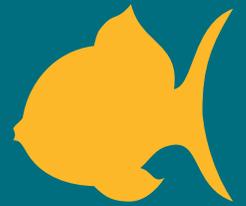
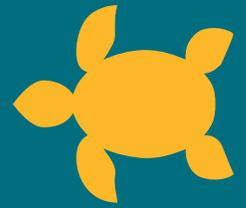


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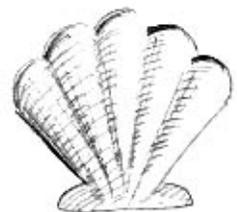
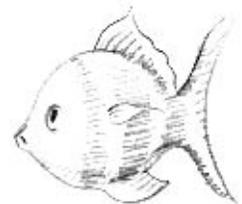
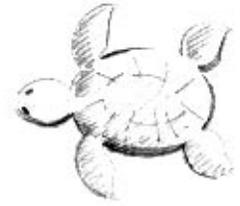
LORENA AGUILAR - ITZÁ CASTAÑEDA
World Conservation Union



About Fishermen,
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a Gender Perspective
in
Marine-Coastal Zones

LORENA AGUILAR - ITZÁ CASTAÑEDA

WORLD CONSERVATION UNION
Regional Office for Mesoamerica-ORMA
Gender Unit- SocioEconomics Programme
San Jose, Costa Rica
2001



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A283a Aguilar, Lorena

About fishermen, fisherwomen, oceans and tides
: a gender perspective in marine-coastal zones /
Lorena Aguilar, Itzá Castañeda.. —1st. ed.—
San José, CR : IUCN: Absoluto, 2001.
267 p. ; 21 x 28 cm. -

ISBN 9968-743-55-0

1. Coasts. 2. Wetlands. 3. Community Participation.
4. Gender. I. Castañeda, Itzá; Aguilar Lorena. II. Title.

Graphic design and

Cover illustrations: Lic. Eric Hidalgo Valverde
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Text illustrations: Barnard Arias

Translation: Patricia Odio

Text editing: Adriana Soto

Printed by: MASTER LITHO S. A.
San José, Costa Rica. June, 2001

The Spanish version of this publication was possible thanks to the financial support provided by IUCN's United States Office for Marine Initiative and the Dutch Embassy. Printing was possible thanks to the financial support provided by IUCN-Mesoamerica's Program for Wetlands and Coastal Zones, the BMZ and the Dutch Embassy.

The English version was possible thanks to the financial support of the Global Monitoring and Evaluation Initiative of IUCN.



IUCN



CONTENTS



I INTRODUCTION 1

II EMPOWERMENT THROUGH KNOWLEDGE: basic concepts to mainstream gender equity into marine-coastal zone projects 7

1. Characterization of marine-coastal zones 8
2. Gender equity 24

III A GOOD START MAKES A BETTER ENDING: writing proposals from a gender perspective for marine-coastal zones 35

1. Basic considerations for gender equity mainstreaming 38
2. Recommendations for gender equity mainstreaming
into project proposals for marine-coastal zones 41
3. Background 42
4. Justification 48
5. Participating groups and individuals 49
6. Long-term development objective or mission 52
7. General objective 52
8. Specific objectives 53
9. Implementation strategies 54
10. Verification means and indicators 59
11. Activities 61
12. Resources and timetable 65



IV PARTICIPATORY APPRAISALS FROM A GENDER PERSPECTIVE IN MARINE-COASTAL ZONES 69

1. PAGEP as a process for analysis 70
2. The participatory appraisals and the contributions
made from a gender equity perspective 72
3. PAGEP's previous requirements 74
4. Motivation and collective knowledge building 75
5. PAGEP's steps or stages 76
6. Conceptual instruments for PAGEP development in
marine-coastal zones 82

FIRST INSTRUMENT

- Analysis about the situation or local context 83

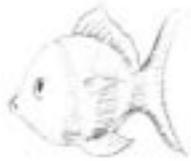
SECOND INSTRUMENT

- Generic division of work 91

THIRD INSTRUMENT

- Use, access, control and benefits of the resources 104

FOURTH INSTRUMENT	
Environmental degradation and its impact by gender	110
FIFTH INSTRUMENT	
Influential factors	115
SIXTH INSTRUMENT	
Cultural conceptions	118
SEVENTH INSTRUMENT	
Levels of social participation	121



V	PLANNING MARINE-COASTAL PROJECTS FROM AN EQUITY PERSPECTIVE	123
1.	Basic considerations	124
2.	Challenges involved in participatory planning from a gender perspective	125
3.	Sailing between appraisal and planning	130
	Step 1: Where it hurts most	131
	Step 2: He who grasps all loses all	133
	Step 3: Which is the best solution?	134
	Step 4: How shall we do it?	138
4.	Getting the ball rolling: some ideas about equity-promoting activities	143



VI	ESTABLISHING A GENDER-SENSITIVE MONITORING AND EVALUATION SYSTEM FOR MARINE-COASTAL ZONES	155
1.	Monitoring an evaluation system	156
2.	Building a gender-sensitive monitoring and evaluation system for marine-coastal zones	159
3.	Building gender equity indicators for the marine-coastal sector	170
4.	Indicators' system	185

