising, and the offshore rabbitfish and lobster hatchery projects. The organization has started a wholesale-retail scheme with some women members by lending a small amount for capital with no interest. LUMOT gets eighty percent (80%) of the profit from the business, while the seller gets twenty percent (20%) as incentive.

Other services provided by LUMOT include the installation of water pumps, operation of a community generator to provide electricity to residents, and allocation of pumpboats for transporting children to and from the mainland where they go to school.

Through the years, with their experience in LUMOT, men in the island have come to recognize the significant role played by women in coastal resource management and community development work. CERD has also initiated and organized seminars on gender sensitivity and violence against women (VAW) to help mainstream women and gender concerns in LUMOT's work. Men have been active participants in such activities as well.

Effectiveness of women's participation in resources management

LUMOT members have attested to the effectiveness of its enforcement activities around Mahaba Island by citing the decline in illegal fishing activities and incidences of intrusion by commercial fishers and non-Hinatuan residents into the surrounding waters.

LUMOT has successfully linked resource management and community development, therewith creating broad community support and ownership of the resource management strategies. LUMOT also has successfully negotiated support from the local government (LGU). These are seen as crucial factors for effectiveness and sustainability of these efforts.

Women have played a key role in the success of the Mahaba CBCRM project, but could only do so by mobilizing the support of men (their husbands). The inclusion of men in LUMOT has been of great importance to gain broad community support. With the help of CERD women have been empowered to become successful resource managers and community leaders, recognized by both men and women of the community and also by the authorities. Gender sensitivity trainings of CERD have contributed to this. The planned WMA is considered to be the crown on the work of the women, because it would enable them to directly benefit from their resource management involvement. At this moment it is not known if the WMA is successfully implemented.

In 2000, the Alliance of Fisherfolk Organizations in Hinatuan (NAMAHHIN) elected a woman LUMOT leader, named Ka Gemma, as their president.

In 2003, the organization was awarded "Best People's Organization in Caraga Region" by the Philippines Department of Fisheries, the World Bank, and the Community-Based Resource Management Project.

Sources:

Cleofe, J.T. (1999): "Mainstreaming Gender. Gender issues in CBCRM". In: *Gleanings. Lessons in community-based coastal resources management*. pg 87-114. Quezon City: Oxfam Great Britain Philippines Office.

Flores-Salgado, D. and Parras, T. (2006): *Philippines: Hinatuan Bay Marine Sanctuary*. Quezon City: CERD <http://cerd.ph/main/pdf/hinatuanoct2006final.pdf>

Vera, C.A., Cabaces, R. and Reyes, L. (2007): "Case study of Hintuan, Surigao del Sur." Chapter 3 in *Philippines. Asserting Rights, Defining Responsibilities. Perspectives from Small-scale Fishing Communities on Coastal and Fisheries Management in the Philippines*. Samudra Studies, Chennai: International Collective in Support of Fishworkers. www.icsf.org

4.4. Women-led Community-based Coastal Resource Management: The experience of the shellfish gatherers of Galicia (Spain)

In the Galician region of Spain, shellfish collecting on foot is traditionally a woman's activity because it is seen to easily combine with domestic chores and child care. Even though 90 percent of the approximately 6000 shellfish collectors on foot were women, they were not considered as professional shellfish collectors and there even existed only a masculine word for shellfish collector, *marisqueo*. The women therefore were not entitled to social security, nor did they have access to representative (shell)fishery bodies, the *confradías*. Until recently, access to the shellfish beds was free and shellfish collection was done in an informal and unorganised manner. Incomes from shellfish collection were very low and when the shellfish stocks were at risk of collapse, the need for regulation rose. The number of women shellfish collectors on foot was high and there was confusion as to which people were traditional shellfish collectors and which were poachers.

Some personnel of the Galicean fisheries department became aware of the need to involve the women in the shellfish management and organized meetings with the women shellfish collectors. This resulted in women shellfish collectors started to group together with the aim of gaining professional recognition to be enabled to improve their shellfish activity. After having organized themselves the women shellfish collectors succeeded with the support of the Galicean administration to regulate their activity through a licence system, improve their knowledge and skills through professional training, make their own shellfish stock management plan and even regulate their market to improve their incomes.

The women decided on a self-imposed minimum size of clam that could be gathered and a maximum weight of shellfish that could be collected. The women regulated this from control points on the beach. They also put a sanctioning system in place for people who violated the agreed regulations. By selecting and classifying the shellfish by size, the women were able to get higher prices in the market.

The women not only gathered shellfish, they also began to cultivate. They generated a joint fund to buy shellfish seed. The shellfish stocks improved considerable since the women had organized and regulated their shellfish activity.

Moreover did the women succeed to introduce the word *mariscadora*, which is the female version of the name for a shellfish collector, and they gained self dignity and self confidence.

In a period of only five years time, the number of women shellfish collector associations had risen from seven in 1995 to twenty one in 2001, showing the success of the organisation. By making their associations join the *confradías*, the formal professional fisherman's organisations, the women succeeded to achieve formal professional recognition and therewith access to decision-making bodies. Women shellfish collectors now also could take part in the national social security system. In 2002 a federation of shellfish women's associations was formed with the name *AREAL*. Through this organisation the Galicean *mariscadoras* aim at improving their working conditions, add value to their product through labelling, promotion of their product as well as their professional status and strengthen their interest representation.

Box 3: Key factors that contributed to the success of the CBCRM initiative of the Galician shellfish gatherers

- Women's self awareness of being resource users and stakeholders and the need to organize themselves,
- The recognition of the role of women shellfish gatherers by the government and the

- professional representative organisations,
- Women’s awareness of the state of the resources and their understanding of the need of resource management,
 - The management of the shellfish stocks was regulated through a participatory process,
 - The women shellfish gatherers received outside support (administration of Galicea) to organize themselves in professional organisations, strengthen their capacities to manage the resources, improve their incomes and participate in decisionmaking.
 - Women were ensured of direct benefits from their involvement in shell fishery management through ensured access to shellfish resources, access to professional training and information, increased incomes from adding value to their shellfish products, access to social security and formal representation.
 - The women succeeded to introduce the word *mariscadora*, which is the female version of the name for a shellfish collector. This enhanced social status contributed to gaining self esteem and self confidence.
 - The formation of a federation of local women’s associations enabled the shellfish gatherers to increase their collective bargaining power.

Sources:

Marugan Pintos, B. (2005): “ *The Galician shell fishers: A Women’s silent revolution.*” Paper presented at Conference People and the Sea III, July 7-9, 2005, Centre for Maritime Research (MARE), Amsterdam MARE Institute <http://www.marecentre.nl/>

AKTEA (2003) : *Spain Galicia : The experience of shallow water fisherwomen of the Confradias.* In AKTEA Journal of the FEMMES European Thematic Network No 2, September 2003. Brest CEDEM http://www.univ-brest.fr/gdr-amure/site-cedem/aktea2_net_en.pdf

4.5 Integrating gender in Community-based Coastal Resources Management: experiences from Senegal (West Africa)

Fishing is currently the most important economic sector of the country. The sector employs about 15 percent of the Senegalese working population (600.000 people). Fresh fish and fish products are Senegal’s most important export product to Europe, Asia and neighbouring countries, with total annual revenues of about 300 millions Euros which account for about 30 percent of total exports. Five percent of animal proteins consumed by the Senegalese are derived from fish and fish products.

Women play a crucial role in fisheries. Their main activities are:

- Processing of fish products, and associated work such as collecting freshwater and fuel wood.
- Trade. Women are extensively involved in the buying and selling of fish products, through local markets, restaurants or other outlets.

During the last twenty years, especially since the years of drought in the mid eighties and the crisis in the agricultural sector, pressure on marine resources has increased significantly and fish and shellfish have become scarce. The problem is exacerbated by European and Asian industrial fishing vessels that have been granted access to the Senegalese exclusive economic zone (EEZ).

The Community Management of Fish Resources and Marine Environments' Project at Cayar : World Wildlife Fund (WWF) Western Africa

Cayar is a fishing village about 50 kilometres north of Dakar, one of the most important artisanal fishing communities in the country.

The Community Management of Fish Resources and the Marine Environment' project at Cayar was initiated in 2003 by the World Wildlife Fund (WWF) Western Africa. Initially the project focused only on conservation issues and did not take into consideration other issues. There was a need to take into account the linkage between natural livelihood resources and poverty alleviation.

In 2004 it started the programme "*Safeguarding Natural Marine Resources for Coastal Communities*" for a three-year period. The overall objective is "to contribute significantly and demonstrably to the well-being of natural marine resources and of the people that are directly dependent on those resources".

The approach of WWF was to define, in collaboration with the communities, what needs to be done and to consult the population in order to ensure that the interventions are in tune with the needs of the community.

The most important activities developed were:

- a. The micro-finance programme which started in March 2004 with the development of a "Mutuelle d'Epargne et Credit", which was operational about 6 months afterwards (October 2004). This activity was funded by the Programme on Natural Livelihood Resources and Poverty Alleviation (WWF, the IUCN Netherlands Committee and Friend of the Earth).
- b. The process of establishing MPA in Cayar through a participatory process including all stakeholders, mainly artisanal fishers and the women who preserve and sell fish.

Participation of Women in the Establishment of the Marine Protected Areas

In the case of Cayar, at the onset, women with the men in the community have both been involved in the participatory process of establishing the MPA. The different existing women associations ("*Groupements de Promotion Feminine*", fish processing associations, coastal clean up committees, etc.) had been invited to participate in the consultations and played a very important role.

Setting-up Micro-finance for Women

The setting-up of a micro-credit system was one of the explicit demands of the village people. The women also expressed the need for construction of new ovens for fish processing and also the need to be trained on financial management (accounting, budgeting).

The WWF helped to establish gender-sensitive community based micro-finance systems to set up alternative livelihood projects. These were seen as a tool for reducing poverty and encouraging better environmental management. In Cayar, the women have used the micro-credit funds to start vegetable farming, livestock, shop keeping, and to add value to fish products by initiating their own wholesale fish businesses instead of selling to "middlemen".

The main borrowing and lending rules are set by the Senegalese Central Bank but local communities can set additional regulations (e.g. what activities are eligible). A community council, made up of the members, and a General Assembly meet periodically. Every credit union must have agreed operational principles, developed by the communities, which clearly articulates how funds should be used and by whom. In Cayar, the community has decided only to permit loans

that promote activities which are respectful of the environment, reduce poverty, and promote development.

Establishing and managing a credit union takes specific skills and WWF helped to organize communities and facilitates training of credit union employees. They are also involved with periodic audits to ensure that the facilities are operated within government standards and according to rules set by the communities.

Since the start of operations in 2004, 206 small loans have been granted. The fund was initially established with a loan from WWF of about 15,000 euros and a counterpart savings fund of the members of about 7,500. Membership in the credit unions is limited to community members and since interpersonal and familial ties in rural communities are very close, social pressures ensure that monies are properly lent and repaid. To date, no loan has been unpaid and only about 9% of the loans are being repaid more slowly than expected. It is expected that all the funds given by WWF will be reimbursed by October 2007 (end project) and that the credit union will be entirely self-sufficient.

Box 4: Key points for sharing of knowledge and replicability of the WWF CBCRM project at Cayar with regard to gender integration

- Learn about the gender structure of local communities and find out why women often cannot participate as much as men; address this by asking both women and men for solutions; proceed gradually and gain the support of men as well.
- Due to their different roles, MPA's affect women and men differently. Recognition of gender differences and their integration into MPA planning increases the chance of both women and men participating in and benefiting from an MPA, which in turn contributes to its success.
- Use the knowledge of women about biodiversity, as they interact differently with the marine environment than men (e.g. their role in post-harvest activities such as gutting fish, may give them greater knowledge about fish reproductive seasons).
- Ensure equitable participation in all activities, including training, of both stakeholders and staff (recognising that participation should never be mandatory). This may mean scheduling meetings that suit women (e.g. not at traditional male meeting places).
- Use participatory methods, such as single sex focus groups and separate meetings with men and women.
- Monitor how women and men participate in and benefit from coastal resource management.
- Keep sex-disaggregated data on all employment, training, enterprise group loans, and meetings, in order to determine trends in proportions of budgets spent on and participation of both genders.
- Create 'role-models' and encourage leadership and responsibility in promoting gender equality.

Source:

Soumare, Arona (2006). "Senegal. Role of Women in a Model of Community Management of Fish Resources and Marine Environments, Cayar." In *Gender and IWRM Resource Guide*, Gender and Water Alliance <http://www.genderandwater.org/page/2414>

4.6 Integrating gender in small-scale fisheries livelihood development: The gender mainstreaming experience of the Sustainable Fisheries Livelihoods Programme (SFLP) of the FAO, in West and Central Africa

The Sustainable Fisheries Livelihoods Programme (SFLP) of the FAO aims at the inclusion of small-scale fisheries in national poverty agendas. While dealing directly with issues of poverty, difference and social exclusion, the programme has also adopted a mainstreaming strategy for addressing power differences between women and men.

Institutional mainstreaming

The FAO/SFLP has adapted the gender mainstreaming approach which remains central to FAO's own gender strategy, as its pathway to supporting necessary changes for achieving gender equity in the West and Central African countries where it is working. Gender mainstreaming requires considerable political commitment including the allocation of gender-specific budgets and this is the understanding of the FAO/ SFLP.

Gender analysis

As part of its mainstreaming activities, the SFLP has spent much time analysing gender relations throughout the fisheries chain, an analysis that, in the past, has often been incomplete or undertaken and then ignored. Various narratives from some of these studies read as follows:

Box 5: Narratives from studies conducted in Benin, Niger and The Gambia

- ❑ The supply chain is dominated by powerful men and women with capital. Action by them (bulk buying and hiring the labour of poorer community members) can worsen the dependency of poorer post-harvest groups.
- ❑ Poorer socio-economic groups have little control over the chain, have low profit margins and are more vulnerable than wealthier groups to decreases in catch and poor services. Their activities are less profitable: they access poor quality fish and are unable to keep fish fresh since they lack access to ice and marketing information. Loans from microfinance institutions serve more as revolving funds for marketing than investment loans for fishing and processing equipment, and informal and formal credit are risky.
- ❑ Female entrepreneurs are more responsible than men for meeting household expenses but are less mobile, less educated and less involved in policy and management decisions than their male counterparts. Poorer women use revolving funds to meet household expenses in periods of poor catch which reduces funds available for business. The majority of female-owned fishery enterprises therefore are small and grow slowly if at all.
- ❑ Women point to hostile male behaviour aimed at keeping them minor players in the sector. Male solidarity between wholesalers and boat owners allows men to monopolise the landed fish and through male members of the ice plant management committee, to monopolise ice supply (*The Gambia*).
- ❑ All socio-economic categories use family labour, especially women's labour. This limits women's access to education, training and alternative income-earning activities.

Note: Where no country is indicated the comment applies to all three.

Source: Sustainable Fisheries Livelihood Programme fieldwork, 2005.

What do these gender analyses demonstrate?

- ❑ the need to focus on relationships between women and men in different institutional

- contexts,
- the need to understand the complexity and variety of gender issues in different contexts.
 - the need to focus action on different categories of women and men.
 - the need for a broad sector and household livelihood perspective for assessing appropriate policies rather than only on individuals or groups of women and men.

What strategies has the SFLP programme adopted to incorporate this learning into its work?

- a. To address the complex and varied gender issues in different contexts, the programme has incorporated *local gender action planning* into its mainstreaming approach. Norms and rules within the family, community and market, as well as within local and regional organizations all shape the daily reality of women's and men's lives. The SFLP has adopted the principle that effective mainstreaming means that development organizations must address local realities and link with ongoing efforts to change.
- b. A key understanding of the SFLP programme is that the development of community gender action plans are *based on interests rather than established needs*, for example, for food security or education for example. This is not to say that these needs should not be met, but rather that meeting them will not automatically address the social, political and institutional inequalities that underpin the reported higher vulnerability of women over men and their consequent inability to take the same risks as men.
- c. While understanding that gender mainstreaming should focus on gender relations rather than on women in isolation or in women's groups, the SFLP has adopted a strategy to support negotiations between different stakeholders to reach agreements that protect livelihoods in the informal sector at local levels. At the same time it recognizes the need to support the organization of women for the collective bargaining for their rights, as well as strengthening women's ability to express their own views within organizations involving both women and men, or even actively working to enable women be appointed as officials in these organizations, by removing educational qualifications for leadership positions.

Box 6: Examples of Community-based Gender Action Planning in West Africa

Burkina Faso : The Bagré Chantier fishing community (Bagré lake) is seeking to change relationships between male wholesalers, local fishermen and their wives and other women in the community in order to protect local livelihoods. New rules for accessing landed fish and changes in fish marketing regulations to improve market access by micro entrepreneurs have been negotiated with the Ministry responsible for fisheries.

The Gambia : Interest groups among poorer fisherfolk in Tanji, such as fish un-loaders and fish dryers, are negotiating better access to processing facilities and ice, financial and social services, and better access to fish with the different fisheries management committees which are dominated by wealthier fisherfolk.

Source: SFLP Fieldwork 2005

- d. The gender mainstreaming approach adopted by the SFLP corresponds with the call for *holistic approaches within livelihoods programmes*: people-centred approaches that require cross-ministry and cross-organizational cooperation. Such cooperation is notoriously difficult to achieve – organizational boundaries are often vigorously maintained and budgets carefully

protected. However, partnerships are widely referred to as one way of achieving organizational learning beyond organizational boundaries and a means to achieving the more holistic objectives of development such as gender equity.

- e. Within the SFLP, partnerships have taken the form of *multi-stakeholder platforms* comprised of representatives from the different organizations with interests in the programme. Action needs to be realistic for each of the organizations concerned. The SFLP experience learnt that *gender awareness training is an essential component* of the strategy at all levels.
- f. The SFLP envisages a key role for meso-level actors in local gender action planning in addition to generating information and ensuring its communication to other organizations at other levels.
- g. Local community-based organizations and NGOs with a grassroots base have been identified as the relevant organizations to undertake the task of identifying specific activities to address the needs of different categories of women and men. In particular they need to provide protection for marginalised groups who are unlikely to be in a position to respond quickly to opportunities available.
- h. While the SFLP supports mainstreaming within development organizations as an important strategy for achieving widespread and sustainable change, it sees a critical role for women’s organizations and groups created to fight for gender equality: firstly, in advocating for policy support on specific issues, and secondly, in making others accountable for supporting activities identified as central to achieving women’s empowerment.

Table 3: The Sustainable Fisheries Livelihood Programme Strategic Framework for addressing gender issues in fisheries

Who at What Level	Action	Outcomes sought
Macro: Ministries responsible for fisheries, national governments; international development agencies; private sector organizations	Form cross-sectoral stakeholder platforms for policy dialogue, lobbying and information exchange. Existing national women’s machineries lobby and document changes in gender relations. Monitor policy action.	Gender disaggregated data. Functional literacy for fisheries communities. Informal labour hired in fish processing plants regulated. Research on gender in fisheries supported.
Meso : NGOs including women’s organizations; local government bodies; private sector organizations	Form partnerships and agree on working arrangements with all stakeholders; build capacity in gender analysis and enhance communication and policy dialogue skills. Based on micro level gender analyses and action plans, prepare gender strategy and allocate tasks. Monitor, document and communicate	Regulations for marketing and status of wholesale fishmongers reviewed. Agreements on modules on business management for functional literacy in fisheries. Health insurance for women.

	action and change. Facilitate information exchange between all levels; support advocacy on specific gender issues at all levels.	Information relevant for policy and action communicated to all levels
Micro : CBOs; communities and households	Undertake gender analysis and formulate community gender action plans that challenge existing power relations that create and sustain vulnerability. Participate in dialogue for new marketing arrangements and access to services.	New arrangements between fishermen, processors and traders, and non-local wholesale traders, negotiated. Informal credit renegotiated

Source:

Okali, C. and Holvoet, K. (2007) *Negotiating gender changes within fisheries development*. Sustainable Livelihood Programme, FAO/DFID
http://www.sflp.org/fr/007/pub8/docs/gender_okali_holvoet.pdf

4.7 Supporting self help organisations of women engaged in small-scale fisheries-based micro-businesses: experiences from India

The participation of women in the Indian fisheries sector is substantial in pre- and post-harvest operations, involving about half a million women out of a total 1.2 million workforce. These women are mostly involved in the informal sector and engaged in micro-businesses as fish vendors, fish traders and in traditional small-scale fish processing activities. To improve the quantity and quality of women's micro-enterprises, women need to be empowered with information, technology, finance and marketing assistance. Their working and living conditions also need improvement. Support to self organisation of women is seen as the best strategy to ensure that the women benefit. Three experiences of supporting self help organisations of women engaged in small scale fisheries-based microbusinesses are summarized below. One is the experience of the Self Help Group (SHG) – bank linkage programme of the NABARD National Bank for Agriculture and Rural Development, that runs the largest microfinance programme in the world. The other two experiences are of the Federation of South Indian Fishermen's Societies (SIFFS), which supported the fisherwomen's federation Stree Niketh Vanitha (SNVF) through its microfinance programme.

The Self Help Group (SHG) – bank linkage programme of the National Bank for Agriculture and Rural Development (NABARD)

NABARD runs the largest microfinance programme in the world. NABARD serves as an apex-refinancing agency for institutions providing investment and production credit for promoting the various developmental activities in rural areas. For its microfinance programme, the core strategy is the development of bank linkage with Self Help Groups (SHG) to increase its outreach to the poorest. The SHG-bank linkage programme has proved to be the major supplementary credit delivery system with a wide acceptance by banks, NGOs and various government departments.

NABARD promotes the credit outreach to women engaged in small business and microenterprises. Around 703,145 SHGs are linked to different banks, involving about 11 million poor households. More than 90 percent of SHGs have exclusively women members. There is no specific breakdown of the number of fishing households assisted, but some success stories of fisherwomen who benefited from NABARD's SHG- bank linkage programme, are recorded.

Transport for fish marketing

The involvement of fisherwomen in the Indian state of Maharashtra in pre-and post-harvest fisheries activities is substantial. Innovative fish marketing arrangements by fisherwomen's cooperative societies have reduced their exploitation by intermediaries. A success case is the Mirkarwada Mahila Macchimar Sakahari Sangh in Sakharinate, Ratnagiri. This cooperative society operates within a radius of 50 to 60 km from Ratnagiri, selling fish at various bazaars and village markets. Managed entirely by fisherwomen, this society has purchased two trucks and two buses with financial assistance of NABARD and has evolved its own transportation system. In order to avoid the inconvenience of using public transport, each member's fish is transported at night by truck to a specified market. The women follow early the next morning by bus, get off at their respective markets and are picked up on their way back, once the market has closed. Loading, unloading and other services at each market are organized by the society. The system has worked so well that fisherwomen in other places have formed their own societies to undertake similar activities.

In Srikakulam, the northernmost coastal district of the Indian state of Andhra Pradesh, there are nearly 1,000 fisherwomen's groups, consisting of over 14,000 members, engaged in fish marketing, drying and salting. Approximately 500 of these groups are linked with and financed by banks with a cumulative loan amount of nearly Rs8 million. Some of the groups propose to scale up their operations in the second cycle of loans, which they intend to use for the purchase of iceboxes and minivans for fish transport.

Sources:

<http://www.nabard.org/>

FAO (2003) *National Workshop on best practices in Microfinance programmes for women in coastal fishing communities in India*. Panaji, Goa, India 1 – 4 July 2003. FAO Fisheries report No. 724. Rome: FAO

The microcredit programme of the South Indian Federation of Fishermen's Societies (SIFFS)

SIFFS' inclusion of women in its microcredit programme presents an interesting case of a male organization that has had the benefit and experience of a more professionally run structure and in a position to provide assistance to build a women's federation (see next story). The process created its own ambiguities and issues.

The South Indian Federation of Fishermen's Societies (SIFFS) is an apex organization and has over 100 village-level fish marketing societies that are affiliated to five district federations. It has a membership of about 6 000 fishing units that employ around 25 000 seagoing fishermen in the southern states of Kerala and Tamil Nadu. SIFFS was registered as a society in 1980 as a response to the problems of fishers exploited by intermediaries, moneylenders and merchant traders. SIFFS is furthermore involved in the development and promotion of new technologies to enhance the capacity of small-scale fishers. In this regard, SIFFS runs a network of 15 boat-building and 20 motor service centres. It manufactures 300 boats a year and over 10 000 boats in use off the southwest coast of India are based on SIFFS designs.

The microcredit activities of SIFFS began in the late 1990s. SIFFS saw microcredit as an opportunity to have greater control over credit services for its members. At present, SIFFS is the largest MFI in the country in the fisheries sector, serving both men and women, with an

outstanding loan of Rs.27 million. SIFFS began to integrate women into its microcredit programme in response to demands made by women's groups organized under the district fishermen's federations with which SIFFS had historic links. This integration has led to the introduction and evolution of loan products that cater to the special needs of fisherwomen.

SIFFS provided the following activities to the women's organisations:

- a. Capacity building training and exposure programmes to form groups, entrepreneurship development programmes etc.
- b. Technical and managerial supports assistance in planning, implementation and monitoring of business plans
- c. Credit and life insurance services under SIFFS Micro Finance Programme

The integration of women into the SIFFS microcredit programme is a fairly recent development. As such, SIFFS' future direction in this regard is still unclear, particularly as it grapples with the question on how SIFFS, which is essentially a male organization with production issues, will integrate women's groups into its structure?

Currently, SIFFS supports the following fisherwomen's initiatives

- Women Self help Groups formed under the Kanyakumari Fishermen Sangams Federation (KDFSF) for the benefit of wives of the members of the societies.
- The Stree Niketh Vanitha Federation (SNVF). The SNVF is the federation of women's societies for savings and credit formed by Trivandrum District Fishermen's Federation (TDFD) in the early 90s. These societies that originally had membership in TDFD started operating independently since 1996 (see next).

Box 7: Credit needs of women involved in the fisheries sector

Microfinance as an intervention for women in the fisheries sector holds considerable promise as most women are already involved in microenterprises and almost all have the felt need of lack of adequate working capital resulting in dependence on non-institutional sources of credit.

- *Credit needs vary with the scale of operation.* Head loaders who service inland villages and local village markets require smaller amounts of credit when compared with middle-level fish vendors who are women accessing suburban and urban fish markets. Head loaders do not get paid on a daily basis (payment is by households on a weekly/monthly basis) while middle-level fish vendors receive a daily payment but spend a considerable amount on transport and ice. Women involved in dry fish processing require much higher amounts than the former two categories.
- *Credit requirements are seasonal.* Landings vary with seasons. It is only during glut landing seasons that women are actively involved in the business. Credit delivery mechanisms must cater for this need.
- *Repayment schedules need to be frequent.* Repayment schedules should enable women to repay in small amounts. Door to door collection of instalments may help on a daily basis since women coming back in the evenings from their markets are immediately involved in cooking and other household activities.

Source: **FAO** (2003) *National Workshop on best practices in Microfinance programmes for women in coastal fishing communities in India*. Panaji, Goa, India 1 – 4 July 2003. FAO Fisheries report No. 724. Rome: FAO

The women's empowerment programme of the Stree Niketh Vanitha Federation (SNVF), a federation of fisherwomen's societies in South India

History: From a mixed gender organisation to a women only organisation.

The origin of the Stree Niketh Vanitha Federation (SNVF), can be traced to the women societies of the Trivandrum District Fishermen's Federation (TDFD), an organisation of artisanal fishermen. In 1989, a group of men and women visited Self Employed Women's Association (SEWA <http://www.sewa.org/>) to study the organisation of women engaged in informal labour. Inspired and enthused by this initiative, TDFD registered its women societies in 1990. These societies were part of the TDFD structure.

As an organization, SNVF catered for the primary needs of women involved in the fish vending business by providing them with much-needed working capital assistance for their small businesses. Within a few years women's societies far outnumbered those of men (there were 38 women's societies at one point as against 22 men's societies). This led to women demanding for equal representation in the governing committee of the TDFD. Non-acceptance of women in the leadership of the TDFD and various discriminatory practices finally resulted in the complete separation of SNVF and TDFD into autonomous entities in 1996.

At present SNVF has more than 6000 women members organised in 72 societies, from the coastal villages of south western peninsular India (in the Trivandrum district of Kerala and Kanyakumari district of Tamil Nadu). SNVF is basically an organisation of fish vending women, but its membership now includes women engaged in other activities and trades as well.

Objectives of the SNVF

The major objective of the SNVF is to improve the socio-economic status of women from coastal communities.

The main focus of the SNVF is on credit and savings activities, but its programme also includes livelihood training, social welfare, educational and awareness building activities. SNVF also addresses matters relating to abuse of women at the work place and other women's rights issues. Its livelihood training includes training in stereotype-breaking skills, such as carpentry and boat building.

In issues relating to women's rights, the federation networks with various women's rights organisations and also with the women's wing of the Kerala State Fishworkers Federation (KSMTF). SNVF is a member of the Kochi Kerala Women's Forum, a network of women's organisations.

Structure and governance

Societies are the primary units in the SNVF structure. The federation has a total of 72 societies spread across four regions. The minimum size of the group has to be 25 for it to be registered as a SNVF society. The size of the societies ranges from 25 to 100 members. The average membership of the society is 70. The members also pay a joining fee decided by the society according to their capacity to pay. This varies across regions and societies. Membership can be annulled after she has cleared all her dues in the federation and the society.

SNVF is democratically owned, controlled and managed by the members. The President and Vice-President are elected from the representatives of the societies. The Coordinator who is the executive head of the organisation and other staff members are appointed by the Managing Committee. Each region has a Regional Coordinator/Animator entrusted with the responsibility

of the societies at the field level. The Coordinator is assisted in the day-to-day management of the organisation by a team of animators, the credit officer and executive assistant.

Programme:

Credit and saving.

The credit assistance provided to members is derived from internal loans from savings, bank linkages and the South Indian Federation of Fishermen's Societies (SIFFS, see other case story).

The credit programme provides multi-purpose loans to women. The loan size varies from small working capital loans of Rs.2,500 (Euro 50) to larger capital support of Rs.30,000 (Euro 600) for women engaged in trading by procuring fish from distant markets. SNVF runs a regular savings scheme for women. Ten percent of every loan given is deducted towards savings contribution.

SNVF societies follow a 'daily collection' system. The collection agent for each society visits each member's house for collection of repayment and savings' deposit. Members make payment towards loan and savings depending on their ability to pay on that particular day. The collection system is an attractive feature for the members. This is significant given the seasonal nature of their occupation and variations in their earned income. Also their needs being much more than what they earn it is not always possible for them to pool money for a later date. The daily collection system helps them overcome this problem and eases considerably the pressure of loan repayment.

Social Welfare

SNVF runs a welfare fund for helping the families of the member in the event of her death. It is mandatory for all members to be part of this scheme and members and only members who make a monthly contribution towards this fund are eligible to avail this benefit.

SNVF members have a life insurance under the Janshri Bhima Yojana of the Life Insurance Corporation of India (LIC) through SIFFS. A member makes an annual contribution of Rs.100 and the age limit is up to 55 years. The nominee receives the insurance money in the event of the death or disability of a member.

SNVF also runs an education fund, from which scholarship are given to the best performing children of members.

Training programmes

SNVF conducts capacity building programmes for its members as well as other women. Programmes are organised focusing savings, credit, women's rights, collective action etc. Training programmes are also conducted to improve the leadership skills of the members of SNVF Board. Exposure visits and experience sharing sessions are also part of the training programmes. SNVF also addresses matters relating to abuse of women at the work place and other women's rights issues.

SNVF also conducts livelihood training to young women from the coastal villages in tailoring, soap making, candle production, production of paper covers etc., but also in stereotype breaking skills such as carpentry, boat building, and boat repairing.

SNVF conducts training programmes to create environmental and health awareness among coastal communities. It conducts orientation programmes about immunisation, preventive health care, environmental sanitation, waste management etc. SNVF organises seminars and exhibitions on prevention of HIV/AIDS.

Education

SNVF is involved in continuing education programmes in collaboration with the State Literacy Mission. The federation has been running a continuing education centre for the neo literates and school drop outs since 1999. A child development group and library function at the centre. The centre conducts activities to inculcate reading habit among children, and also to nurture their creative talent.

The 'write and sign your name' programme is seen an important activity as many members are illiterate and use to mark a cross or put thumbprint against their names. Many members now have learned to write and put their signature.

Entrepreneurship Centre at Anjengo

Anjengo, one of the four SNVF regions, is an area known for its vibrant fishing villages. While Anjengo fishermen are known for their exemplary skills and adventurous fishing methods, the women there are actively involved into fish vending. There is a large group of women engaged in dry fish trade here. During off-season in Anjengo, these women go in groups to distant landing places such as Mangalore and Tuticorin and procure dry fish in bulk. These lots are then brought by pooled transport to Anjengo, where it is stored before final sales. In the case of certain varieties, the women wash the fish and dry them again. Lack of storage space and processing facility are the main problems that the women involved in this trade are faced with.

Provision of infrastructural and technical support could open up new possibilities in the dry fish trade. It is with the objective of strengthening the dry fish business of women and to promote entrepreneurial qualities among them, that SNVF has proposed to establish a women's entrepreneurship centre at Anjengo. The centre will have a storage facility, dry fish processing unit, drying racks, and training facility. The centre will be developed with the technical guidance and support of Central Institute of Fisheries Technology (CIFT)

Sources:

<http://www.siffs.org/>

<http://snvf.org>

FAO (2003) National Workshop on best practices in Microfinance programmes for women in coastal fishing communities in India. Panaji, Goa, India 1 – 4 July 2003. FAO Fisheries report No. 724. Rome: FAO

CHAPTER 5 SYNTHESIS AND CONCLUSIONS

In this study we have sought to contribute to further thinking on how to move forward with regard to integrating a gender perspective in the practice of CBCRM projects of Oxfam Novib partners in Southeast Asia, to respond more effectively to gender imbalances within small-scale fisheries and coastal communities, and to the gender implications of ongoing changes in fisheries and coastal resource use.

5.1 Gender concerns in fisheries and coastal resources management in Southeast Asia

The paper began with a general exploration of the regional context in which the CBCRM-projects of Oxfam Novib partners operate and to identify the key gender issues in fisheries and coastal resource management across the Southeast Asian region.

Fisheries and coastal communities in Southeast Asia: key issues of sustainable development

The FAO estimates that Southeast Asia has the largest population involved in fish capture and related occupations, particularly in processing, trading and ancillary activities such as net-making, boat building, gear repair and maintenance, and various services. Based on available information it is evident that the large majority is involved in small-scale fisheries, providing extensive rural employment and cheap protein for the local population. For traditional small-scale fishing communities fisheries is also an important part of their cultural identity and way of life. Over time they have built practices, techniques and knowledge of the coastal or inland eco-system.

Statistics and data on small-scale fisheries in the region, however, are very limited and mostly considered to be large underestimates. What there are relate almost entirely to the “catch” of fish and what is of commercial importance. For many coastal and inland communities fishing is often one among several livelihood activities. Thus, communities may seasonally, and on a part-time basis, engage in farming, fishing, aquaculture, livestock rearing and similar activities. At the same time, they may fish only for domestic consumption, or also for the market. This may be one of the reasons that they are not counted for as “fishers” in the official statistic.

Data on small-scale fisheries-related activities, such as marketing, processing, net-making, etc. are even more scanty and unreliable.

Limited data and official statistics on small-scale fisheries are seen to be related to a systematically neglect and marginalisation of small-scale fishing and coastal communities.