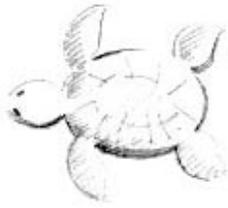


VII	PRACTICING WHAT WE PREACH: Managing marine-coastal projects from an equity perspective	201
1.	Revision and elaboration of traditional concepts	202
2.	Practicing what we preach	203

ANNEXES	209
----------------------	------------

BIBLIOGRAPHY	249
---------------------------	------------

DIRECTORY ON GENDER AND MARINE-COASTAL ZONES	261
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I INTRODUCTION

Sustainable development constitutes the new paradigm where which the actions of public institutions, international organisms and non-governmental organizations, are based. It has shown that the strategies aimed at restraining environmental deterioration failed, when no consideration was given to social, cultural, political and economic aspects. It has also revealed that isolated environmental policies have been unable to influence problems such as extreme poverty, lack of access to resources, social injustice and the countless forms of inequity; in other words, they have been unable to make an efficient improvement on the population's quality of life.

Over the past few years, as a result of various summits and international agreements, including political willpower on the part of some governments and efforts made by the civil society, some progress has been achieved in terms of mainstreaming gender equity into sustainable development programs and projects.

For the past ten years, a group of women and men from the Mesoamerican region¹, have been undertaking the search for theoretical and practical ways by means of which gender equity may become a core element within the environmental sector.

The process has been both gratifying and complex. The challenges confronted vary greatly: from the internal analysis of our household and working environments, where we had to struggle against the scarce interest on this topic, to requests for the elaboration of new methodological proposals, stemming from places where there was practically nothing.

Since 1997, the Social Area of IUCN-ORMA has been working in Mesoamerica on a project called **Toward Equity**. Under this project, technical assistance has been provided to more than 100 regional development projects, including a large number of training workshops. In a parallel way, the project has also provided assistance to seven ministries within the Mesoamerican region, in their efforts towards the institutionalization of a gender perspective within the public policies of the environmental sector.²

1 ____ Panama, Costa Rica, Nicaragua, El Salvador, Guatemala, Honduras and Mexico.

2 ____ National Office of Environment, Panama; Ministry of Environment and Energy, Costa Rica; Ministry of Natural Resources and Environment, Nicaragua; Ministry of Environment and Natural Resources, El Salvador; National Commission of Environment, Guatemala; Secretary of Environment, Natural Resources and Fishing, Mexico.

Reference may
be made to
the directory
included in
this manual
Is there
anybody else
out there?

To this date, a series of documents have been prepared with proposals attempting to guide the incorporation of a gender equity perspective into sustainable development initiatives. Among these, stands out the **Toward Equity** series (Aguilar, L., Coordinator, 1999)³ and "*La ineludible corriente. Políticas de equidad de género en el sector ambiental mesoamericano*" (Aguilar, L. et. al., 1999).⁴

Requests are received continuously for the elaboration of more concrete guidelines proposing methods to integrate gender for specific ecosystems or environmental topics. Field validation and implementation of the modules comprised by the **Toward Equity** series, pointed out the need to elaborate specific methodological proposals for sustainable development projects based on a gender equity perspective, within various contexts. It should be noted that other similar guides are currently under elaboration for protected natural areas, wetlands, water and deserts.

The elaboration of this manual responds to four considerations:

- Although there is a very high percentage of human population along the marine-coastal zones, the Mesoamerican countries have lived "turning their backs to the sea".
- The importance of the ecosystems conforming the marine-coastal zones and the high level of deterioration experienced over the last few years. These ecosystems bear ecological importance with respect to environmental services, uses, benefits, and esthetic worth, etc.
- Given the complex nature of these zones, the countries cannot continue implementing development projects disregarding, on one hand, the population's heterogeneity (social, economic, cultural and gender-related), and on the other hand, the existence of multiple forms of inequity.
- Last, but not least, change is taking place at a very fast pace at the marine-coastal zones, and many development problems implemented thereat have been conceived in a disperse manner and, to a large extent, without undertaking a previous integral analysis about the socio-environmental problems.

3 ____ Methodological series comprising nine modules, which contains suggestions and recommendations to mainstream a gender equity perspective into the various stages of a project's cycle.

4 ____ This book contains a description of the process experienced by each of the Mesoamerican countries regarding mainstreaming a gender perspective into environmental policy-making.

This manual *About Fishermen, Fisherwomen, Oceans and Tides*, stems from a request made by the Marine Initiative of IUCN and is part of the strategy that IUCN's Gender Unit from the Social Economics Programme has been promoting at a worldwide level. The English version has been possible thanks to the support from the Global Monitoring and Evaluation Initiative of IUCN.

The financial support provided by the above programs, as well as by IUCN-Mesoamerica's Wetlands Program, has made possible the elaboration of this proposal, which purpose is to provide answers to the needs of a priority sector within the Mesoamerican region, where the littorals and seashores represent a source of life for both a large amount of flora and fauna species, as well as for thousands of women and men who live off of them.

We should like to gratefully acknowledge the contributions made to this manual by a large number of people: Eleazar Loa, from Mexico's National Commission on Biodiversity; Hilda Salazar, from Mexico's Network on Gender and Environment; Víctor Sánchez, from Mexico's Secretary of Environment, Natural Resources and Fishing; Guiselle Rodríguez, Rocío Córdoba and Francisco Pizarro, from IUCN. To all of them our warmest thanks; their comments and suggestions were of great value to this document.

How was it conceived?

We are fully aware of the fact that linking development projects in marine-coastal zones to the topic of gender equity, is quite incipient. This manual constitutes a conceptual and methodological proposal that provides tools and recommendations aiming at tackling this linkage in an easier manner.

Albeit experts in diverse fields validated the manual, though it still must undergo a field validation process, which is considered as a dynamic tool subject to feedback, improvements and updating. Rather than replacing the projects' technical-scientific proposals, it adds to their enrichment.

To elaborate the proposal we resorted to both individual experience, and other manuals and similar experiences.

Who is it addressed to?

It is designed to accompany a facilitating team or group⁵ during the cycles of the projects implemented in marine-coastal zones.

Given the fact that this team or group might possess different levels of knowledge and experience about gender, there are some gender concepts that are repeated in various chapters, in order to reinforce fundamental aspects about gender equity throughout the various cycles of the projects.

Consideration has been given to the different ecological, social, economic, cultural and political realities prevailing in marine-coastal zones, particularly those of the Mesoamerican region. Thus, several of the examples used make reference to the region.

Structure or conformation of the manual

The manual consists of seven chapters, including an introductory chapter, in addition, seven annexes have been included to expand certain topics.

It may be used as a unit, but also separately. The chapters are interrelated, but independent from each other, which makes it possible to use them at different moments during a project's cycle, although this should, ideally, take place at the beginning.

The manual does not constitute a mould or pattern to be followed; the authors rather expect it to be adapted to each particular context where its application is intended.

Limitations

Throughout the document, it may be noted that there are some income-generating activities undertaken in marine-coastal environments that are tackled with more detail than others. For instance, the oil, tourist and harbor-related activities, do not enjoy a privileged position, not because they are lacking in importance, but because there is little data about them, the studies from a

⁵ ____ This team may be part of public initiatives, sponsored by national and international, non-governmental organizations. It should be conformed by groups of only men, only women, or a combination thereof.

gender perspective are either very scarce, or the statistical data in these sectors is not desegregated by sex, but, most of all, because each field involves a very particular complexity, which fact would turn the manual into an extremely extensive document.



II EMPOWERMENT¹ THROUGH KNOWLEDGE:

basic concepts to mainstream gender equity into marine-coastal zone projects

There are an increasing number of environmental projects pursuing environmental sustainability and equity, which require greater participation by people from different backgrounds, education, knowledge, and expertise.

Experience has shown that the complex nature of the environmental topics requires more comprehensive actions, for which reason it is essential to start from a platform of minimum understanding. The language and the basic information constitute crucial tools to achieve such understanding, as this will provide women and men with better opportunities towards the achievement of our objectives.

An important step towards building a gender equity process, is the demythologization of the fact that men possess the "scientific" knowledge and women the "practical" knowledge. Both need to be shared, as the empowerment processes need the appropriation of several tools, one of which is information.

This chapter includes some basic conceptual elements related to both the marine-coastal ecosystems, and the gender topic. Both will provide support to the design and development of equity-based projects.

Annexes 1 and 2 of this manual provide support to this chapter. **Annex 1** represents a glossary of the terms most widely used in both areas of knowledge, and **annex 2** refers to the international legal and regulatory framework directly related to marine-coastal zones and gender equity in environmental projects. Although not of an exhaustive nature, both annexes will serve as reference material throughout project cycles.

*Annex 1
contains a
glossary
and annex 2
a legal and
regulatory
framework*

1 ____ The term "empowerment" has been coined by feminist and women's movements to describe the gender awareness process, its consequent stand regarding the power exercised by patriarchal societies, as well as individual and collective actions pursued for appropriation and power exercising purposes, as well as the reconstruction of its current forms and the search for alternative forms for its conception and exercise.

1. Characterization of marine-coastal zones

The coastal ecological system

There are numerous definitions about the coastal zone, which depend on geographical location, diversity of the inland and marine ecosystems, and the legislation and regulations of each country. There is no definitive consensus among field experts around this definition.

The coastal zone represents a narrow and frail area of transition between the land and the sea, where productive processes, energy consumption and exchange, take place with enormous intensity.

This area also accounts for ecological processes influenced by both land and marine ecosystems. The U. S. Commission on Marine Science, Engineering and Resources, defined, in 1969, the coastal zone as: "The land portion affected by its proximity to the sea and the ocean portion affected by its proximity to the land".

The combined action of the various components of the hydrological cycle—the dynamics of fluvial waters, the intensity of the rain, and the movement of ocean waters—imposes an extraordinary dynamics on the energy flows inherent to the coast.

It is because of this reason that the mechanisms regulating water circulation, sediments, chemical elements, gases, minerals and live matter it transports and maintains, constitute key factors when considering project planning within a coastal zone (Toledo, A. 1983).

Another conventional definition of coastal zone is:

"The coastal zone is the group of land and marine ecosystems and their respective echotones, which extend inland from seashore (in low tide) up to the 100 m. isoline above sea level, and out to sea up to the 50 m. depth isoline".

Due to the combined characteristics of land and sea, the coastal zone constitutes an echotone with various habitats and ecosystems (mangroves, estuaries, coral reefs, sea grasses), which provides goods (fish, mollusks, crustaceans, and sea birds) and services (natural shelter against storms and tides, recreation, fishing, transportation and shelter for marketable species).