The dominant development strategy that prevails in the Southeast Asian region, is one of export orientation and industrialisation and in many countries of region, the commercial and industrial fisheries have been systematically favoured, while the small-scale fisheries have been systematically ignored and marginalized over the years. This strategy resulted in new forms of fish production and fish trade, which are capital and technology intensive and in new forms of fish consumption, such as fish meal and the availability of a large choice of (export) fish species for luxury consumption. This strategy also resulted State policies promoting privatization of fisheries and coastal resources in favor of large commercial interests.

Resource conservation and management practices are limited and poor governance – reflected in illegal fishing, corruption and conflict–plagues the sector. Various studies have already established that most coastal ecosystems in the region are seriously degraded and coastal and fish resources are being depleted at an alarming pace.

Environmental degradation and unequal access to resources are closely associated with severe poverty and marginalization in coastal communities.

- ✓ The fisheries sector and the coastal zone are of great importance for the region in terms of contribution to the economy, employment, food security and cultural identity of coastal communities.
- ✓ Coastal zones are also sites of extreme poverty due to inequitable access to resources, systematic negligence of small-scale fisheries by governments and the absence of effective resource management and fisheries governance in the region.

Co-management and CBCRM in Southeast Asia: opportunities and challenges

In general there is a growing acknowledgement, including by governments, of the limitations of the centralized management structures in place in all countries of the Southeast Asian region. There is recognition that management and conservation of existing resources could benefit from the involvement of local resource users and local governance structures ('co-management'), and legal and policy frameworks are being put in place, to make this possible.

There is, in particular, a recognition of the advantages of community-based coastal resources management (CBCRM) as a viable alternative for an effective and sustainable fisheries resource management and as an important means of lifting fishing communities out of poverty. CBCRM in Southeast Asia is seen as an approach guided by the principles of popular participation and people's empowerment. The approach rests on the premise that people who actually use a given resource, and who gain first-hand knowledge of such resource from their daily interaction with the natural environment, are in the best position to protect and manage it.

There are numerous social, political and cultural factors that have contributed to how CBCRM efforts are unfolding differently in these different contexts. In the Philippines the CBCRM approach is historically rooted in the social movements for economic justice, political freedom and cultural identity in the seventies and have NGOs and fisherorganisations as partners in CBCRM since the late 1980's, when decentralisation processes started to take off. Other countries in the Southeast Asian region adopted the CBCRM approach in a much later time. In Cambodia CBCRM appears to be proliferating within a hierarchical context where decentralization processes are just beginning. In Viet Nam, the State's control over governance remains pervasive, and seeking local participation remains a challenge.

The way processes of co-management and decentralization play out differs in different contexts are not necessarily perceived as positive by fishing communities. For example, while decentralization processes open spaces for fishing communities to participate, they may also create the opportunities for locally powerful elites to ally with private capital to exploit natural resources, rendering the livelihoods of local communities more vulnerable. Similarly, co-management may remain a commitment only on paper, or may only be implemented in project areas in a time-bound manner, with no real genuine participatory processes facilitated. Involving local communities in monitoring and enforcement may substantially increase their workloads without compensating them for their labour.

- ✓ While there are examples or success stories of CBCRM projects, these generally remain confined to demonstration sites or stand-alone projects. Co-management in the region is not yet anchored in national policy and most projects are supported by donor funding rather than from direct government funding.

- ✓ There are wide gaps between the policy objectives of the government at the national level, and the implementation approach at the local level. In general does the framework and practice of co-management and decentralization within countries of the Southeast Asian region, not, as yet, offer spaces for genuine participatory processes.
- ✓ It remains a key concern for successful co-management to expand the spaces for CBCRM approaches, in particular through building strong, equitable community organisations, capable of negotiating with more powerful state and private interests.

Key gender issues in fisheries and coastal resource management across the Southeast Asian region

Small-scale fisheries are embedded in networks of relationships and institutions based on community and kin ties and often know community arrangements that regulate access to coastal resources, conflict resolution and sharing of responsibilities and benefits. In the same time small-scale fisheries is embedded in a network of hierarchical relations, of which gender is an important one, that determine unequal access and control of resources and benefits.

Exploring gender relations of coastal communities will make visible their concrete expressions in conflict, cooperation and coexistence between men and women of fishing communities.

Making visible the differences and inequalities between (and among) men and women will help in understanding their activities, resources, priorities and access to decision-making.

Although generalisations about gender in fisheries and coastal resource use for entire regions should be avoided given the wide political, economical and social diversity that exists, some of the key issues related to gender relations in small-scale fisheries and coastal communities in the Southeast Asian region include the following:

Gender Division of Labour, Resource use and Income

Small-scale fisheries in Southeast Asia is generally an activity that generally involves the entire household and community. According to the prevailing gender-based division of labour that exists in many fishing communities in Southeast Asia, albeit in changed forms in countries of the region, men engage in fishing, while women take care of the shore-based work related to preparing for the fishing trip, mending nets, sorting and selling fishing, processing fish, etc.

However, this gender division of labour varies by location and time and is culturally and socially determined, with women going fishing in inshore and inland areas, in some regions, and men dominating marketing chains in other regions. Changes in technology and markets also affected the gender division of labour and in many parts of Southeast Asia, women can no longer access the fish caught by their husbands, for processing and sale, as better equipped export companies have taken control of marketing chains.

Statistics and data on small-scale fisheries in the region are very limited and mostly considered to be large underestimates. Reliable gender-disaggregated data of the fisheries sector in Southeast Asia are practically not available. Data available on women's role and contribution to fisheries tend to be scarce and anecdotal. This contributes to the invisibility of women's roles in the sector.

While there are no comprehensive, gender-disaggregated data available in any of the countries of the Southeast Asian region, available information shows that in all countries women do play vital roles within all aspects of fisheries, in particular in small-scale artisanal fisheries. In various

communities, women also engage in fish harvesting, primarily in inshore waters and intertidal zones, to supplement household food requirements as well as barter/sell in local markets. Women also provide various support activities to the fishing activities of their male partners. Women's roles in pre-harvest activities and in processing, vending and trading are seen to be particularly important.

Apart from their direct involvement in fisheries-related work, whether for income or household consumption, women also play a vital role in maintaining the social, cultural and economic fabric of fishing communities, i.e. in the reproduction of fishing communities.

Women of coastal fishing communities often take on a broad variety of income generating activities (within and without fisheries), vital for the survival of the fishing household and development of the fishing sector. Furthermore, women, in general, continue to bear primary responsibility for reproductive tasks. Women's reproductive roles centre around nurturance and the sustenance of the family including care of children, elderly and the sick. In addition to the daily tasks of the household, women also play a critical role in building social relationships within families, kinship groups and communities.

Women's contributions to small-scale fisheries are diverse but often invisible, unacknowledged and undervalued. Women generally tend to combine fisheries related activities with other economic activities, such as combining shellfish gathering, fish marketing, vegetable gardening, running a small store, etc., whereas men's work is often clearly focused on one primary income-earning activity, fishing. Women are therefore not considered as "fishers" and not counted for in the official fishery statistics.

Women's activities directed at augmenting family income are vital to the survival of the households and the development of the small-scale fisheries sector but they are considered as extensions of women's social functions or domestic responsibilities ('the domestic space') rather than income-generating work so that they are seldom given economic value or are frequently overlooked in the valuation of the fishing industry. Women's productive tasks are often viewed as requiring little skill and knowledge and are poorly rewarded and receive low investments.

Little value is attached to the domestic and community tasks performed by women due to the patriarchal conception of work, that attaches little or no value to 'reproductive work', while regarding only 'paid' work undertaken for the market as 'productive' work.

- ✓ Women's contributions to the small-scale fisheries sector and the reproduction of fishing communities are diverse and significant, but generally invisible, unacknowledged and undervalued.
- ✓ The multiple activities and responsibilities of women of small-scale fishing households and its "invisibility" and low valuation, are cause of serious restrictions to women's ability to pursue new opportunities and make strategic choices for her own well being.
- ✓ The differential roles and responsibilities between men and women produce different needs; hence fisheries management regulations and development inputs are likely to produce differential impacts on the women and men in coastal communities.
- ✓ Since most small-scale fishing households in the Southeast Asian region are considered poor, any effort to improve the visibility, working conditions, access and control over

resources and incomes of women are likely to have direct impact on poverty alleviation within their communities.

- ✓ Since small-scale fishing communities are generally dependent on degrading eco-systems and women's land-based and near-shore activities complement those of the men that are often off-shore, any effort to include women's distinct resource knowledge and needs are likely to have a direct positive impact on conservation of the coastal eco-system.

Gender-based Rights to Natural and Other Resources

Women of fishing communities in Southeast Asia generally rely heavily on open access and community coastal habitats and resources to perform both their economic activities (e.g. collecting and gleaning crabs, shellfish, seaweed in inshore areas, fish drying on beaches), as well as their reproductive activities (e.g., procuring fuel wood, fodder, food and water for the household).

Poor coastal communities in Southeast Asia are heavily affected by resource degradation and access restrictions through privatization or other forms of displacement. There is evidence that women of poor coastal households are differently and disproportionately affected by these developments than men. Women 'work spaces' on the coast and intertidal areas—such as areas where they collect crabs, shellfish, seaweed and other resources, dry fish, or collect firewood—are often the first to be affected. This has negative implications on woman's work and health, as it leads to longer hours and more arduous work for women. Since their productive efforts are constrained by their childrearing and other reproductive roles, they meet with great difficulties to engage in productive activities which take them away from their homes for extended periods.

In many fishing communities of the Southeast Asian region, both modern and traditional tenure regimes and also other laws such as those related to inheritance and marriage, often are biased towards men and impede women's access or use right to land and coastal resources. Women tend to have access to these resources through a male family member or community leader, rather than hold rights of their own. It has been observed for example in the Philippines, that tenure reform instruments in coastal resources management have not yet taken gender-affirmative action and property and resource use assignments show that these have not been symmetrical between men and women. Tenure has proved to be important as it influences who can make formal decisions about land and resource use, who is consulted on management or development plans and who has access to credit and supportive services.

Poor coastal communities in Southeast Asia are generally deprived of resources of importance to their livelihood and well being, such as, education, information, technology, finance, health care, decent housing, clean water, social security, justice and the rule of law. Gender hierarchies led to women of poor coastal households being differently and disproportionately affected by this deprivation. In Cambodia for example, a survey revealed that female headed households of fishing communities showed lower literacy rates and economic participation and on the whole were poorer than households headed by men.

- ✓ The fact that that there is no clear recognition of the work women of fishing communities do, the spaces they occupy, and their specific resource use is linked to the fact that there is no clear recognition of how women of fishing communities, in particular poor women, are often differently and disproportionately affected by the changes in technology and markets and the degradation of the coastal resources.

- ✓ Women's exclusion from quality and quantity of natural and other resources produces negative impacts on women's working conditions and livelihoods and leads to serious restrictions of her ability to pursue opportunities and make strategic choices for her own well being.
- ✓ Improvement of the state of the community's natural resources would produce positive impacts on women's working conditions and many more options for income earning within the community will be opened to the women, as long as issues of inequitable property relations governing access to resources between men and women are addressed.
- ✓ A gender perspective is required to ensure that men's and women's specific needs, vulnerabilities and capacities are recognized and taken into account, and gender-based disparities are addressed in order to ascertain that development projects and management regulations equally benefit both men and women.

Gender-based Access to Market Information and Trade

Available information shows that women's roles in small-scale processing, vending and trading are particularly important in the Southeast Asian region. There is evidence that women fish processors and traders of the small-scale sector in Southeast Asia have been pushed to the margins after merchants, generally males, with greater capacity for capital investment and mobility, have taken control of marketing chains. The centralization of fish landings at harbours, for example, has meant that women of the small-scale sector are often unable to compete with large traders and exporters operating in these harbours, affecting their access to fish and markets. Because of women's subordinate position in the existing gender division of labour, women's activities in fisheries generally receive very minimal technical and financial support from public and private investments and women are more disadvantaged in accessing factors of production such as capital, technology, information and training, among others.

- ✓ The small-scale sector, where women are mostly seen to be active, generally have poor access to efficient post-harvest facilities and therewith also face barriers, such as labelling and sanitary standards, in accessing export markets.
- ✓ With less access to market information, education, credit, transport and technology, etc, women have generally more difficulties to improve their working conditions and scale-up their enterprises –i.e., expanding their inventories and/or expanding their geographic selling area.
- ✓ Women working in the small-scale post-harvest sector are also often restricted by mobility issues as they have to combine their productive activities with childrearing and other reproductive tasks.
- ✓ Strengthening links between fisheries management and post-harvest sector would maximize benefits and returns to the community. Recognizing and strengthening women's roles in post-harvest activities and include them in decision-making fisheries management institutions, would increase their access to such benefits.

Gendered access to Decision-making

The "invisibility" and low valuation of women's role in small-scale fisheries and fishing communities directly impacts on women's low participation in decision-making in the household and in the community.

Based on available information, it does not appear that there is any conscious effort by Southeast Asian States of bringing a gender perspective in co-management initiatives. Fisheries-related development or resource management activities have generally engaged men as exploiting, and sometimes managing resources whereas women's role has generally been excluded from planning 'mainstream' fisheries activities and co-management arrangements.

Within many CBCRM projects, women are beginning to be recognized as stakeholders in the resource management process and attempts are made to integrate women's empowerment in the community empowerment process with positive results (see next section). In many CBCRM projects women are seen playing an active role as fish wardens or in replanting mangroves or in coastal clean-ups. Women are often at the forefront of CBCRM projects as it is generally seen as an extension of their nurturing and caring role in the household and community. However, a critical review would reveal women's low participation in co-management decision-making bodies and lack of recognition of her distinct interests. Women are often not assured of a share of the benefits of resource management measures such as secured (joint) access rights to (shell)fish grounds or access to improved fish catch for consumption/sale or improved technology and fishery support services.

While fisherfolk organizations in some Southeast Asian countries, such as the Philippines, have put in place mechanisms for greater visibility and participation of women in leadership structures, these efforts have failed to recognize that women's capacity to assume leadership positions is affected by constraints on their mobility, the multiple burdens of productive and reproductive work, and gender stereotyping. Women have little time or opportunity to assume management tasks, receive training and information or establish contacts. Issues of women's multiple work burden and lack of resources and also domestic violence or women's reproductive health are generally considered to be private matters and are not seen on the agenda of fisherorganisations.

Formidable barriers to women's full participation in coastal resources management still persist, not least in women's own acceptance of her subordinated position in the gender division of labour prevailing in most coastal communities in the Southeast Asian region.

- ✓ The relationship between the genders in fisheries in Southeast Asia generally continues to be highly unequal, with men being seen as the main economic providers and decision-makers and women's roles and interests not being recognized.
- ✓ Not being recognized as direct stakeholders, women are often excluded from the new fisheries of coastal resource management institutions. Women's specific priorities and knowledge related to her gender role therefore generally remained invisible in the planning of conservation activities or fisheries development projects.
- ✓ With an emphasis on empowerment of poor local resource users groups and equitable sharing of rights and responsibilities, the CBCRM approach offers the possibility of putting in place genuine participatory and gender-sensitive processes for the management of coastal and fisheries resources. CBCRM projects and fisherorganisations have begun to recognize the important roles women play within the fisheries, resource management and within coastal communities and have put in place mechanisms for greater visibility and participation of women. Women are often at the forefront of CBCRM projects. However, a persisting lack of representation and recognition of their participation in co-management bodies and lack of secured access to resources, prevent women from enjoying new opportunities and equal benefits to men.

Integrating a Gender Perspective in Fisheries and Coastal Resources Management

- ✓ By integrating a gender perspective in fisheries and coastal resources management, approaches would look at the bigger livelihoods picture of fishing communities and recognize women's rights as resource users or fishworkers and community members and validate their differentiated roles and interests.
Approaches would aim at promoting awareness of women's rights and enabling/empowering women towards gaining equality with their male counterparts in terms of participation in decision-making with regards to resource access, use, management and control.
- ✓ It remains important to expand the spaces that are emerging for CBCRM approaches, especially through pressure from well-organized community groups and women's groups, and drawing on existing positive examples of integrating a gender perspective in CBCRM implementation. Development NGOs, academics, researchers, feminist organisations, sympathetic politicians, governments and others also have important roles to play in making this possible, in particular through:
 - a. Continuing collection of gender disaggregated data in every specific context and in particular at the level where the daily reality of women's and men's lives is shaped (at the household level, at the community level, at the workplace, at the market place and in community organisations, etc.). This will make visible the differences and inequalities between (and among) men and women and help in understanding their activities, resource use, priorities and access to resources and decision-making. It also will make visible ('measure') the gender differentiated impact of development interventions and resource management regulations.
 - b. To be able to promote gender equality, institutions in fisheries and resources management need to change the way they operate and develop gender sensitive working practices. Women need to be recognized as stakeholders. Gender equality needs to be an explicit criterion for policy making and development programming at the macro, meso and micro level and reflected in policy frameworks, guidelines and procedures.
 - c. A holistic approach to coastal resources management by creating or strengthening cross-linkages between community issues, broadens and strengthens community participation and provides chances to include women in the process. Coordinating co-management with other institutional arrangements that devolve decision-making and responsibilities to local communities, would enable coastal communities to protect their livelihood activities and also improve the living and working conditions in their settlements.
 - d. Strengthening links between fisheries management and post-harvest sector would maximize benefits and returns to the community. Recognizing and strengthening women's roles in post-harvest activities and include them in decision-making fisheries management institutions, would increase their access to such benefits.
 - e. Strengthening fisher' and coastal community organizations and putting emphasis on organizing women and including them in decision-making processes, stressing the importance of gender mainstreaming, and giving particular attention and affirmative actions to the needs and contribution of women in fisheries, are necessary efforts to realize gender equity in the fisheries sector and in coastal development.