In general terms, many of the components of the Central American coastal zone (beaches, mangroves, estuaries and reefs) are legally considered as public property (Windevoxhel, N., *et. al.*, 1998). This has caused competition over land and marine resources, as well as over space, among various groups of interest (seashore communities, fishermen, fish farming, agricultural and tourism industries), which has resulted in serious social conflicts, in addition to the destruction of resources and functions of the coastal zone (Cicin-Sain, B. and Knecht, R. W., 1998).

This resource exploitation has an impact, not only on the coastal zone's direct activities, but also on those being undertaken on the high lands of the hydrographic basins, as a result of mismanagement of industrial, agricultural and household wastes, as well as the deforestation of hillsides and river banks.

Social, cultural and economic variables constitute elements that need to be incorporated into the definition of coastal zone. For example, in the Central American countries there are strictly "coastal" communities, that have inhabited these areas for a long time and whose income depends on the resources provided by the marine-coastal zones (such is the case of the miskitos and garífunas from the Caribbean coast of Nicaragua and Honduras, respectively). There is also the case of communities that are not native to the marine-coastal zones, but have been forced to migrate, be it for environmental, political or economical reasons, for example, communities displaced as a result of the depletion of the agricultural frontier.

Encompassing 12 of the 15 largest cities in the world, most likely the coastal regions contain more than half of the infrastructure of manufacturing, transportation, energy, tourism, communications, and other services, and have a similar participation regarding product consumption and waste generation (Olsen, S., et. al., 1999).

Toledo (1983) points out that the highly integrated nature of the two large natural systems conforming the coastal zone—coastal lands and coastal waters—makes it possible to perceive the degree of its complexity and frailty.

Physiographic and ecological processes are interlocked in a narrow expanse of land and water, to give birth to geomorphological and biogeographical units: rivers, lakes, plains, flooding-labile prairies, wetlands, coastal lagoons, beaches, bays, estuaries, littoral and oceanic zones.

Each of these environments involves high levels of complexity and frailty. By the same token, these same systems are highly productive. Thus, the formulation and implementation of development strategies must give due consideration to ecological principles. Therefore, an organization that bases human activity on such principles, is a "sine qua non" requirement to ensure the stability and perennial nature of the resource base upon which such strategies are based.

In addition to conforming a privileged set of very productive ecological environments, which are essential to the conservation of life in all its forms, and particularly, to human survival, it constitutes a legacy, which ecological deterioration would knock out multiple possibilities for the well being and utilization of its resources. Therefore, its conservation and rational exploitation is an unavoidable responsibility (Toledo, A., 1983).

The extension of Central America's coasts encompasses 6,603 Km., which represent about 12% of the coasts of Latin America and the Caribbean. These coasts shelter about 567,000 Ha. of mangroves, 1,600 Km. of coral reefs, and about 237,650 Km. of the continental plateau, where many extremely important economical and social activities take place. The Central American coast is characterized by having numerous peninsulas, gulfs and bays, which favor a vast physiographic diversity. There are well developed areas between the tides and the coastal barriers, which surround large coastal lagoons (Windevoxhel, N., et. al., 1998).

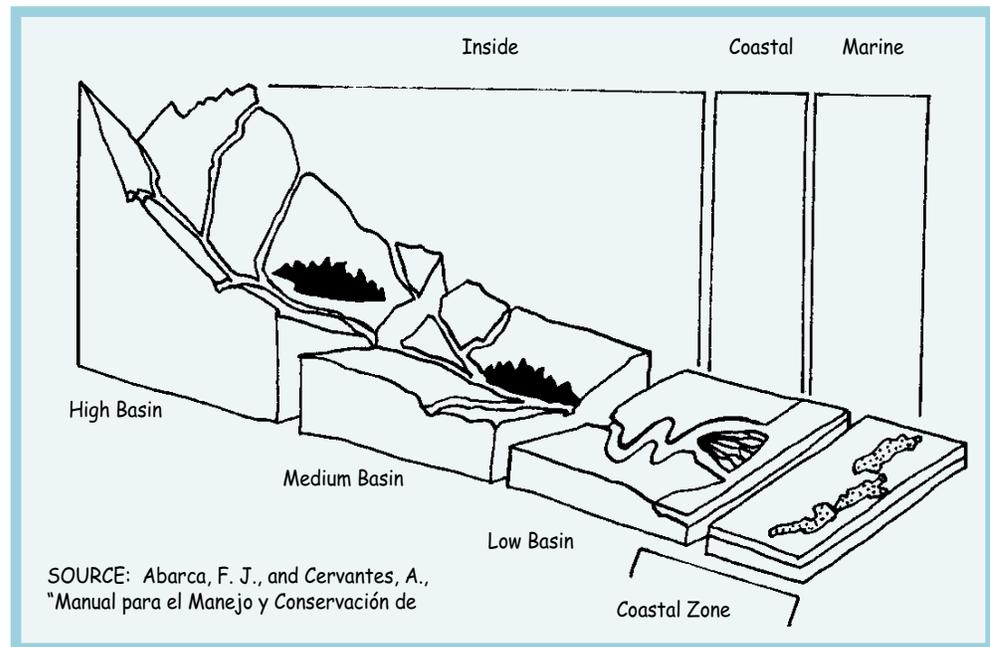
The valuable wetlands

Wetlands are ecosystems that depend on a system of natural or artificial waters, of a permanent or temporary nature, stagnant or running. They may be formed by fresh or salt water, or a combination thereof (salty). Wetlands include the coasts and a sea portion up to a six-meter depth in low tide.

The major types of wetlands are: coasts (including coral reefs, marshes, and sea grasses), estuaries, flooding-labile plains, swamps, peatland, lakes and lagoons, flooded forests, of fresh or salt water (mangroves), and the rivers. Wetlands are areas of breathtaking beauty, biodiversity and economic importance. They are part of the water cycle, and help maintain the functions of the ecosystems.

Most important goods and services provided by the wetlands:

- Water supply.
- Regulation of seasonal water flows: The wetlands retain the water and release it slowly.
- Protection against the forces of nature, such as hurricanes.
- Prevention against erosion.
- Retention of sediments, nutrients and toxic substances: They act as purifying filters and regulate water flow.
- Production of wild flora and fauna: They serve as a source for timber, coal, medicinal plants and a vast range of wild animals.
- Production of hydroelectric energy, firewood and coal.
- Agricultural and fish farming production
- Water transportation among communities.
- Ecosystem conservation: They provide habitats for a large number of water species, semi-water and migratory birds.
- Recreation and tourism.
- They are an important source of income generation, on account of the various extraction and production-related activities they support.
- These are areas of a high socio-cultural value to our communities.
- Research and education: Due to their cultural and biological abundance, these living labs are a strong learning source for the population.



Coastal wetlands

Marshes

Low and flooded land, located on the shore of the sea or estuaries. It is flooded by sea-water, as a result of the tides or surplus water, or the encounter between the sea and the mouth of a river. The vegetation consists of rushes, weeds and reeds, in addition to small-intercalated lagoons and canals (Cervantes, M., 1994).

Over the past 50 years, Central America has lost more than 40,000 Ha. of mangrove land, transformed into agricultural crop lands and ponds for shrimp farming or salt production. Some of these areas were later abandoned, but the ecological functions of the mangrove land were never restored, to the detriment of approximately 226 bird species associated to these mangrove forests, one of the most important expanses of coastal forest land (Jiménez, J. A., 1994).

Mangroves

Mangroves are salt water flooded forests, conformed by certain species of particular flora and fauna, dominated by a group of trees and other related species, which have adapted to the colonization of muddy soil, devoid of oxygen, in flooded areas subject to the effect of the tides. They are found in estuaries and canals, and constitute breeding ground for many species of crustaceans, fish and mollusks. There are seven main species of

mangroves found in Latin America: *Rhizophora racemosa* (white mangrove, giant red mangrove) and *R. mangrove* (red mangrove, knight mangrove), with fulcrum roots; *Avicennia germinans* (salty mangrove) and *A. bicolor* (black mangrove, *palo de sal*), are recognized by the air roots stemming from the soil. The *piñuela* mangrove (*Pelliciera rhizophorae*, with its pyramid-shaped roots and filled with prawns; *Laguncularia racemosa* (white *sincahuite* mangrove, *angelín*) and *Conocarpus erecta*, known as black mangrove, *mariquito*, *botoncillo* mangrove (Pizarro, F. and Angulo, H., 1993).

Swamps and flooded forests

These are two wetland ecosystems, commonly found on coastal plains, usually associated to each other. Swamps are formed by waters of permanent or almost permanent flooding, less than one meter deep. Water flow is slow and with many irregular drainages. In flooded forests, the trees possess adaptations to hold their large size onto the unstable soil. Although not very common in marine-coastal zones, these ecosystems constitute an important source of natural resources, which include water, wild flora and fauna.

Coastal lagoons

Coastal lagoons may be technically defined as depressions below the high tide average, temporarily or permanently connected with the sea. They are classified in four types: open lagoon, partially enclosed, enclosed and estuary lagoon.

Estuaries

Estuaries are considered as semi-enclosed water bodies, connected with the open sea, and which waters mix up with fresh water bodies.

Both, lagoons and estuaries maintain exceptionally high levels of productivity, comparable, as a whole, to coral reefs and sea grasses.

Given the semi-enclosed (protected) nature and the high biological productivity of the lagoon-estuary environment, ever since pre-historic times, these coastal water bodies have conformed the subsistence base for nearby populations. Some of the most common uses of coastal lagoons and estuaries are navigation, fish farming, recreation, fishing and organisms' collection.

Deltas

These are indirectly constituted by the mouth of one or more rivers, through a series of canals or arms. These are areas of enormous hydraulic and geo-morphological dynamics, as they exert influence over the tides, and the effect of river sediment discharge and dragging during the year, can provoke changes to the riverbeds. This dynamics includes a vast number of species bearing commercial as well as biological importance. Many populations have become established near these ecosystems on account of the abundance of their resources.

Channels

These are water bodies formed into a natural channel or enclosed ancient delta arms. The waters are characterized by alternate periods of stagnation and flow, depending on the daily or seasonal cycle of the tides, which is the cause for the variable salinity of these waters (Cervantes, M., 1994). They are extremely common in mangrove and delta areas.

Bay

Sea entry into the coast, of considerable extension (Cervantes, M., 1994).

Marine wetlands

In accordance with the definition of wetlands, a marine wet zone is considered as the entire continental plateau which depth does not exceed six meters in low tide. Two very common ecosystems are found in the tropical regions within this type of wetlands: Coral reefs and sea grasses.