- f. Strengthening women's collective bargaining position ("empowerment") by supporting the building of networks, cooperatives, platforms, etc. and link these with a wide range of knowledge and advocacy networks, donors and investors and other sources of support at the (inter)national level is seen as essential for achieving sustainable transformative change towards gender equity and equality in fisheries and coastal development.

5.2 Integrating a gender perspective in the practice of Community-based Coastal Resources / Fisheries Management: Best practices, experiences and lessons

The previous section has shown the relevance of the need to expand the spaces that are emerging to integrate a gender perspective in fisheries and coastal resources management, especially through CBCRM. In the following we will take a closer look at the practice of CBCRM/FM to be able to identify best practices and key lessons for integrating a gender perspective in coastal resources and fisheries management. For this a review was made of the efforts of six Oxfam Novib partners in Southeast Asia and of a selection of other organizations from world-wide.

The Beijing Platform of Action (UN Fourth International Conference on Women, 1995) agreed on two tracks to promote gender equality: 1) mainstreaming gender equality (at the institutional level, policy level and programme level) and 2) supporting (women's) organizations focusing on women's empowerment³⁶. Since then various institutions related to fisheries and coastal resource management varying from governments, NGOs, banks and cooperatives, fisherfolk and community organisations, have made efforts to mainstream gender equality. The earliest efforts of gender mainstreaming are found in the 1990's in CBCRM/FM projects in the Philippines and Bangladesh. In other countries like Cambodia and Viet Nam, such efforts took off in the years 2000-2005.

There are numerous social, political and cultural factors that have contributed how these efforts are unfolding differently in these different contexts and therefore it is meaningless to make generalisations about 'best practices'. Successful experiences and key lessons should be seen as a source of inspiration and reflection on how to move forward with regard to integrating a gender perspective in the practice of CBCRM projects.

The following is a synthesis of the review of gender mainstreaming efforts of the six Oxfam Novib partners engaging in CBCRM in Southeast Asia and of a selection of other organizations related to fisheries and coastal resource management worldwide. Firstly a summary of best practices and key lessons of **gender mainstreaming efforts at the organisational level** will be presented followed by examples of **gender mainstreaming efforts at programme level**.

While gender mainstreaming at the organizational level implies the facilitation of a process of change within the organization, gender mainstreaming at the programme level implies the facilitation of a process of change within the communities targeted by programmes of organizations.

³⁶ For more information see appendix "Gender Equality and Development Approaches: a historical analysis."

Mainstreaming Gender Equality at the Organizational Level

Gender mainstreaming at the organisational level means an *organisation-wide-change*. To be able to promote gender equality, institutions in fisheries and resources management need to change the way they operate and develop gender-sensitive working practices. Promotion of gender equality can only be sustained if there is an organization-wide recognition, acceptance, understanding, and willingness to change gender relations. There are no short-cuts. Neither can the process be fast-tracked.

Box 8: Experiences from practice:

Mainstreaming Gender Equality at the organizational Level

- *From CERD's Gender Institutionalization Project (Chapter 4.3.1.)*

In her assessment of the 10 years gender mainstreaming experience of CERD (Philippines), Ms Jovelyn Cleofe, the present executive director of CERD, writes: "As the experience of Center for Empowerment and Resources Development (CERD) attests, Gender mainstreaming is not only a goal. It is also a process that the institution has to undergo. It is a process of change that affects the individual staff as well as the institution and its policies, strategies, systems, plans, and even its work culture."

(Cleofe, J.T. (1999): "Mainstreaming Gender. Gender issues in CBCRM". In: *Gleanings. Lessons in community-based coastal resources management*. pg 87-114. Quezon City: Oxfam Great Britain Philippines Office).

The following best practices and key lessons of gender mainstreaming efforts at the Organisational Level were identified from the review of experiences (Chapter 3 and 4).

Best practice 1. A well-articulated institutional mandate to make Gender Equity and Equality explicit criterion/value for policy making and programming

Key lessons:

- Gender mainstreaming requires considerable political commitment, in the first place of the management/leadership of the institution, as gender mainstreaming is an organization-wide-change effort.

Box 9: Experiences from practice of gender mainstreaming at the organizational level: Well-articulated institutional mandate to make Gender equity and Equality an explicit criterion

- *From Oxfam-Novib partners'in CBCRM (Chapter 3.3)*

A common experience of the Oxfam-Novib partners is the presence of individual women and men within the management units and the leadership, who were convinced of the need to be more gender fair and responsive, and who served as champions of the change effort.

- *From the Bangladesh CBFM project (Chapter 4.2.1.)*

The CBFM-2 project (second phase) employed a consultant to draft a gender policy. However, once the consultant completed her task there was little follow-up, suggesting a low level of institutional commitment to the policy or to gender equality goals.

Best practice 2. The values of Gender Equity and Equality are reflected in vision statements, policy frameworks, guidelines and procedures.

Key lessons:

- Gender mainstreaming requires a *gender analysis* at the institutional , programme and project level (- past and present orientation, organizational structure and culture, programmes

and services, human resources and decision-making processes, budget analysis -) through for example gender impact studies, workshops with staff and a review of institutional documents.

➤ Based on this analysis a reformulation of the organization's vision statements, policy frameworks, guidelines and procedures is needed to integrate a gender perspective in the organizations' identity, conceptual frame work and operation.

For several organizations, the interest in gender mainstreaming may have been sparked by external influences from a donor or participation in a network / collaboration with other organizations. However to ensure the integration of a gender perspective, this interest needs to be followed through by an effort to interrogate and re-envision the whole expanse of their organization. For these NGOs, being gender aware and responsive became fundamental to their nature as a 'development organization', and transforming gender relations became at the heart of their vision of development and social change. Hence they saw the need to embody this perspective in their organization identity as expressed in their organizational vision, mission and goals.

Box 10: Experiences from practice of gender mainstreaming at the organizational level: Values of gender equity and equality reflected in vision statements, policy frameworks, guidelines and procedures

❑ *From Oxfam-Novib partners' in CBCRM (Chapter 3.3)*

According to PROCESS-Bohol, the review of its Vision, Mission and Goals (VMG) and the formulation of its Strategic Plan for 2006-2015 that was participated in by members of the Board of Directors, management and staff, helped broaden the understanding of gender mainstreaming within. Its gender values have guided the organization to 'institutionalise its gender programme' accross everything it does, including adhering to gender equality in terms of hiring of staff, filling in leadership positions, and use of gender-sensitive language, among others.

❑ *From CERD's Gender Institutionalization Project (Chapter 4.3.1.)*

After first having formulated separate Gender frame work and Gender policy papers, it soon was understood that this resulted in Gender becoming a kind of appendix. CERD became aware of the necessity to reformulate its overall Vision-Mission-Goal statement, policies and strategies and make these gender responsive.

Best practice 3. A specialized Gender unit or Gender focal point person are put in place at the managerial level and programme level, to ensure that a gender perspective is integrated in organisation's services and programmes.

Key lessons:

➤ Caution is required that the Gender mainstreaming effort is not left to the Gender unit or point person, but institutional policies should contain clear descriptions of the respective roles and responsibilities of all management and staff.

Box 11: Experiences from practice of gender mainstreaming at the organizational level: A specialized Gender unit or gender focal person at the managerial and programme level

❑ *From Oxfam-Novib partners' in CBCRM (Chapter 3.3.2)*

FACT's Gender Policy provided for a Gender Focal Point responsible for providing guidance on gender integration into the programs and working closely with FACT Project Officers to ensure that the program activities include gender aspects. In addition, the Policy also contained clear descriptions of the respective roles and responsibilities of FACT officers and staff (e.g., Board of Trustees, Management Team, Executive Director, Project Officers, etc.) for the implementation of the gender policy.

□ *From CERD's Gender Institutionalization Project (Chapter 4.3.1.)*

The preparation and management of the gender mainstreaming programme was in the beginning largely left to the Gender officer and Gender consultant, who faced serious constraints in the implementation because of insufficient understanding and support from the management. This improved after a Gender Working Group, which included male staff of the management, was put in place. CERD management became aware that they were responsible for the monitoring van the gender mainstreaming process.

Best practice 4. Partnership with other organizations which have a long-term engagement with local poor women and have a gender expertise, to facilitate the integration of a gender perspective in the CBCRM approach.

Key lessons:

➤ Gender mainstreaming requires caution that the integration of a gender perspective in the CBCRM approach is not the sole responsibility of the partner with specific gender expertise. All partner-organisations should have institutional policies that contain clear descriptions of the respective roles and responsibilities of management and staff with regard to promoting Gender Equality. There should be *well defined responsibility sharing between all partners involved* (government, NGO's , communities, researchers/academe, etc) in promoting gender equality.

Box 12: Experiences from practice of gender mainstreaming at the organizational level: Partnership with organizations with long-term engagement with local poor women and have a gender expertise

□ *From the Bangladesh CBFM project (Chapter 4.2.1.)*

In three communities the Department of Fisheries worked in partnership with the NGO Banchte Shekha, which had a long experience in working with poor women from the region and had built expertise and trust, to facilitate the integration of Gender in the community-led fishery management. This collaboration led to an increased participation of women in CBFM and increased gender sensitivity with local fishery department and community members.

Best practice 5. Gender values and policies are translated into gender-responsive organizational processes and systems and into gender-sensitive programme strategies and plans.

Key lessons:

➤ *Understanding the issue.* Gender mainstreaming requires a thorough *contextual analysis* to understand the key gender concerns in fisheries and coastal resources management (“*the gender lens?*”) as a starting point for *strategic planning*. Based on outcome of the gender analysis, clear objectives and targeted actions that promote gender equality and will help women to increase their bargaining power (empowerment), need to be made an integral dimension of the design, monitoring and evaluation of policies and programmes.

Box 13: Experiences from practice of gender mainstreaming at the organizational level: Shared gender analysis and strategic planning

□ *From Oxfam-Novib partners in CBCRM (Chapter 3.3.3)*

As a way of operationalising the integration of a gender perspective in its periodical Strategic Planning cycles, Tambuyog undertook a gender analysis of the fisheries sector as part of its contextual analysis that articulated its

analytical framework for viewing the Philippine fisheries situation, and identified a set of objectives, strategies and indicators to achieve its strategic goals for the period. The experience underscored the importance of undertaking gender analysis of the fisheries sector as a starting point of strategic planning.

❑ *From the Sustainable Fisheries Livelihoods Programme (SFLP) of the FAO, in West and Central Africa. (Chapter 4.6)*

As part of its mainstreaming activities, the SFLP has spent much time analysing gender relations throughout the fisheries chain. This helped to understand what is needed to integrate a gender perspective in its strategy.

❑ *From the Bangladesh CBFM project (Chapter 4.2.1.)*

Following donor recommendations, the Department of Fisheries (DOF) Fourth Fisheries Programme (FFP) set a target of including more women. However, it was not clear from project documents why women should participate or what constraints facing women the programme hoped to address. This suggests lack of a shared analysis.

- Gender mainstreaming requires a continuous *institutional learning process* and putting in place effective mechanisms to monitor progress and prevent regression (e.g. gender-disaggregated monitoring indicators, gender audit, participatory gender assessments, gender sensitive reporting).
- Gender mainstreaming requires an *organization-wide participatory process*, involving all stakeholders, including board of directors, management, leaders, staff and volunteers at all levels.
- In the practice of Gender mainstreaming it is crucial *not to stereotyping the interests* of women and men and pay sufficient attention to transforming the rules related to policies, practices, ideas and behaviours that determine what are the roles and responsibilities of women and men and how these are differently valued.

**Box 14: Experiences from practice of gender mainstreaming at the organizational level:
Measures to ensure institutional learning**

❑ *From Oxfam-Novib partners in CBCRM (Chapter 3.3.)*

Under the Leadership Development Programme for Women (LDPW), OGB (Philippines) conducted a Gender Audit to enable its partner organisations to reflect on what stage they had reached in terms of integrating a gender perspective in their respective organisation and programme. Through the Gender Audit, organizations were analysed vis-à-vis the extent to which they have succeeded (or failed) to address gender issues in their organizational policies, structures and programmes. It also assessed the organization's training needs and gaps in relation to gender mainstreaming. The Gender Audit enabled the partner organisations to identify and analyse the barriers to women's participation in organizational policies, activities, leadership and decision-making structures, organizational culture, planning processes, etc. The results of the Gender Audit became the bases for determining the action plan/s for the LDPW's succeeding interventions towards strengthening women's capacities and opportunities for participation and leadership within each partner organizations.

To ensure that gender is mainstreamed in its Strategic and Operational Plans, Tambuyog periodically conducted Gender Conferences which served as a venue for programme units and project teams to review the gender dimension of their respective plans. By thinking through a set of questions, the Tambuyog staff found the process essential as it aided them in coming up with indicators that have more explicit gender dimensions.

❑ *From CERD's Gender Institutionalization Project (Chapter 4.3.1.)*

By organizing regular Gender Orientation Workshops, the staff of CERD were enabled to familiarize themselves with conceptual tools and techniques in Gender analysis, share the results of the focused group discussions with community women and discuss how to pursue the integration of a Gender perspective at the institutional and programme level. An important outcome of the workshop was that the staff understood that "Gender" does not equals "Women" and that approaching women isolated from men without challenging existing inequalities between men and women, had not resulted in gender fairness in CERD's work.

An external evaluation of CERD's gender mainstreaming effort had shown that while separate organizing provided a venue for women to group together and have their own space, their involvement and development were

hampered by a lack of direction. “The efforts were not part of a broader fisherfolk development perspective.”

➤ Gender mainstreaming should not be considered a concern of women only, but should *involve men as well in all stages of the process*,

➤ Gender mainstreaming requires a continuous *internalization process* of gender values and issues with management, staff and partner organizations. Like any organizational change effort, personal beliefs, values, perceptions and goals are among the factors that drive people to resist or accept change. And resistance to transforming gender relations are common to both men and women members of the organization. To transform individual and organizational culture, neutralise resistance (whether overt and covert), confront asymmetries in power relations requires :

- continuous gender awareness raising to promote gender fair values and attitudes, role models can play an important role in this,
- continuous clarifying of goals and objectives, clarifying roles and responsibilities,
- continuous capacity building of staff and provide them with enabling mechanisms to analyse gender differentials and promote transformation of gender relations,
- having appropriate tools and methodologies,
- making explicit negotiating bottomlines in the form of policies, rules, or codes of conduct that promote transformation of gender relations amongst individuals within the organization.

Box 15: Experiences from practice of gender mainstreaming at the organizational level: Measures to ensure transformation of organizational and individual culture

❑ *From CERD’s Gender Institutionalization Project (Chapter 4.3.1.)*

The preparation and management of the gender mainstreaming programme was in the beginning largely left to the Gender officer and Gender consultant, both women. Because the male staff, including management, had not fully participated and cooperated in the process, they showed difficulties to internalize gender concepts and issues and to operationalise the guidelines, policies and plans and sometimes even undermined the process. This later improved when male staff was consciously involved in the discussions on framework, strategy and indicators. The inclusion of male staff also resulted in role models for other male staff.

For CERD staff to fulfill their role of *change agents* required a continuous self reflection on their perceptions, biases, attitudes and behaviour regarding gender issues. Creative exercises were used to made staff aware of discriminating perceptions and attitudes on men and women and to make the staff understand how gender subordination of women was a major hindrance to development. It also required capacity building activities for staff aimed at providing enabling mechanisms to the partners at the community level to address gender issues.

❑ *From The Agriculture and Natural Resources (ANR) sector of CARE Bangladesh (Chapter 4.2.4.)*

The following steps have been/are being adopted to improve the position of women within the organization of (the ANR sector of) CARE Bangladesh:

- Ensure improved working conditions for female staff by creating a working environment that is free from discrimination and harassment, enabling women to meet their special gender needs;
- Achieve a more equal gender balance by increasing the number of female staff, especially in senior positions;
- Enable colleagues to assist each other to challenge gender roles and to overcome gender barriers by providing training and counselling services for all staff;

Best practice 6. Gender-fair budgets / increasing resources devoted to programmes and projects aimed at empowerment (increasing bargaining power) of women.

Key lessons:

- Implementing gender mainstreaming and projects aimed at empowerment of women requires gender-fair budgets and increasing of resources such as hiring of specific expertise/staff, investments in specific research and training, investment in infrastructure to improve women's livelihood activities and working conditions, etc.

Box 16: Experiences from practice of gender mainstreaming at the organizational level: Gender-fair budgets and increased resources

❑ *From Oxfam-Novib partners in CBCRM (Chapter 3.3.)*

OGB (Philippines) allocated approximately 10 percent of its total budget for CBCRM and Fisher's Rights to Livelihood projects to two specific Gender-focused programmes devoted to developing women leaders (Leadership Development Programme for Women, LDPW) and addressing gender-based violence that involved both women and men (Eliminating Violence against Women, EVAW). OGB furthermore periodically commissioned Gender experts and consultants who provided capacity building and training support, technical inputs and overall advise on gender mainstreaming to OGB and its CBCRM partners.

PROCESS-Bohol developed a specific Women and Development Programme (WEP) that focused on mainstreaming gender within PROCESS and its partner organisations. The WEP became one of the three core programmes of PROCESS Bohol.

❑ *From The Oxbow Lakes Small-Scale Fishermen Project (Chapter 4.2.2.)*

In the OLSFP, 50 % of the budget was reserved exclusively for women's participation.

Best practice 7. Building links and partnerships with gender advocates at local, national and international level.

Key lessons:

- Gender mainstreaming effort are strengthened by building links and partnerships with Gender advocates at local , national and international level. Exchange of knowledge and experiences will strengthen the continuing search for conceptual clarity of gender frameworks, strategies and tools. Networking and building solidarity links will strengthen advocacy for policy support.

Box 17: Experiences from practice of gender mainstreaming at the organizational level: Building links and partnerships with gender advocates at local, national and international level

❑ *From CERD's Gender Institutionalization Project (Chapter 4.3.1.)*

CERD began to institutionalize a *gender fair development perspective*, after they had joined the Task Force Women, Environment and Sustainable Development (TF-WESD), spearheaded by the Women's Research and Resource Center. Feminist discussions, and consciousness raising, skills and capability training, and information sharing, provided CERD' staff to deepen their understanding of gender concerns, specially related to environment and sustainable development.

In 2003 CERD and Tambuyog and two grassroot organizations of women in fisheries (NFR-TFWF and the women's committee of the national fisherfolk coalition Kilusang Mangingisda) joined to form the Women Fisherfolk Cluster of the National Rural Women's Congress. This Women's Folk Cluster grew out to a national network aimed at providing an opportunity for converted analysis of issues affecting women of coastal communities and promote an active presence and louder voice to be heard in fisheries policy development and advocacy for

gender equality.

□ *From the Sustainable Fisheries Livelihoods Programme (SFLP) of the FAO, in West and Central Africa. (Chapter 4.6)*
As part of its mainstreaming activities, the SFLP aims at forming partnerships and agree on working arrangements with all stakeholders; build capacity in gender analysis and enhance communication and policy dialogue skills. It sees a critical role for women's organizations and groups created to fight for gender equality in these partnerships: firstly, in advocating for policy support on specific issues, and secondly, in making others accountable for supporting activities identified as central to achieving women's empowerment.

Mainstreaming Gender Equality at the Programme Level.

Gender mainstreaming at the programme level implies the facilitation of a process of change within the communities targeted by programmes of organizations. Based on a contextual analysis of gender issues in fisheries and coastal resources management, clear objectives and targeted actions that promote gender equality and women's empowerment are made an integral dimension of the strategies of CBCRM projects.

The following best practices and key lessons of gender mainstreaming efforts at the Programme Level were identified from the review of experiences (Chapter 3 and 4).

Best practice 1. Integrating Gender in action research and project' documentation

This implies practicing a systematic collection of gender disaggregated data and keeping an Gender disaggregated database, aimed at analysing gender issues in coastal communities, identifying appropriate strategies to address these issues and assessing the impact of such strategies.

Key lessons:

➤ For deepening understanding of gender issues, the reviewed experiences validated the essential importance to collect data which *make visible gender roles, responsibilities and inequalities* at the level where the daily reality of women's and men's lives is shaped (at the household level, at the community level, at the workplace, at the market place and in community organisations, etc.), where gender and other social inequalities are produced and reproduced.

Relevant information includes *gender differences* in resource access and use, and also in access to and mode of decision-making. Relevant information also includes *the gender differential impact* of developments in fisheries and other sectors affecting aquatic resources and the livelihood and well being of coastal communities.

➤ At the community level, participatory research and monitoring approaches are generally seen as effective strategies to collect the information needs for project planning and monitoring purpose. In the practice of data collection it is crucial to use *gender sensitive methodologies*. However these methodologies should go beyond quick PRAs or simple noting down of division of labour between men and women. In-depth socio economic studies need to be undertaken to understand and assess the differential roles, vulnerabilities, priorities and needs of men and women *and how these relate to each other*.

Keeping a gender disaggregated database is seen as an essential requirement. Experiences revealed that gender disaggregated data collection and recording should *not be a one time activity*, but done regularly and at different times. This will result in a better understanding of what are successful strategies to address gender-based disparities, but also determine trends in proportions of budgets spent on and participation of both genders. These data are required to ascertain that development projects and management regulations equally benefit both men and women.

**Box 18: Experiences from practice of gender mainstreaming at the programme level:
Integrating gender in action research and project' documentation**

❑ *From Oxfam-Novib partners in CBCRM (Chapter 3.4.2)*

MCD, it conducted a action research with their CBCRM partnerorganisation of the Giao Xuan Commune in the Xuan Thuy National Park (Viet Nam), to identify gender-based inequity and gaps in resource access and control, analyze roles and relationship of men/women in livelihood activities and assess the gender differential vulnerabilities and needs. The action research combined various gender analysis frameworks (e.g., Moser/Harvard, Social Relation Approach, DFID Sustainable Livelihood Framework) and participatory research tools. The research findings brought to the surface important implications for gender mainstreaming in livelihood programs, such as : (1) women's strategic needs to be considered in livelihood activities; (2) women's needs to improved access to financial capital (microfinance, loans and credits) as well as increased access to information, knowledge, processes, and techniques to enhance human capital; and (3) the importance of providing more opportunities to diversify social capital among women through the creation and support of women's organisations/groups.

Tambuyog conducted a research on Women Milkfish Fry-Gatherers in the municipality of Kiamba, Sarangani Province (Philippines). The results of the study established the importance of milkfish fry fishery resource for women fry gatherers and their households. The study was used as input for the local legislators in drafting policies and projects for women in the coastal communities. At the community level, Tambuyog used the outcome of the research for its advocacy work towards a greater involvement of women in decision-making processes.

By establishing a gender-disaggregated database of its fisherorganisation' partners, PROCESS-Bohol (Philippines) assisted the provincial fisherorganisation' federations to better monitor the implementation of their gender policies and practices. Among the information collected were the following: gender-disaggregated distribution of beneficiaries/PO members, composition of PO leadership, degree of participation of males and females in PO activities, among others.

PROCESS also conducted a behavioral monitoring survey. The main purpose of the survey was to gather baseline information on gender perspectives of PO members and indirect beneficiaries (e.g., their attitudes, values, beliefs, practices concerning gender), on which to compare changes in perceptions and behaviour in the future as a result of gender sensitivity interventions.

❑ *From the Bangladesh CBFM project (Chapter 4.2.1.)*

The Flood Hazard Research Centre in the UK examined three community-based organisations (CBOs) that participated in the CBFM project and manage their fisheries: a women-only CBO, a men-only CBO and a mixed gender CBO. The researchers compared these in terms of their resource management and the changes they brought to livelihoods and assets and the impact on gender relations.

During the implementation of the project regular data collection took place to monitor the changes. Data were collected through regular (household) surveys and at different times, participatory assessments and learning sessions with (stake holder segregated) focus groups were held. The comparative research helped to understand the effectiveness of women's participation in resources management and what factors contributed to a successful participation of women in resource management.

Best practice 2. Integrating Gender in Organization Building and Strengthening.
Gender equality in the empowerment process of coastal communities/poor local resource users' groups is promoted through inclusion of all community members, men and women, in the organization building process and project cycle and addressing the constraints women face to participate and benefit equally. Creating an enabling environment for women to attain positions of leadership within mixed CBCRM organisations is essential.

Key lessons:

➤ The importance of raising the level of awareness in the community on gender concerns and develop the capacity in the community to transform inequitable relations between men and women into relations of mutuality, cooperation and equity.

In order to build strong, cohesive and equitable community organizations, discriminating, disparaging and patronizing values, perceptions and attitudes need to be challenged and values of equal sharing between men and women and equal valuation of each others work, capabilities, knowledge, need to be promoted. The experiences validated the need for continuous gender awareness and capacity building of both women and men in the community through regular trainings and workshops, sharing of knowledge and experiences, and self-reflection on personal and collective beliefs, values and behaviour regarding gender relations within and outside the household, organizations and community institutions. Role models show to play an important role in this.

Box 19: Experiences from practice of gender mainstreaming at the programme level: Integrating gender in organization building and strengthening

□ *From Oxfam-Novib partners' in CBCRM (Chapter 3.4.2 and 3.4.6.)*

PROCESS-Bohol through its Women and Development Programme (WEP) that focused on mainstreaming Gender within its partner organizations and institutions, launched an intensive information and education campaign on gender equality for men and women, including awareness raising on gender and women specific laws (e.g., Violence against Women and Children Law) and information-education campaigns (IEC) among men on gender equality. Women and men leaders were trained to lobby with the formal governance institutions at the village and municipal level for gender sensitive legislation and corresponding budgets.

To facilitate this information and education campaign, PROCESS developed Gender Trainers' Pools within the PO federations, which were provided with modules for gender sensitivity trainings for men, women and couples.

The campaign resulted to an increased emphasis on recruitment of women members into the POs, review and amendment/formulation of gender sensitive PO policies (e.g., on membership, recruitment, leadership composition, provision of livelihood projects, etc), conduct by community members of Gender Sensitivity Trainings for men, women and couples, and the creation of Community Watchdogs on Domestic Violence and of Gender and Reproductive health standing committees in each PO. This committee is primarily tasked with networking, coordination and resource mobilisation functions (vis-à-vis LGUs, line agencies, etc.) in pursuit of the POs' gender and reproductive health concerns. The importance of role models is shown in the leading role of a father who in the past had been violent to his children and had changes his behaviour after the gender sensitivity training, in the awareness raising campaign to stop violence against women and children.

□ *From the Agriculture and Natural Resources (ANR) sector of CARE Bangladesh (Chapter 4.2.4.)*

Given the barriers to the involvement of women that are seen in some areas of Bangladesh, CARE Bangladesh used a "family approach" as a way to support the involvement of more women in project activities. With this approach, both husband and wife from the same family are enrolled as members of the Farmer Field Schools (FFS), instead of having only either the husband or the wife. CARE Bangladesh integrated gender awareness building in the learning sessions of the Farmer Field Schools (FFS), by providing the opportunity for the group to discuss and understand gender issues. In the FFS it is discussed how husband and wife will support each other to reach their own goals. For this appropriated methodologies were used, such as role-playing techniques or through the use of pictures. This has resulted in an improved environment that is supportive of the involvement of women in aquaculture.

➤ The importance of involving both women and men of coastal communities in the entire CBCRM process and in the gender mainstreaming initiatives.

Another significant insight from the review of experiences is the need to work with both men and women and to *jointly* involve them in the entire CBCRM process – from the identification and analysis of problems/issues and opportunities, planning, policy formulation, management/implementation, monitoring/evaluation, etc.

There is still a tendency observed in CBCRM projects to approach women and men separated in their stereotype roles with the result that women often were burdened with extra work and responsibilities, while not having equal access to decision-making and benefits of CBCRM. Direct and joint involvement of men and women in the entire CBCRM process will create opportunity

to challenge power imbalances between men and women and to integrate women's specific interests into the community's development agenda and resource management plan. It also provides opportunity to broaden the scope of CBCRM, linking resource management issues with community issues on the land. Direct and joint involvement of men and women in gender mainstreaming initiatives not only facilitates ownership and support from the men; more importantly, it provides opportunity that barriers to women's participation are recognized and positively addressed.

Box 20: Experiences from practice of gender mainstreaming at the programme level: Importance of involving both women and men of coastal communities in CBCRM processes and in gender mainstreaming initiatives

□ *From CERD and partner organisation LUMOT (Chapter 4.3.2.)*

LUMOT, the fisherfolk organisation of Mabaha Island in the Hintuan Bay (Philippines), has successfully linked resource management and community development, therewith creating broad community support and ownership of the resource management strategies. LUMOT also has successfully negotiated support from the local government (LGU).

Women have been in the leadership from the beginning and therewith played a key role in the success of the Mahaba CBCRM project. However they only could do so by mobilizing the support of men (their husbands). The inclusion of both women and men in LUMOT has been of great importance to gain broad community support for the resource management and community development initiatives of the women and their acceptance in leadership positions. Leadership trainings for women provided by CERD have facilitated this process. CERD has also facilitated seminars on gender sensitivity and violence against women (VAW). Men have been active participants in such activities as well.

➤ The importance of increasing the level of women's participation decision-making and creating an enabling environment for women to attain positions of leadership within mixed CBCRM organizations.

The invisibility of women's contributions in fishing communities is directly related to women's low participation in decision-making. While some CBCRM programmes have put in place mechanisms for greater visibility and participation of women (e.g. reserved seats for women in management committees), these efforts often have failed to recognize that women's capacity to assume leadership positions is affected by constraints on their mobility, the multiple burdens of productive and reproductive work, lack of access to resources and gender stereotyping. Hence, strategies promoting gender equality are central to addressing the challenges women face in attaining positions of leadership within mixed organizations.

Insights from the review of experiences of the study underscored the various lessons in enhancing the participation of women in decision-making and attaining leadership positions in CB-FM/CRM organizations, which include the following:

- While a minimum number of women should be able to participate, the quality of women's participation should also be ensured; this includes providing venues for women to discuss, understand and firm up their collective position on an issue,
- Qualitative participation requires building women's capabilities by increasing her access to essential resources, in particular to information (necessary to make decisions), to skills (leadership training, public speaking, advocacy skills, organisational skills), to time (release women from domestic tasks, for example by providing child-care facilities and food packets during meetings), to connections for external support, to financial resources and

more over self confidence. For this appropriated (“women-friendly”) methodologies should be developed,

- Women are often easier to mobilize on issues related to their reproductive and ‘caring’ role, because of women’s own acceptance of the prevailing gender division of labour in coastal communities. These activities could help reinforce women’s potential to become community leaders and demonstrate their leadership role in the community, as is shown in many experiences. However these activities should not lead to a reinforcement of traditional gender inequalities, with women carrying the sole responsibility of the reproductive work and an undervaluation of her productive work.
- Mandatory consultation of women should be part of policies. Women’s participation should be integrated in every phase of the program cycle (analysis/ planning/ implementation/ monitoring/ evaluation),
- Raising the awareness and support of men to share the responsibilities to achieve gender equality is seen as crucial. Promoting gender equality should not just be left to women committees,
- Women (and men also) should not be seen as a homogenous group or static category. Ignoring the differences among women in particular those based on socio economic group, ethnic or age group, often results in exclusion from participation of the most vulnerable groups among women. Appropriated methodologies should be developed to include vulnerable groups among women as well,
- Ensuring women’s participation and access to equal benefits requires a continuous monitoring of how (different sub-groups of) women and men participate in and benefit from coastal resource management and other development projects: *who has benefited, who bears the costs* and what *positive change* towards gender equality has been achieved.

Box 21: Experiences from practice of mainstreaming gender at the programme level: Importance of increasing the level of women’s participation in decisionmaking and creating an enabling environment for women to attain positions of leadership within mixed CBCRM organizations

□ *From Oxfam-Novib partners in CBCRM (Chapter 3.4.2)*

In the Saranggani province Philippines), CASCO conducted a series of Speak-out Sessions for women in the community as a take-off point for women’s organizing. The unstructured for-women-only dialogues allowed women to share their own views about self, family and the community and were very effective in building their self confidence and trust in each other and develop their awareness of gender issues, such as multiple work burden, domestic violence and reproductive health issues. The Speak-out Sessions became instrumental in raising women’s awareness of their entitlements, enough for them to initiate claim-making for basic social services and accessing government support for women and children’s welfare. The SOS also resulted to community activities such as Coastal Clean-ups that helped reinforce women’s potential to become community leaders, as it enabled women to mobilize and demonstrate their leadership role in the community.

Aside from organizing women-only groups, CASCO made efforts to mainstream gender in the Resource Management Cooperatives (RMC), the core organizations in the CBCRM process, by installing Gender Committees which were tasked to ensure the implementation of gender policies and discuss gender issues and concerns within the RMC, in particular on areas of decisionmaking and leadership. Fisher leaders were trained to use a special designed tool for measuring gender participation in co-management structures. However this tool was never used

by the leaders, as they were not sufficiently equipped. The RMC's did not succeed to develop a 'clear gender agenda'.

□ *From the Bangladesh CBFM project (Chapter 4.2.1.)*

In CBFM projects where women were invited to sit on local Management Committees. However, in practice the women on the local MC's had no active role. This discredited both women's involvement and the overall role of the committees. Local Authorities saw these committees as weak and this reduced the incentive to award them access to water resources.

Creating an enabling environment for encouraging and supporting more women to participate and become leaders within fishers' / CBCRM organizations is seen as a critical strategy for gender mainstreaming. The Leadership Development Programme for Women of Oxfam Novib partner OGB (Philippines) presented interesting insights about the requisites for creating a women-friendly environment for leadership development.

Box 22: Experiences from practice of gender mainstreaming at the programme level: Creating an enabling environment for women to attain leadership positions

□ *From Oxfam-Novib partners in CBCRM (Chapter 3.4.3)*

An assessment report of the LDPW project experience (OGB Philippines) underscored the following lessons in women's leadership development:

- Women's leadership development entails not only developing women's capacities to lead within their organizations but also transforming the manner in which leadership development itself is being conducted among organizations in order to incorporate a more gender fair notion of leadership;
- Creating an environment favourable for women to develop their leadership abilities requires taking into account gender-based barriers (multiple burden, mobility, stereo-typing, etc.) and addressing them in the policies and ways of working of the organization.
- It is important to develop women not only as leaders but also as advocates of women empowerment and gender equality, vis-à-vis their male counterparts.
- Strategies promoting gender equality are central to addressing the challenges women face in attaining positions of leadership within mixed organizations. Some of the successful strategies from the LDPW partners are the following:
 - ✓ Ensuring women's participation in the entire programme cycle,
 - ✓ Making available resources (human, financial) to address gender issues and to encourage more women and men to become advocates for gender equality,
 - ✓ Setting up mechanisms at the organizational and programme level for men and women to discuss, negotiate, and agree on priority gender issues and interventions
 - ✓ Working with men to increase their awareness of the relevance of gender issues, and to encourage their support for women leaders and gender mainstreaming initiatives,
 - ✓ Providing spaces for women-only initiatives to enable them to act autonomously in project management, decision-making and fund management.

Best practice 3. Integrating Gender in Livelihood Development

Gender equality in livelihood development is promoted through the recognition of women's productive role (in fisheries) and addressing the constraints and needs women face to access sustainable livelihood opportunities (in- and outside fisheries) and improved incomes and working conditions.

Key lessons:

- The importance of applying a gender lens to livelihood development interventions in order to make visible the different constraints and needs to be addressed for promoting economic empowerment of women, protecting women's space in the small-scale fisheries sector and ensure her equal access to benefits.