Coral reefs

Coral reefs consist of a large and stiff structural mass of calcium carbonate, formed by the sediment residues of corpses generated by the successive growth and development of reef forming corals). Coral reefs are found at the tropical littorals, where the water is shallow, with adequate levels of oxygen, clear and warm waters, and free of suspended sediment, excessive fresh water currents and pollution. Although corals consist of colonies of small animals, each living unit of coral has populations of algae inside its tissue (Cortés, J. and Guzmán, H., 1985).

Coral growth is relatively slow; growth rates vary between one millimeter and ten centimeters in length per year.

Although they only take up a small fraction of the marine environment, coral reefs represent the habitat for approximately one fourth of the fish species currently known, a considerable number of invertebrates, plants, some reptiles and marine mammals.

Coral reefs have a wide range of direct and indirect uses, to the benefit of individuals and society at large. Among the predominant and more valuable uses, we find the high yield obtained from fishing in the reef, which is estimated at five tons per Km. This yield is not limited to the fish and crustaceans that grow inside the reef system, but also includes a variety of organisms captured on adjacent systems, which subsistence depends on the reef. Coral reefs are also important to the promotion and development of the tourism industry, by way of diving, fishing and recreation.

On the other hand, coral reefs contribute to lessen the forces of nature, by mitigating the impact of the surge and the tidal waves produced by hurricanes and storms (Snedaker, S. C., and Getter, C. D., 1985).

Sea grasses, marine prairies

Encompass the communities of vascular plants (usually called superior plants), which are found below the surface of shallow marine waters, usually on low-energy or protected coasts. The name derives from their appearance, similar to ordinary grasses, although they bear no relationship whatsoever to the family of land grasses. One of the most commonly found species in the tropic is the *turtle grass* (*Thalassia testudinum*). Marine prairies are commonly found in marine-coastal zones associated with mangroves or coral reefs, although they can also be found on shallow water prairies in open coasts. These ecosystems shelter species of animals that are generally threatened or in danger of extinction. Such is the case of the manatee (*Trichechus manatus*) and some species of marine turtles.

Human presence on marine-coastal zones

Marine-coastal zones have turned into the human species' most favored environment. Almost 50% of the world's population resides on the 150 Km. next to the coast (Cohen, *et. al.*, 1997), which rate is expected to increase on account of the continuous and fast population growth and migration. For instance, in the Central American region, 21% of the population lives on the coasts, in population units ranging from small villages to capital cities such as Panama and Belize.

Nevertheless, most of the coastal inhabitants are located in rural areas, where availability of basic services (health, education, drinking water, sanitation, etc.) is scarce and living conditions are critical.

Global trends show that the environmental health of coastal areas, which is key to the quality of life of human beings, has worsened over the past few years. A full-scale deterioration of coastal environment is observed on account of water quality loss; degradation or destruction of critical habitats², such as sea grasses, mangroves and estuaries; the deterioration and collapse of fisheries, and the loss of biodiversity.

Among the environmental problems associated to coastal population centers, is the contamination of coastal waters due to lack of residual water treatment; changing the use of the soil to development projects for housing, tourism, industrial and commercial purposes; alteration of habitats that are critical to the support of fisheries, wild life, and other human activities, such as tourism and other marine activities; and the development in inappropriate or ill designed coastal infrastructure, which favors accelerated erosion processes and the exposure of the populations to natural hazards.

In addition to the above, there is also the disorderly occupation of space which blocks public access to the beaches and other state-owned lands; inappropriate management of solid waste, which adds to the contamination processes and affect public health; inadequate utilization of local resources, such as construction materials (sand, coral and lumber from adjacent wetlands); social and cultural displacement of native residents from minority ethnic groups, as a result of the irregular development of the marine-coastal zones.

Although the population structure of coastal communities is heterogeneous, as it is conformed by men and women of different ages, ethnic origin and social groups, in most cases, women are not seen in their rightful dimension. This invisibility is clearly revealed by the almost total lack of information about women in official statistics, the scarce research on women, their scarce participation in fishing cooperatives and in business and community organizations (oral communication, Hilda Salazar).

2 ____ Critical habitats are those natural environments representing a morphological unit within a bigger whole or ecosystem, and which are fundamental to the optimum development of the various biological stages (reproduction, breeding, resting) and species' protection.

Major income-generating activities in marine-coastal zones

A large number of activities take place within the marine-coastal zones: fishing, fish farming, agriculture, tourism, as well as military, industrial, scientific, harbor and oil uses. This situation is largely responsible for the competition that has broken out among the various activities in their struggle for physical space and resource utilization.

The impact caused by mismanagement of marine-coastal zones, the contamination of the marine environment, and global climatic change, has affected income-generating activities, the coastal environment, and the communities from these areas.

Major problems

- Disturbances on the living conditions and coastal communities and their traditional culture, due, specifically, to the introduction of outside agents which have modified the social relations' structures, for which reason the people's behavioral patterns as well as those of the family units, have changed.
- The large-scale fishing fleets, which apply more sophisticated methods and techniques, have invaded the traditional fishing areas, thus eliminating access to the resources, which once belonged exclusively to craft fishermen.
- Many coastal areas have been severely damaged, due to industrial, urban and agricultural contamination, which has resulted in the local fishermen's inability to obtain high-commercial value resources.
- The increasing number of tourist installations have forced fishermen to migrate, which has resulted in changes to their ways of life, has increased the costs of their life styles, and has created seasonal working conditions and long periods of unemployment.
- All of the above has generated changes regarding the use and utilization of the soil, impoverishment and deterioration regarding the quality of life of men and women from those zones.