Livelihood development is generally considered as an essential component of CBCRM/CBFM programmes given the context of extreme poverty of many coastal communities and fishing households. Some common objectives for integrating a livelihood component to CBCRM are the following: increasing income of households and organizations, diversification of livelihood activities to decrease fishing pressure, improving local and household food security, increasing the community's access to benefits of the fish supply chain (harvest, pre- and post-harvest activities).

Although livelihood development efforts in CBCRM are generally considered to be either gender neutral or even gender blind, the CBCRM programmes of the review have attempted to mainstream gender in their livelihood development strategy by creating opportunities for women to access resources to develop livelihood activities of their own.

CBCRM livelihood interventions targeting women often focus on extensions of women's domestic roles, to meet women's mobilisation constraints and her responsibility to feed the family. Examples of these activities are home gardening, fish ponds, small animal husbandry, home based small shops or eating places, all kind of handicraft production primarily targeting tourists. Some livelihood interventions targeted women in their role as fish processors and fish vendors and women's groups received inputs such as improved ovens, ice boxes, training and micro-credit. Generally livelihood projects for women received little investments and therewith were poorly rewarded and reproduced the stereotype perception of women's work being of low value. Women's constraints in accessing fish and marketing the fish, received low attention.

Insights from the review of experiences underscore the importance of applying a gender lens to livelihood development interventions in order to identify women's differential constraints and needs to be addressed and ensure her equal access to benefits. Studying fisheries as a livelihood system and looking at the whole fish supply chain through a gender lens, will provide much greater clarity of where and how to make successful interventions to remove small-scale household vulnerabilities and meet gender equality goals in small-scale fisheries.

**Box 23: Experiences from practice of gender mainstreaming at the programme level:
Integrating gender in livelihood development**

□ *From Oxfam-Novib partners in CBCRM (Chapter 3.4.4)*

In Viet Nam, MCD developed community-based eco-tourism (CBET) in the Xuan Thuy National Park in order to provide supplementary income for local people and contribute to coastal wetlands conservation. The gender mainstreaming approach of this project focused on improving women's involvement and capacity in all stages of the development, management and delivery of eco-tourism as a livelihood strategy. The project utilized action research, supporting and developing the entrepreneurial and management skills of women's groups, education and awareness-raising about gender among youth, women, and poor fishers, and developing women's leadership.

The gender mainstreaming effort of the CBET project of MCD brought to light three important lessons:

- Women's involvement in eco-tourism increased their workloads and this underscores the importance for livelihood projects to recognize women's multiple work burdens and increase their voice in decision-making processes (e.g., ecotourism management boards) to ensure that their constraints and needs are addressed and they can access benefits of livelihood interventions.
- CBET required the acquisition of new skills and building of new capacities for women. Since women have less opportunities and access to education and training, women need long-term access to such training and capacity building to achieve gender equity.
- Leadership positions in the CBET management bodies were still limited for women, signifying the need to provide long-term opportunities to develop women as leaders. Developing women's leadership in livelihood enterprises could be facilitated by increasing their (economic) ownership of the enterprise/ business, increasing the number of women taking part in the management structure, developing strategies for long-term women's capacity building, establishing partnership with stakeholders (public and private sectors), and linking

and networking with counterpart groups.

□ *From the Bangladesh CBFM project (Chapter 4.2.1.)*

Some CBFM projects operate micro-finance schemes aimed specifically at women. However, in practice these initiatives have often run in parallel to the main project and whilst there may have been some benefits to women, this did not contribute to the goal of better resource management, nor protect women from the consequences of poor resource management. Namely, a depletion of fishing resources has increased the labour load on women, who are expected to compensate for men's loss of income.

□ *From the Sustainable Fisheries Livelihoods Programme (SFLP) of the FAO, in West and Central Africa. (Chapter 4.6)*

As part of its mainstreaming activities, the SFLP has spent much time analysing gender relations throughout the fisheries chain. Some of the findings from the field were:

- The supply chain is dominated by powerful men and women with capital. Action by them (bulk buying and hiring the labour of poorer community members) can worsen the dependency of poorer post-harvest groups.
- Female entrepreneurs are more responsible than men for meeting household expenses but are less mobile, less educated and less involved in policy and management decisions than their male counterparts. Poorer women use revolving funds to meet household expenses in periods of poor catch which reduces funds available for business. The majority of female owned fishery enterprises therefore are small and grow slowly if at all.
- Women point to hostile male behaviour aimed at keeping them minor players in the sector. Male solidarity between wholesalers and boat owners allows men to monopolise the landed fish and through male members of the ice plant management committee, to monopolise ice supply.
- All socio-economic categories use family labour, especially women's labour. This limits women's access to education, training and alternative income-earning activities.

➤ Recognizing and strengthening women's roles in the livelihood development of fishing communities and include them in decision-making in CRM institutions, would increase their access to the benefits of fisheries management.

The review of experiences in this report, reveal some examples of *affirmative actions* that successfully contributed to economic empowerment of women of fishing communities, improvement of her working conditions and enabled women to take advantage of new opportunities. These are:

Planning

- Participation of women in the whole project cycle of livelihood interventions,
- Livelihood projects for women should have clear goals and be supported by feasibility studies and sufficient resources,

Ensuring rights

- Legal tenure rights for women (of enterprise, land, fish pond, etc),
- Access to social welfare fund (life and health insurances, pension),
- Minimum income, equal pay and safety measures (including protection against sexual violence) should be guaranteed,
- Inclusion in CBCRM/FM institutions.

Education

- Capacity building through "women friendly" extension materials (such as poster pictorial booklets with female images), gender-sensitive trainers/extension staff, training sessions "women friendly" environment (safe and convenient),
- Literacy education,
- Leadership (including negotiating skills) training,
- Business management / entrepreneurship training,

- Awareness building of women about environmental issues, safety at the work place and woman's labour rights, stereotype breaking professions such as fish pond culture or boat building, etc.
- Awareness raising of men and elite in support of (non-stereotype) livelihood projects for women (a.o. through family counseling),

Means of production

- Ensured access to raw materials (supply) and markets (infrastructure, information, partnerships with the business/private sector and government units/agencies, networking),
- Appropriated technology (linkages with AT designers, product development),
- Appropriated capital building and credit provisions for women (bank-linkages and financial systems),

Organization

- Collective/group enterprising (production and marketing groups, women's societies, Self Help Groups, etc) by women generally show a higher success rate (mutuality, collective bargaining power, knowledge sharing), than individual enterprising.

**Box 24: Experiences from practice of gender mainstreaming at the programme level:
Recognizing and strengthening women's roles in the livelihood development of
fishing communities**

□ *From Oxfam-Novib partners in CBCRM (Chapter 3.4.4)*

To promote women's economic empowerment, PROCESS Bohol's Women's Empowerment Programme (WEP) supported the establishment of PO-based enterprise projects that provided additional/alternative source of income for both women and men. The support included the following:

- Identification and testing of livelihood projects;
- Capital build up for community level/PO enterprises; financial, technical and capacity building support (e.g., product development, marketing, business management, etc.) for group managed income generating projects (IGPs);
- Setting up financial and internal control systems within PO enterprises;
- Expanding market access for PO products;
- Embedding gender and environmental values in the policies of community production groups/units;
- Partnerships with the business/private sectors and government units/agencies to build and expand credit and market links;
- Provision of minimal wage to workers;
- Procurement of raw materials for production;
- Earnings from commission in the marketing activities;
- Having a referral system for PO members with bigger capital requirements.

Above efforts yielded positive outcomes. PROCESS provided support to women for their land-based livelihood projects such as micro-lending, meat vending, rice retailing, home-based mangrove nursery, community tour guiding, and other community-based sustainable tourism projects. Having their own income sources from the livelihood projects has also improved the socio-economic status of women in the PO and federation as well as encouraged women and men's equal participation in decisionmaking in the households and communities organizations.

□ *From Sustainable Aquatic Resources Management (SARM) program of Caritas Bangladesh (Chapter 4.2.3.)*

Caritas-SARM reported the following successful following affirmative action that resulted in an increased participation of women in fish pond culture:

- It was made conditional that women members of the family get possession of the ponds and undertake fisheries-related activity in such ponds. Adequate support was provided for excavation, re-excavation of such ponds as well as other types of support, which were required to make the derelict ponds cultivatable.
- Family counselling was undertaken to enable the male members to understand the idea of involving their

female counterparts in fish culture.

- Training programs were made women-friendly. Women extension workers were deployed for providing training to women beneficiaries. Women received training at pond side. Training opportunities were therefore taken to the doorsteps of women beneficiaries.
- Extra provisions were made for women borrowers so that they can take credit at the shortest possible time to respond to their needs. In some cases, the rate of interest was also lowered and the repayment time shortened.
- Considering the difficulties of women in travelling long distances to buy inputs, Caritas ensured the availability of inputs such as fish feed and fingerlings so that women continue with their activities without any difficulty.
- Women beneficiaries in fisheries activities were also given training as well as input support for home/kitchen gardening so that besides doing fisheries-related activities, they can also make good use of their fallow lands and thus supplement their family income.

Results:

- 43% of the total beneficiaries of the programme are women.
- Women's groups in Caritas working areas are practicing integrated fish farming along with crab fattening, fry nursery, rice fish culture and fish processing, following the prescribed technologies given by the project. Women began to engage in activities that used to be done by men (earth-cutting, pond preparation, feeding and fertilizing, accounts keeping, decision-making on marketing/consumption of products etc.).
- The women's groups are practicing test netting, fish harvesting and marketing. More women become owners of land (ponds), their status both in the family as well as in the society enhanced.
- The living standards have improved and the beneficiaries are now sending their children to schools as they can meet the education expenses of their children.
- The women's groups in particular, have demonstrated a strong bond and unity as well as commitment towards their quest for self-development.

- *From the Self Help Group (SHG) – bank linkage programme of the NABARD National Bank for Agriculture and Rural Development (Chapter 4.7.1.)*

NABARD runs the largest microfinance programme in the world. NABARD's core strategy is the development of bank linkage with Self Help Groups (SHG) to increase its outreach to the poorest. NABARD promotes the credit outreach to women engaged in small business and micro-enterprises. Around 703 145 SHGs, of which 90 percent have exclusively women members, are linked to different banks.

Microfinance for women in the fisheries sector is seen as an intervention that holds considerable promise as most women are already involved in micro-enterprises and almost all have the felt need of lack of adequate working capital resulting in dependence on non-institutional sources of credit.

One success case of fisherwomen who benefited from NABARD's SHG- bank linkage programme is the Mirkarwada Mahila Macchimar Sakahari Sangh in Sakharinate, Ratnagiri. This cooperative society operates within a radius of 50 to 60 km from Ratnagiri, selling fish at various bazaars and village markets. Managed entirely by fisherwomen, this society has purchased two trucks and two buses with financial assistance of NABARD and has evolved its own transportation system. In order to avoid the inconvenience of using public transport, each member's fish is transported at night by truck to a specified market. The women follow early the next morning by bus, get off at their respective markets and are picked up on their way back, once the market has closed. Loading, unloading and other services at each market are organized by the society. The system has worked so well that fisherwomen in other places have formed their own societies to undertake similar activities.

A workshop on best practices in Microfinance programmes for women in coastal fishing communities in India (FAO 2003), in which NABARD also participated, identified the following credit needs of women involved in the fisheries sector:

- *Credit needs vary with the scale of operation.* Head loaders who service inland villages and local village markets require smaller amounts of credit when compared with middle-level fish vendors who are women accessing suburban and urban fish markets. Head loaders do not get paid on a daily basis (payment is by households on a weekly/monthly basis) while middle-level fish vendors receive a daily payment but spend a considerable amount on transport and ice. Women involved in dry fish processing require much higher amounts than the former two categories.
- *Credit requirements are seasonal.* Landings vary with seasons. It is only during glut landing seasons that women are actively involved in the business. Credit delivery mechanisms must cater for this need.
- *Repayment schedules need to be frequent.* Repayment schedules should enable women to repay in small amounts. Door to door collection of instalments may help on a daily basis since women coming back in the evenings from their markets are immediately involved in cooking and other household activities.

Best practice 4. Integrating Gender in Coastal Resources and/or Fisheries Management. Gender equality in coastal resources and fisheries management is promoted through the legal recognition of women as stakeholders in resource use, acknowledgement of their use rights and inclusion in CBCRM/FM management institutions to enable them to participate in resource management and access the benefits.

Key lessons

➤ The importance of applying a gender lens to coastal resources and fisheries management in order to make visible women's dependency on the status of the resources for their livelihood and identify policies and practices in CRM/FM that are detrimental to women's status.

Effective and sustainable coastal resources and fisheries management is acknowledged as an important means of lifting fishing communities out of poverty and reduce their vulnerability. Hence CBCRM programme implementers in partnership with coastal communities have undertaken a broad range of resource management activities that included, among others: environmental education, resource assessment, formulation of resource management plans, stock improvement, habitat protection projects including the establishment of marine protected areas and mangrove rehabilitation and management.

Although coastal resources and fisheries management activities are generally considered to be either gender neutral or even gender blind, CBCRM projects included in the review have attempted to mainstream gender in their coastal resources and fisheries management strategy by recognizing women as stakeholders of resource use, include them in resource management activities and enhance their participation in decision-making.

A key insight from the review of experiences underscores the need *to expand the meaning and scope of 'coastal resource management'*. This means not only talking about managing the fisheries (a male domain), but also the nearshore and land-based resources that are important to women – e.g., seagrass beds, mangroves, shellfish and other gleaning areas.

Insights from the review of experiences reveal the importance of understanding women's specific resource use, knowledge and priorities related to her gender role and make these visible in the planning of conservation activities and fisheries management. Women and men are key stakeholders who sometimes might have conflicting interests in coastal resource use and management. Understanding their respective resource use, knowledge and priorities and developing initiatives accordingly are crucial to the success of long-term conservation efforts and ensuring gender equality in accessing the benefits of the resource management initiatives.

Box 25: Experiences from practice of gender mainstreaming at the programme level: Integrating gender in coastal resources and/or fisheries management

□ *From Oxfam-Novib partners in CBCRM (Chapter 3.4.5)*

The Leadership Development Programme for Women of Oxfam Novib partner OGB (Philippines) and her partner Budyong, a national network of women fisher's organizations, initiated a pilot action research project on Women-Managed Areas (WMA) in three sites across the country. The aim of the project was to create opportunity for women of coastal communities to have the management authority over an area or areas within the coastal zone (seaward and inland) where women derive subsistence and other livelihood, thereby increasing women's access to direct benefits of their resource management efforts.

A key outcome of the research was the need to expand the meaning and scope of 'coastal resource management'. This means not only talking about managing the fisheries (a male domain) but also the nearshore and land-based resources that are important to women – e.g., seagrass beds, mangroves, shellfish and other gleaning areas, and the

like. CRM should be intimately linked to women's livelihoods, hence the importance of looking at how women creatively negotiate the bio-physical, social and economic arrangements in the community in order to find the means to ensure the survival of their family.

- ❑ *From the Community Management of Fish Resources and Marine Environments' Project at Cayar : World Wildlife Fund (WWF) Western Africa (Chapter 4.5.1).*

The WWF CBCRM project at Cayar (Senegal) reports the following key points for sharing of knowledge and replicability of with regard to gender integration in coastal resources management.

- Due to their different roles, Marine Protected Areas affect women and men differently. Recognition of gender differences and their integration into MPA planning increases the chance of both women and men participating in and benefiting from an MPA, which in turn contributes to its success.
- Learn about the gender structure of local communities and find out why women often cannot participate as much as men; address this by asking both women and men for solutions; proceed gradually and gain the support of men as well.
- Use the knowledge of women about biodiversity, as they interact differently with the marine environment than men (e.g. their role in post-harvest activities such as gutting fish, may give them greater knowledge about fish reproductive seasons).
- Monitor how women and men participate in and benefit from coastal resource management.

➤ The importance of institutional reforms that formally recognize women as stakeholders in resource use (*including subsistence activities*), ensure their resource access rights in co-management arrangements and enable women to participate in decision-making and management.

Women are often at the forefront of conservation projects. However, a persisting lack of representation and recognition of their participation in co-management bodies and lack of secured access to coastal resources, prevent women from enjoying equal benefits to men. Insights from the review of experiences revealed the positive outcomes of formal recognition of women as stakeholders in co-management arrangements and ensure women's resource access rights (including women's specific resource use areas), enable their participation in decision making and management and provide them with the necessary services. The outcomes revealed that women not only showed to be capable resource managers, under their leadership community compliance was strengthened, household income and food security improved and women's status in the community enhanced.

➤ The importance of support of the local male elite / leaders for women's participation in CRM/FM.

Insights from the experiences also revealed that the support of the local male elite / leaders has helped to ensure that women have a greater voice in and benefit from the management of water resources, whilst avoiding male resistance.

**Box 26: Experiences from practice of gender mainstreaming at the programme level:
Success stories of women's inclusion in CRM**

- ❑ *From Oxfam-Novib partners in CBCRM (Chapter 3.4.5)*

The earlier mentioned Women-Managed Areas (WMA) pilot project under the Leadership Development Programme for Women of Oxfam Novib partner OGB (Philippines) and her partner Budyong, a national network of women fisher's organizations, revealed that the project opened up opportunities for many women to recognize their leadership potentials and their capacities to manage coastal resources. It helped strengthen women's capacities in planning, implementation, monitoring and evaluation. Normally, women were involved only in a specific phase of a project (usually in the implementation phase) but are seldom involved throughout the entire project cycle. Women were conducting meetings more often to ensure the implementation of the WMA project. This developed greater ownership of the process and developed increased self-confidence and self-approval that the women too can. The piloting also helped foster the communities' recognition of women's roles in resource management, and a greater

appreciation of the potentials of women as leaders.

□ *From CERD and partner organization LUMOT (Chapter 4.3.2.)*

A success story is the successful women-led management of the fish sanctuary of Mabaha Island in the Hituan Bay (South Philippines) by the fisherfolk organization LUMOT (Ladies in Unity with Men Onward to Development) (see also Chapter 4.3.2). ” Twenty three women underwent capability building seminars and trainings to deepen their understanding of the coastal environment and their responsibility for managing its resources. After this the women initiated the establishment of a 19 hectares fish sanctuary and succeeded to mobilize the support of the men in the community for the management. LUMOT played a large role in drafting and preparing the Municipal Fishery Ordinance (MFO), which ensured legal recognition and access to government support. The women also played a key role in the mobilization of the local people in reforestation activities that rehabilitated almost 30 hectares of mangrove areas in the interior and around Mahaba Island. The women recently took concrete steps to establish a Women-Managed Area in the seagrass areas where more women derived their food and income from gleaning shellfish. While the women’s lobby for their WMA faced many hurdles and resistance from some in the community, the barangay LGU eventually approved the Women-Managed Area, on the condition that it is within the existing fish sanctuary.

□ *From the Agriculture and Natural Resources (ANR) sector of CARE Bangladesh (Chapter 4.2.4.)*

The Locally Intensified Farming Enterprises (LIFE) project is one of the five ANR projects of CARE Bangladesh and is aimed at empowering fish farmers to solve various problems related to fish culture and aquatic resource management through farmer-participatory research. In LIFE, the participation of women in the learning sessions and research has been found to be higher than that of men and the women effectively used the lessons learned for pond management to improve fish production. Adaptive research carried out by the women on common carp breeding and the nursing of hatchlings was acknowledged by the Fisheries Department as a potential strategy for solving the fish seed shortages in rural areas. The women made presentations of research findings in district level science seminars, which increased their self confidence and showed that women can excel in all the project activities.

□ *From the Bangladesh CBFM project (Chapter 4.2.1.)*

The Flood Hazard Research Centre in the UK examined three community-based organisations (CBOs) that participated in the CBFM project and manage their fisheries: a women-only CBO, a men-only CBO and a mixed gender CBO. The researchers compared these in terms of their resource management and the changes they brought to livelihoods and assets and the impact on gender relations. The study revealed that the experience of the three sites demonstrates that including women in fishery management led to greater community wide acceptance of management rules and reduced conflict. Much of the pressure to ensure community compliance with sanctuaries and fishing rules came from women in the homestead who control what is cooked, discuss the issue in group meetings, and decide to catch or not catch fish by their own hands.

In the communities where women actively participated in the resource management committees, women reported increasing recognition of their voices and willingness to listen to their opinions, which in turn led to increased willingness of the women to join local institutions and greater acceptance by men of their decision to do so. The study also revealed the importance of support of the local male elite / leaders for women’s participation. This has helped to ensure that women have a greater voice in and benefit from the management of water resources, whilst avoiding male resistance. Support of local male elite / leaders also was important in establishing contacts for government support.

The Maliate women-led CBO was the only one that succeeded to have the CBO formally registered, giving it legal identity which is of importance to ensure a long-term future for the sanctuaries.

□ *The experience of the shellfish gatherers (mariscadoras) of Galicia (Spain). (Chapter 4.4.)*

In the Galician region of Spain, shellfish collecting on foot is traditionally a woman’s activity because it is seen to easily combine with domestic chores and child care. Even though 90 percent of the approximately 6000 shellfish collectors on foot were women, they were not considered as professional shellfish collectors and there even existed only a masculine word for shellfish collector, *marisqueo*. Until recently, access to the shellfish beds was free and shellfish collection was done in an informal and unorganised manner. Incomes from shellfish collection were very low and when the shellfish stocks were at risk of collapse, the need for regulation rose.

After having organized themselves the women shellfish collectors succeeded with the support of the Galician administration to regulate their activity through a licence system, improve their knowledge and skills through professional training, make their own shellfish stock management plan and even regulate their market to improve their incomes. The women decided on a self-imposed minimum size of clam that could be gathered and a maximum weight of shellfish that could be collected. The women regulated this from control points on the beach. They also put a sanctioning system in place for people who violated the agreed regulations. By selecting and classifying the shellfish by size, the women were able to get higher prices in the market. The women not only gathered shellfish, they also began to cultivate. They generated a joint fund to buy shellfish seed. The shellfish stocks improved

considerable since the women had organized and regulated their shellfish activity. Moreover did the women succeed to introduce the word *mariscadora*, which is the female version of the name for a shellfish collector, and they gained self dignity and self confidence.

In a period of only five years time, the number of women shellfish collector associations had risen from seven in 1995 to twenty one in 2001, showing the success of the organisation. By making their associations joining the *confradías*, the formal professional fisherman's organisations, the women succeeded to achieve formal professional recognition and therewith access to decision-making bodies. Women shellfish collectors now also could take part in the national social security system.

Best practice 5. Strengthening women's collective bargaining position through supporting autonomous organisation aimed at social, economical and political empowerment of women of fishing communities.

Key lessons:

➤ Support to the building of autonomous networks, federations, cooperatives, platforms, etc. of women in fisheries and link these with a wide range of knowledge and advocacy networks, donors and investors and other sources of support at the (inter)national level is seen as essential for sustainable transformative change towards gender equity and equality in fisheries and coastal resources management.

Insights from the review of experiences of integrating Gender in CBCRM projects reveal the importance of women's autonomous network building, collective advocacy, knowledge sharing platforms, federation of women's cooperatives, etc. at local, national and international level. Such strategy increases women's opportunity to strengthen lobby activities and pool resources to upscale their activities, etc.

Box 27: Experiences from practice of Strengthening women's collective bargaining position

□ *From Oxfam-Novib partners in CBCRM (Chapter 3.4.2)*

The Leadership Development Programme for Women of Oxfam Novib partner OGB (Philippines) supported partner *Budyong*, a national network of local women fisher's groups, from being an informal structure to establishing a formal network to represent the interests of women fishers from the local to the national level. With the support of the LDPW, *Budyong* has developed a women fishers' policy advocacy agenda that includes the recognition of women's priority use rights in fisheries, the recognition of women as stakeholders in fisheries development, the delivery of comprehensive health services, women's representation in the Local Sectoral Representation Bill, and security of housing and land tenure for fishing households. *Budyong* was successful in lobbying for inclusion of gender concerns in the Philippine government's Comprehensive National Fisheries Industry Development Plan, a draft 20-year development plan for the sector.

□ *The experience of the Stree Niketh Vanitha Federation (SNVF), a federation of fisherwomen's societies in South India. (Chapter 4.7.3.)*

The Stree Niketh Vanitha Federation (SNVF) is a federation of women's societies for savings and credit from fishing communities formed by Trivandrum District Fishermen's Federation (TDFF) in the early 90s. Non-acceptance of women in the leadership of the TDFF and various discriminatory practices resulted in the SNVF's separation of the TDFF into an autonomous entity in 1996. The SNVF presently has 6000 members organised in 72 societies and is democratically owned, controlled and managed by the members.

The SNVF successfully accessed outside support including from the South Indian Federation of Fishermen's Societies (SIFFS) that provides services that cater the special needs of women in entrepreneurship' building, business planning and credit and life insurance.

SNVF also addresses matters relating to abuse of women at the work place and other women's rights issues. To strengthen her campaign for women's rights, the federation networks with various women's rights organisations and also with the women's wing of the Kerala State Fishworkers Federation (KSMTF).

APPENDIX 1

Millennium Goals and international commitments to gender equity and equality

The Millennium Development Goals (MDGs) were born from the *Millennium Declaration* – an unprecedented global consensus reached in the year 2000 by 189 Member States of the United Nations. In the Declaration these nations together undertook to advance a global vision for improving the condition of humanity throughout the world in the areas of development and poverty eradication, peace and security, protection of the environment, and human rights and democracy.

In particular, the advancement of women’s right to gender equality is recognized as critically necessary for progress. It recognizes the importance of promoting gender equality and women’s empowerment as an effective pathway for combating poverty, hunger and disease and for stimulating truly sustainable development. The Declaration pledges explicitly "to combat all forms of violence against women and to implement the **Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)**". CEDAW requires the elimination of discrimination in all aspects of women’s lives to achieve gender equality.

At the same time, the Millennium Declaration reconfirms the central role of gender equality from the perspective of **the UN Fourth World Conference on Women in Beijing (1995)** , where women’s *strategic interests* were defined.

I. Poverty eradication, work and working conditions and elimination of gender discrimination and promotion of women’s strategic interests.		
Millennium Goals	CEDAW	BEIJING PLATFORM FOR ACTION
Target 1 Reduce by half the proportion of people living on less than a dollar a day	Eliminate discrimination against women to ensure the same rights for men and women in employment (article 11)	Revise laws and administrative practices to ensure women’s equal rights and access to economic resources (strategic objective A.2)
Target 2 Reduce by half the proportion of people who suffer from hunger.	In particular, ensure the same employment opportunities, free choice of profession, benefits and conditions of service, vocational training and equal pay for work of equal value (article 11.b, 11.c, 11.d)	Provide women with access to savings and credit mechanisms and institutions (strategic objective A.3)
	Ensure men and women equality before the law, and in particular the same legal rights and capacities relating to contracts and property (article 15)	Develop gender-based methodologies and conduct research to address the feminization of poverty (strategic objective A.4)
	Ensure men and women equality in all areas of economic and social life, and in particular the same rights to bank loans and all forms of financial credit (article 13.b)	Promote women’s economic rights and independence, including access to employment, appropriate working conditions and control over economic resources (strategic objective F.1)
	Ensure equality between men and women in marriage and family life and, in particular, the same rights for both spouses regarding ownership, acquisition, management, administration, enjoyment and disposition of property (article 16.1.h)	Facilitate women’s equal access to resources, employment, markets and trade (strategic objective F.2)

	Ensure rural women equal treatment in land reform and access to agricultural credit and loans, marketing facilities and technology (article 14.2.g)	Provide business services, training and access to markets, information and technology, particularly to low-income women (strategic objective F.3)
	Ensure rural women enjoy adequate living conditions, especially in relation to housing, sanitation, electricity and water supply, and transport and communications (article 14.2.h)	Strengthen women's economic capacity and commercial networks (strategic objective F.4)
		Eliminate occupational segregation and all forms of employment discrimination (strategic objective F.5)
		Promote harmonization of work and family responsibilities for women and men (strategic objective F.6)

II. Universal primary education, and elimination of gender discrimination and promotion women's strategic interests.		
Millennium Goals	CEDAW	BEIJING PLATFORM FOR ACTION
Target 3 Ensure that all boys and girls complete a full course of primary schooling.	Eliminate discrimination against women to ensure equal rights between men and women in education (article 10)	Ensure equal access to education (strategic objective B.1)
	In particular, ensure the same access to studies and achievement of diplomas at all levels of education, in rural as well as urban areas; access to the same standard of education; the elimination of stereotypes in education; the same opportunities for scholarships and grants; the same access to continuing education and literacy programmes; and the reduction of female student drop-out rates and the organization of programmes for girls and women who have left school prematurely (articles 10.a, b, c, d, e and f)	Eliminate discrimination against girls in education, skills development and training (strategic objective L.4)
	Ensure rural women's right to obtain all forms of training and education (article 14.2.d)	Develop non-discriminatory education and training (strategic objective B.4)
	Take all legal and other measures necessary to provide effective protection against gender-based violence (General Recommendation #19)	Allocate sufficient resources for and monitor the implementation of educational reforms (strategic objective B.5)
		Eradicate violence against the girl-child (strategic objective L.7)

**III. Gender equality and empowerment of women
and elimination of gender discrimination and promotion of women's strategic interests.**

Millennium Goals	CEDAW	BEIJING PLATFORM FOR ACTION
Target 4 Eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015	Embody the principle of the equality of men and women in national constitutions (article 2.a)	Ensure equality and non-discrimination under the law and in practice (strategic objective I.2)
	Abolish existing laws, regulations, customs and practices that discriminate against women (article 2.f)	Integrate gender perspectives in legislation, public policies, programmes and projects (strategic objective H.2)
	Adopt legislative measures to prohibit all forms of discrimination against women, and ensure that women have access to protection from discrimination through national tribunals and other public institutions (articles 2.b and c)	Generate and disseminate genderdisaggregated data and information for planning and evaluation (strategic objective H.3)
	Establish and/or strengthen effective national machinery, supported by gender mainstreaming throughout government departments, to advise on the impact on women of all government policies, monitor the situation of women comprehensively and help formulate new policies and effectively carry out strategies and measures to eliminate discrimination (General Recommendation #6)	Create or strengthen national machineries and other governmental bodies (strategic objective H.1)

**IV. Reduction of child mortality and improvement of maternal health
and elimination of gender discrimination and promotion women's strategic interests.**

Millennium Goals	CEDAW	BEIJING PLATFORM FOR ACTION
Target 5 Reduce by two-thirds the mortality rate among children under five.	Eliminate discrimination in the field of health care, to ensure equality between men and women in access to health-care services, including those related to family planning (article 12.1)	Increase women's access throughout the life cycle to appropriate, affordable and quality health care, information and related services (strategic objective C.1)
Target 6 Reduce by three-quarters the maternal mortality ratio.	Ensure women appropriate services in connection with pregnancy, confinement and the post-natal period, granting free services where necessary (article 12.2)	Strengthen preventive programmes that promote women's health (strategic objective C.2)
	Ensure women adequate nutrition during pregnancy and lactation (article 12.2)	Undertake gender-sensitive initiatives that address sexually transmitted diseases, HIV/AIDS and sexual and reproductive health issues (strategic objective C.3)
	Ensure rural women's right to adequate health-care facilities, including information, counselling and services in family planning (article	Promote research and disseminate information on women's health (strategic objective C.4)

	14.2.b)	
	Eliminate discrimination in education to ensure women's access to educational information to help ensure the health and well-being of families, including information and advice on family planning (article 10.h)	Increase resources and monitor follow-up for women's health (strategic objective C.5)
		Eliminate discrimination against girls in health and nutrition (strategic objective L.5)

V. Combat HIV/AIDS, malaria and other diseases and elimination of gender discrimination and promotion of women's strategic interests.		
Millennium Goals	CEDAW	BEIJING PLATFORM FOR ACTION
Target 7 Halt and reverse the spread of HIV/AIDS	Eliminate social and cultural stereotypes and practices based on gender inequality (article 5.a)	Eliminate negative cultural attitudes and practices against girls (strategic objective L.2)
Target 8 Halt and begin to reverse the incidence of malaria and other diseases	Eliminate all forms of gender-based violence against women (General Recommendation #19)	Take integrated measures to prevent and eliminate violence against women (strategic objective D.1)
	Eliminate discrimination against women to ensure the same rights for men and women in employment (article 11)	Promote women's economic rights and independence, including access to employment, appropriate working conditions and control over economic resources (strategic objective F.1)
	Ensure men and women the same legal rights relating to contracts and property (article 15)	Increase women's access throughout the life cycle to appropriate, affordable and quality health care, information and related services (strategic objective C.1)
	Ensure equality between men and women in marriage and family life (article 16)	Undertake gender-sensitive initiatives to address sexually transmitted diseases, HIV/AIDS and sexual and reproductive health issues (strategic objective C.3)
	Ensure women's equal access to health-care services (article 12.1)	Take measures to ensure women's equal access to and full participation in power structures and decisionmaking (strategic objective G.1)
	Avoid discrimination against women in national strategies for the prevention and control of HIV/AIDS (General Recommendation #15)	
	Ensure women the right to participate in the formulation and implementation of government policy and to hold public office and perform public functions at all levels of government (article 7.b)	

VI. Ensure environmental sustainability and elimination of gender discrimination and promotion of women's strategic interests.		
Millennium Goals	CEDAW	BEIJING PLATFORM FOR ACTION
Target 9 Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources	Take into account the particular problems faced by rural women and the significant roles that rural women play in the economic survival of their families (article 14.1)	Involve women actively in environmental decision-making at all levels (strategic objective K.1)
Target 10 Reduce by half the proportion of people without sustainable access to safe drinking water	Ensure rural women's right to participate in the elaboration and implementation of development planning at all levels (article 14.2.a)	Integrate gender concerns and perspectives in policies and programmes for sustainable development (strategic objective K.2)
Target 11 Achieve significant improvements in the lives of at least 100 million slum dwellers by 2020	Ensure that rural women have access to agricultural credit and loans, marketing facilities, appropriate technology and equal treatment in land and agrarian reform as well as in land resettlement schemes (article 14.2.g)	Strengthen or establish mechanisms at national, regional and international levels to assess the impact of development and environmental policies on women (strategic objective K.3)
	Ensure that rural women enjoy adequate living conditions, particularly in relation to housing, sanitation, electricity and water supply, transport and communications (article 14.2.h)	

VII. Partnership for development and elimination of gender discrimination and promotion of women's strategic interests.		
Millennium Goals	CEDAW	BEIJING PLATFORM FOR ACTION
Target 12 Develop further an open, rule-based, predictable, non-discriminatory trading and financial system	Ensure women the opportunity to represent their governments at the international level and to participate in the work of international organizations (article 8)	Review, adopt and maintain macroeconomic policies and development strategies that address the needs and efforts of women in poverty (strategic objective A.1)
Target 17 In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries	Ensure women the right to participate in the formulation and implementation of government policy and to hold public office and perform public functions at all levels of government (article 7.b)	Take measures to ensure women's equal access to and full participation in power structures and decisionmaking (strategic objective G.1)

<p>Target 18 In cooperation with the private sector, make available the benefits of new technologies, especially information and communication technologies</p>	<p>Ensure women's right to participate in non-governmental organizations and associations concerned with the public and political life of the country (article 7.c)</p>	
	<p>Ensure rural women's right to participate in the elaboration and implementation of development planning at all levels (article 14.2.a)</p>	

Source: Pathway to Gender Equality; CEDAW, Beijing and the Millennium Goals, March 2005, UNIFEM, New York

APPENDIX 2

Gender Equality and Development Approaches: a historical analysis

By *Cornelie Quist*

The case for gender equality has been strengthened over the years by research and advocacy that have informed international and national policy debates. Achieving gender equity has been on the development agenda for a number of decades now.