Fishing

Live marine resources provide an important source of protein, and their utilization bears great commercial and economic importance. Fishing generates high incomes, jobs, and contributes to support the local communities, some of which are indigenous populations.

It should be clearly acknowledged that in many places fishing is complemented with other activities, for which reason it is not possible to generally use the term "fishermen" or "fisherwomen", as there are differences on account of the access to fishing resources (depending on the type of boats and skills), participation regarding the work and income. There are other differences of a more subtle nature, and thus, less visible, which are associated with the organization and form of cultural relationship established with the natural work source (sea, lagoon, river), as well as with the cultural and gender relations (Paré, L., 1989).

In several regions fishermen also are farmers. However, there are other regions where fishing is the population's exclusive activity. Unlike farmers, fishermen establish a direct bond with nature, that is, unaffected by any domestication process. Their workplace is either the lake, the sea, or the river, which, unlike the land, is not ruled by a private property code, and unlike the community-owned land, is subject to community use, rather than individual use. By contrast to the agricultural process, product appropriation takes place on a direct or immediate basis.

To find the elements through which it is possible to establish guidelines for the ecological management of a specific zone with respect to fishing exploitation, one must first understand the differences existing among fishermen, as the various attitudes towards the environment are revealed, which in turn, are determined by diverse economic interests.

The fishermen's working process takes place in one single day, or three at the most, and their job consists primarily on setting the fishing nets, preparing the bait, and picking the product. Other factors of an economic nature, such as subsistence or the need to pay for their gear when purchased on credit, determine the repetition of the fishing activity.

Thus, the major distinction among fishermen is full-time fishermen and part-time fishermen. The geographical location and access to certain production means (fishing gear and boats),

determine the degree of specialization around the fishing activity, as the only, major, or secondary occupation.

Part-time fishermen are those engaged in other activities during certain periods of the year, such as employment in agricultural or industrial activities, or as small businessmen.

Although women are and have always been present in the fishing industry, in most instances their participation is neither socially acknowledged nor economically remunerated. This is primarily due to the fact that the stages at which they become involved, are not the most visible ones (Paré, L., 1989).



*Women's
participation
in
fishing*

- **Direct capture:**
There are some communities where women are involved in fish catching and gathering, some times acting as the responsible person, and others accompanying their spouses or parents, as the case may be. When the fisherman is accompanied by a member of his household, he saves on the wages of a helper, which, in some instances, might allow a certain level of capitalization, or a little extra money to face increasing production costs. There are other means for female participation in fishing; for instance, there are regions where women are actively involved in gathering mollusks and bivalves.

- **Processing:**
Fish products are goods with an extremely short shelf life. Therefore, with respect to craft fishing, the various processing tasks, require fast techniques. In many regions, the processing activities are mainly carried out by women, even though the rest of the household also participates. Within the various processing techniques are: filleting, shell removal, meat removal, drying, curing, and smoking.

Although each of the processing techniques follows their own regional specifications, they all have in common that prior to the processing stage, other preparatory activities are undertaken, which are usually carried out by women. Among them are water and firewood hauling.

- **Processing plants:**
There are some studies that document the increasing participation of female labor in fish processing plants, in tasks such as freezing, packing or canning. Their working conditions usually are disadvantageous, as is the case within the textile industry, which has been vastly studied.

Among
these stand
out:

- **Commercialization:**

It is at this stage of the productive chain, that considerable female participation is noted. This can take place in a direct way at restaurants or local markets, or indirectly, through middlemen.

It should be noted that, in spite of the importance of women's participation in fishing activities, be it at the time the fish are caught, processed, or sold, the conditions under which their involvement takes place are not of a most equitable nature.

- Women do not usually participate in the meetings held by the fishermen's organizations.
- Most of the fishing projects are men-oriented, and the participation of women is limited with respect to planning, programming and management.
- There are very few policies or programs within the fishing sector where gender aspects are considered.
- As a general practice, projects contemplate a technical offer for the fisherman producing large quantities of fish. However, women from marine-coastal zones or riverbanks perform a series of tasks, such as gathering bivalves, mollusks and oysters, among others. Despite the fact that all of these tasks involve intense labor and are extremely time consuming, the exploitation techniques continue being very rudimentary.
- Formal partners are mostly men, and women do not normally participate in this activity under equal conditions.

Frequently, fishing is a seasonal occupation; periods of abundance are followed by periods of shortage. Both women and men have to anticipate extended periods of underemployment or sub-employment. Fishing also is a single crop activity and, consequently, particularly vulnerable in the event this only source of food or income disappeared. On the other hand, even though fish constitutes a high source of protein, fish alone is unable to provide a balanced diet, as other food groups are required for a population to enjoy minimum health conditions. As the majority of the fishing population owns no crop lands or has the necessary agricultural knowledge and skills, there are limited chances of increasing agricultural production.

Fishermen and fisherwomen need to have the opportunity of carrying out other type of activities, so as to make it possible for them to produce food or obtain the income needed to acquire it, and thus, enable the expansion of the economic base upon which relies the survival of the household. In this sense, women should be granted a priority status.