Beginning with the 1975 UN International Year for Women and continuing through the UN International Women's Decade from 1976-1985, governments and development agencies committed themselves to include women in their programmes, be 'gender-sensitive' in their policies and practice, and collect and disaggregate statistics by gender in order to make women visible to development planners.

By the mid 1980s, development activities focusing on women had increased and some gender disaggregated data were available making women's economic roles and gender disparities in poverty and welfare more visible to policy-makers. This resulted in development policies that targeted women. What became known as **Women in Development (WID)** projects, multiplied and appeared in all sectors. WID approaches targeted women for development cooperation and integrating them in to general activities of such practices.

By the 1990's, WID action was widely criticized as simply providing women with opportunity to participate in male defined and male dominated structures, without challenging the different social roles and responsibilities of men and women and women's hierarchical position in the gender hierarchy. Women remained marginal to mainstream development, while their responsibilities and workloads increased. Another criticism was that women were viewed in isolation, not in relations and as a homogenous groups free from conflicts of interests.

A *transformative* approach that would address the causes of women's vulnerability and transform gender relations was therefore proposed in 1995 at the 4th World Conference on Women in Beijing. This has become known as the **Gender and Development (GAD)** approach.

The Beijing conference identified an enormous agenda of transformation and change for women intended to make gender an explicit criterion for development programming. The underlying rules of social (power) relationships that have legitimised inequality in resource allocation and distribution would be made explicit (*gender analysis*) and targeted actions and programmes would directly benefit women and contribute to a transformation of gender relations (*empowerment of women*). In order to achieve this transformation, governments and other developmental organizations that were seen to reproduce gender inequalities in society were encouraged to integrate women's concerns in their programmes, and change the way they themselves operated (*gender mainstreaming*). Critically, men were also engaging in the process. Gender frameworks and assessment tools were designed to support gender planning and to assist in organizational change (March, C., et al (1999) "A guide to gender analysis frameworks.").

The programme of gender mainstreaming was ambitious. It required considerable political commitment in a context of changing policy agendas and wider policy shifts, and depended for its success, at least at the outset, on the creation of gender-specific budgets, tools and personnel as well as gender training in order for the organizations to be able to participate. And even though at present the language of Gender and Development has been widely adopted, the commitment to gender equality is constantly reiterated, and gender mainstreaming remains an objective of many development agencies, including those in the UN system, much

disappointment has been expressed about the outcome of all this action. The Millennium Taskforce on Poverty noted, "one of the greatest barriers to human capital transition is the denial of basic human rights to a significant part of the population, and this applies broadly to women". (Millennium Taskforce on Poverty and Economic Development 2004: 22.3).

In practice the focus of gender mainstreaming has shown to remain largely on women, with men's identities, interests and responsibilities along with gender relations, being unexamined and insufficiently challenged. The emphasis has shown to be more on efficiency from an economic point of view, while the transformative aspects are not much in demand.

In their review of how gender equality is analysed in the World Development Report 2008 'Agriculture for development', Holmes and Slater write: "One of the most important messages in support of gender equality in the World Development Report is its position that challenging gender inequality and investing in barriers that women face...will increase efficiency and productivity in the agricultural sector and poverty reduction." They furthermore write: "The report lacks a rigorous analysis of some gender-specific constraints – for example women's reproductive responsibilities or cultural barriers – when identifying mechanisms for increasing the role of sufficient and equitable labour markets in enabling growth and poverty reduction. Furthermore, at both the household and the community level, the 2008 report does not discuss the economic constraints to improving women's participation in farmer's organisations or community committees. The underlying assumption is that women's labour is elastic, women can absorb increased responsibilities infinitely, and their reproductive work is seen as little or no economic value." (Rebecca Holmes and Rachel Slater: "Realising gender in agricultural policies: The fight for equality is not over yet." ODI opinion papers, December 2007, Overseas Development Institute (www.odi.org.uk))

A major critic to the present practice of gender mainstreaming is the lack of recognition of the crucial but 'invisible' role of unpaid work by women in the reproduction of the household, the production unit/enterprise, the community and the society. The unpaid work required for social reproduction makes huge demands on the time and energy of women, in particular poor women in developing countries, and restrict women's mobility and equal chances compared to men. The increased burden of poverty also forces women into accepting low paid and highly exploitative occupations. In the practice of gender mainstreaming there has been insufficient attention to transforming the rules related to policies, practices, ideas and behaviours that determine what types of work are done by women and men and what is valued and privileged.

Further reading:

Esplen, E. and Brody, A (2007) *Putting Gender Back in the Picture: Rethinking Women's Economic Empowerment*, Report prepared at the request of the Swedish International Development Cooperation Agency (Sida). BRIDGE (development - gender)

Institute of Development Studies, University of Sussex, Brighton BN1 9RE, UK. Document can be accessed at Website: <http://www.bridge.ids.ac.uk/>

Mukhopadhyay, M. and Wong, F., guest editors (2007) *Revisiting gender training. The making and remaking of gender knowledge. A global sourcebook*. Critical reviews and annotated bibliography series, KIT (Royal Tropical Institute) Publishers, Amsterdam, Oxfam GB

APPENDIX 3

Gender analysis

Note prepared by Cornelia Quist

To assess the implications for women and men of any particular policy, decision, regulation or plan, requires a **Gender analysis**, which is a systematic look at all stages of the intervention process, including legislation, policies and programmes in all areas and at all levels. Though Gender analysis encompasses various methodologies, they commonly include:

- Consideration of gender throughout the whole intervention process (problem analysis, planning, implementation, monitoring).
- Recognition that “gender” does not equal “women”. Although many analyses draw attention to women, a gender analysis looks at the relations between men and women, but also among women (differences, inequalities, power imbalances, differential access, etc).
- Use of sex-disaggregated data and the documentation of unpaid work are important to understand the gender differentiated systems for access to resources and the distribution of benefits.
- Use of qualitative data and other data sources to complement or supplement quantitative data
- Recognition that gender is a factor that influences how people respond both individually and collectively. Gender analysis looks at different opportunities or obstacles men and women face to participate in a resource management committee, or confront a local official or attend training session.
- Analysis of the gender dimensions of institutions at all levels in society (within the household, community-based organisations, fishery or resource management institutions, local governments, national civil services, etc.). These formal and informal institutions play fundamental roles in resources management, yet they have gender dimensions: Who makes what decisions? Does the structure facilitate or hinder women’s participation? Is there the capacity to reduce inequalities between women and men in the institutions? How are different needs and perspectives negotiated inside institutions? Are institutional policies developed in an inclusive and gender-sensitive manner?
- Use of appropriated and participatory methodologies to confirming or rejecting assumptions in each specific context. Assumptions from one country or project cannot be carried over into another region or initiative. Furthermore, power relations, working arrangements, and resource availability can change over time. The specificity of each situation must be investigated.
- Definition of target groups, surveys, participatory research, etc. to take into consideration the most diverse population of men and women (different social economic strata, ethnic groups, age groups, etc.) and acknowledging that women and men are not a single homogeneous groups,
- The identification and participation of all key actors affected by the intervention in question,

Several analytical frameworks for gender analysis are available, many of which are summarized in **March, C., Smyth, I. & Mukhopadhyay, M.** 1999. A guide to gender analysis frameworks. Oxford, England, Oxfam.

APPENDIX 4

National-level legal frameworks and initiatives taken by governments towards co-management and decentralization of fisheries management, in the Southeast Asian Region.

By the International Collective in Support of Fishworkers

Philippines

The legal framework for fisheries and coastal resources management is provided by the Local Government Code (LGC) of 1991, the Philippines Fisheries Code of 1998, the National Protected Areas System Act, 1992, and Integrated Coastal Management, 2006. This framework has enabled the devolution of regulatory functions to local government units. Municipal waters—the 0-15 mile zone—are under the jurisdiction of local municipal governments. The LGC also urges LGUs to enter into partnerships with local people’s institutions and NGOs to deliver certain basic services, capability building and livelihood projects, and develop local enterprises that can diversify the sector. The Fisheries Code, that provided preferential rights for small-scale fishers to municipal waters, further strengthened this trend of devolution to the LGUs, marking inshore municipal water boundaries, and granting preferential rights in municipal waters to registered fisher organizations and co-operatives. The Fisheries Code also provided for the establishment of Fisheries and Aquatic Resource Management Council (FARMCs). FARMCs are composed of representatives from the fishers, the local government units, NGOs, the private sector and the Department of Agriculture. Their functions include assisting in the formulation of national policies for the protection, sustainable development and management of fishery and aquatic resources, assisting the Department in the preparation of the National Fisheries and Industry Development Plan, assisting in the preparation of the Municipal Fishery Development Plan, advising the municipal or city councils on fishery matters, recommending the enactment of municipal fishery ordinances, and assisting in the enforcement of fishery laws, rules and regulations in municipal waters.

Thailand

The Thai Constitution of 1997 recognized the need for local participation in governance of communities and management of local resources. Articles 66 and 67 of the new Constitution (2007) also recognize the principles of community rights and people’s participation in natural resource management. While certain sections of the existing Fisheries Act, 1947 can be employed to provide the legal framework for co-management and community-based fisheries management, and to confer rights to manage and utilize fisheries resources to communities, the new proposed Fisheries Act (*this Act has since come into force*) has provisions for representation of small-scale fishers in the National Fisheries Committee, and for the establishment of Local Fisheries Committees with the power to develop community fisheries management plans and to issue community fisheries regulations, consistent with the provisions of the proposed Fisheries Act (B. E. 2545) (Jantrarotai, 2007). Furthermore, the 10th National Economic and Social Development Plan (2007 – 2011) stresses the need to “Promote community rights and participation in natural resource management including development of co-management schemes for conservation and rehabilitation of natural resources with the emphasis on spatial and area management approaches”. It also stresses the need to “Develop system for protection of community rights, equity and promote the utilization of biodiversity resources for economic security of locals and communities”. The national coastal management policy brought out by the department of the marine and coastal resources in 2004 also formally makes provision for community and co-management. However, from all accounts there is still a long way to go to operationalize co-management in practice. Initiatives taken up have been confined to specific areas where projects

have been taken up. Projects that have been taken up by the Department of Fisheries include the Small-scale Fisheries Development Project in the early 1990's, the DOF/ FAO/ BOBP Communities-based Fisheries Management Project in Phang-nga Bay from 1996 to 2000, the Project for Establishment of Fishing Rights in Coastal Fisheries in Bang Saphan and Bang Saphan Noi, the DOF/ SEAFDEC Locally-based Coastal Resource Management in Pathew District between 2000 and 2006, the DOF/EU Coastal Habitats and Resources Management Project in Phang-nga and Ban Don Bay between 2003 and 2007, and the DOF/MRC Fisheries Co-management in Lower Songkhram River Basin, from 2005.

Indonesia

According to article 33 (3) of Indonesian Constitution, natural resources, though under the control of the state will be used for the best of people's welfare. Law of the Republic of Indonesia No. 8/1985, strengthened by Law No. 31 of 2004 states clearly that fisheries management shall be carried out to enhance the living condition of small-scale fishermen and fish farmers (Sukoyono 2007). Fisheries management at the national level is seen as a government responsibility (Fisheries Law No 9/1985). In recent years, with the Autonomy Law No 22/1999 (revised by 32/2004), and the Fisheries Law No 31/2004, space for co-management has expanded. Law No. 31/2004 provides the legal basis for co-management. It provides for taking into account *adat* laws very much prevalent in some provinces of Indonesia (customary law and tradition). It also makes provision for the delegation of "fisheries functions" from the central Government to regional governments, and for community participation in law enforcement through reporting of violations of fisheries laws and regulations by local communities. According to National Act No. 32/2004, the area up to 4 miles is under the district administration, from 4 to 12 miles under the provincial government, and waters beyond, under the national government. According to Ministerial Decree No. 17/2006, all boats, with and without engines, need to be registered. Boats less than 10 GT need to be registered with the district administration, from 10 to 30 GT with the provincial government, and above 30 GT with the Central government. In Indonesia there is recognition that co-management arrangements need to be put in place to improve fisheries management. Several co-management programmes have been undertaken in Indonesia, such as the Cofish Programme (1998 – 2004) to encourage community involvement in planning and implementation of fisheries resource management, enhance capacity and quality of life of coastal fishing communities, and enhance capacities of the community, NGOs as well as fisheries officials in fisheries resource management.

Viet Nam

While Viet Nam has traditional, customary practices for fisheries management many of these were lost with the move to set up fishery cooperatives, from the 1960s (Pomeroy, 2003). The Law of Fisheries, 2003, enacted by the Vietnamese government has provisions to promote responsible fisheries and decentralize fisheries management to local communities. It provides for provincial People's Committees to organize and promote local residents to take part in monitoring, detection and prosecution of any violations committed to fisheries activities in fishing grounds. It also deals with decentralization, and makes provisions for the Government to decentralize management to local coastal authorities for integrated coastal areas management (Article 5.4). The master plan for fisheries sector development towards year 2010 as well as vision 2020 emphasizes equitable allocation of resource use rights and reduction in number of vessels actually fishing. Under the national programme on aquatic resources protection and development, community-based management projects are being implemented since 2005. Decree No 123-2006/ND-CP focuses on zoning of coastal waters and allocation of the nearshore zone to local communities for use for capture and culture activities (Hung, 2007).

According to Pomeroy, Viet Nam is the only country where significant authority has already been devolved to the province. This is in keeping with earlier governance patterns where provinces have had significant autonomy in planning, collection of statistics, registration of smaller vessels, control and inspection of fisheries activities, protection of the resources, and control of local fisheries enterprises. Co-management has made substantial progress in the last ten years. In particular, the rights to manage inland waters have been passed to communes. Some examples include the Phu Long and Van Hung communes (CRP & IMA, 2004).

Malaysia

The main Act governing fisheries is the Fisheries Act, 1985 and the regulations issued under it. The fisheries management system is strongly centralized in Malaysia, though 14 States do have some control over inshore licensing and implementation of policy. In the state of Sabah, particularly, the Inland Fisheries and Aquaculture Act 2003 empowers communities to establish regulations for their resources. Under the *tagal* system, the local community forms a committee, identifies sites, and harvests once or twice per year and shares the catch equally. The community also liaises with the Department of Fisheries (DOF), which gives technical advice and has assisted in setting up a model *tagal*. In 2006 there were as many as 244 *tagal* committees protecting 128 rivers in Sabah.

In 1997 the government indicated a policy shift in fisheries management towards a more decentralized approach, with greater fisher participation. One policy proposal for monitoring, control and surveillance (MCS) system allows for sharing of responsibility with the community, while the government will retain responsibility for control and enforcement (Sulainlan, 1994).

It appears that, at an unstructured level, community participation in management has been in evidence, as in the control of trawlers encroaching into non-trawling zones in Teluk Kumbar, Penang, Malaysia. Kumpulan Ekonomi Nelayan (KEN) or Fishermen Economy Groups have been responsible for managing and protecting their areas, especially from encroachment by trawlers and those using prohibited gears. The first structured CBFM attempt was in Kuala Teriang Langkawi, Kedah. A pioneer cooperation project between SEAFDEC and DOF, Malaysia on ICRM in Palau Langkawi was initiated in 2003. These efforts have adopted an integrated approach, focusing on resource management and income-generating (economic) activities. The management plan prepared by the community has been endorsed by the government, using the existing legal framework.

Cambodia

The inland fisheries sector (particularly in the Mekong river basin and the Tonle Sap Lake region) is of extremely high importance in Cambodia. In recent years there is an aggressive effort by the Cambodian government to involve communities in fisheries management. The Community Fisheries Law 2006, under the jurisdiction of the Ministry of Agriculture Forestry and Fisheries (MAFF), provides a strong basis for all Khmer citizens to participate in community fisheries. The government policy on community fisheries (CFs) involves releasing area, earlier under large-scale fishing lots, for local people engaged in small-scale fishing. This policy, by transferring some roles and responsibilities to local people, encourages them to participate in resource management through community fisheries organizations. This reform was undertaken because the area available for fishing was not seen as sufficient for the increasing number of small-scale fishers. It was also in keeping with policies on decentralization being adopted by the government in all sectors, as part of general trends towards participatory management. MAFF is tasked with ensuring that the CF area is managed in a sustainable manner, and that these areas are not sold, exchanged, transferred or donated. The Sub-decree on community fisheries management (CFM) outlines the scope, framework and procedure for the establishment and management of CFs in

Cambodia. It stresses that the purpose of establishing CFs is the improvement of local livelihood, in a sustainable and equitable manner. It also requires that CFs have maps, by-laws, agreement and management plan (Vuthy, 2007).

However the country requires extensive rebuilding of local community structures that have been weakened considerably the extensive history of earlier conflict. CFs are still in their initial stages and lack capacity, skill and finance. People are still not aware of the concept of CFs, and participation in some places is still limited, as is collaboration from local authorities and relevant institutions. There is need to provide support for CFs development, apart from capacity-building.

Lao PDR

Lao PDR, like Indonesia, has a long history of community-based management systems. The most advanced community-based management programmes appear to be in Lao PDR wherein the fisheries department acknowledges the importance of traditional knowledge, and of co-management strategies for both capture and culture fisheries, and seeks to use 'bottom-up' approaches to policy formulation and implementation (Pomeroy, 2003, in Wilson et al (ed)). This protection of local culture and the recognition of collective ownership accorded by Lao constitution (Torell, 1997) is an important basis for co-management. The country also has a few projects that have proven to be very successful in conservation of natural resources, where the local government has supported customary practices to actively involve local communities. However, the implementation of these policies are not yet widely spread and restricted to certain geographical areas. It is understood that Lao PDR is in the process of formulating its fisheries law, that will be based on existing community-level co-management arrangements and fisheries regulations (Sibounthong, 2007).