Fish farming (Aquaculture)

Fish farming is a relatively new activity that constitutes a viable alternative to the difficulties confronted by the fishing sector. This activity has great possibilities of becoming "sustainable", from an economic, social and environmental point of view.

Fish farming is an income-generating activity quite similar to agriculture. The step between fish catching and fish farming is similar to the step between produce picking and agriculture. In spite of the fact that they are undertaken in different settings and are perfectly regionalized, they cannot escape from the limitations and opportunities that are currently confronted by all economic activities (Juárez, P., 1992).

From an economic and social point of view, fish farming constitutes an increasingly attractive activity, but its development confronts serious problems derived from intrinsic as well as extrinsic factors. The generation of negative processes has been observed inside the production units, to the detriment of natural resources, by being undertaken in frail ecosystems, such as coastal lagoons, mangrove zones, and inland waters, either natural or specially created to be used as production means.

These ecosystems are being simultaneously degraded due to several factors, among which are agricultural and industrial contamination, construction of dams, and river deviation, deforestation, and mining and oil extraction.

Considering part of the analysis made by Salazar, H. (1999) about fish farming, from a gender perspective, it is observed that in fish farming men and women are placed on different positions, for instance, women have greater involvement in rural rather than commercial fish farming, as is the case of shrimp farming.

Non-fishing income-generating activities

Annex 1 includes a broad description about the productive and reproductive terms

The transformation of coastal habitats, as a result of the development of other activities, which may not necessarily be associated to fishing, should be thoroughly analyzed, since these habitats are fully interdependent and closely linked to each other.

Thus, the importance of applying the basin approach to the marine-coastal zones; through this approach it would be possible to gain awareness about the activities and problems generated at the high basins, as well as their impact on the coast and the sea.

From a gender perspective, it is also important to connect the income-generating fishing and fish farming activities with other productive as well as reproductive activities undertaken in marine-coastal zones, as it is becoming increasingly frequent for the coastal populations to stop depending exclusively on fishing activities.

Agriculture and livestock

The analysis of agricultural activities within marine-coastal zones, is a key issue to adequately understand the social structures and the household economy of these regions' populations.

The environmental and economic cost imposed by said activities on the income-generating coastal systems and other human activities, such as fishing, tourism, recreation and water transportation, has not been sufficiently documented. This is explained by the little historical importance granted to the littoral and marine strip, and the sectoral emphasis of the limited planning attempts made throughout the Latin American countries.

There are farmers who combine fishing with agriculture, depending on the time of the year each activity offers employment opportunities. Nevertheless, even if they are employed in another activity, they continue fishing to meet either consumption needs or the need for immediate hard currency. Instead, fishermen from coastal villages who own no land, are full-time fishermen.

Among the most important environmental problems associated to agricultural activities are: running-off waters eventually draining into the sea; destruction of critical habitats, such as coastal forests, mangroves and other wetlands; extraction of underground waters for irrigation purposes, which fact has permitted salt intrusion; increase in the natural sedimentation rates of the coastal ecosystems; conflicts with other social sectors from the zone, such as fishermen,

tourist operators, protected areas and urban zones and invasion of public property zones.

Tourism

Tourism has become a major activity in many countries. In some countries, tourism even is the most important foreign currency-generating activity, and current strategies for tourism development are mainly directed towards the marine-coastal zones.

Sector development could be maximized by undertaking an integral management of the coastal zone, through the protection and restoration of the regional environmental conditions, the incorporation of local communities into the tourism-generated benefits, and assigning orderly spaces to various activities carried out.

In many countries, the problems generated by tourism in the coastal zone are similar. Among them are non-compliance with national legislation; induced land cost increase (speculation), with the consequent displacement of local populations; generation of inter-sectoral conflicts, such as, craft fishermen with sports fishermen, farmers with tourist operators, commercial ocean transportation and cruise ships operators.

Tourism also provokes a disorderly development of infrastructure with high socio-economic costs. Among them it is worth noting the lack of planning regarding solid and liquid waste management, and provision of basic services to the populations tending to the tourists, as well as the construction of tourism-related infrastructure on inadequate places, all of which encourage erosion and interrupt basic ecological processes (particularly when building hotels on the beaches).

From a gender perspective, there is very little documentation regarding the tourist activity in marine-coastal zones. Kinnaird (1994) points out that in several regions where there is an increasing tourist development, the important thing is to analyze, firstly, what impact the relationship between the tourists and the local population has had on gender relations. On the other hand, it is important to become aware about employment opportunities for both men and women, as, in accordance with existing literature, these jobs reproduce the traditional forms around the sexual separation of the work, by hiring women as chambermaids, receptionists and cooks, since these are tasks normally performed at home.

This implies less training, lower salaries and, thus, fewer possibilities for personal advancement.

This subject deserves special attention. The intention behind its inclusion in this paragraph is, precisely, to be kept in mind when undertaking development projects in tourist areas.

Finally, there are many non-fishing activities undertaken at the marine-coastal zones, and depending on the type of project, an in-depth analysis of the activities should be undertaken to ensure a more real vision.

2. Gender equity

As a result of the development of human rights and the global democratization processes, it is unavoidable to work from a perspective that integrates the subject of equity and equality among men and women. The development of and work in marine-coastal zones does not escape from this reality.

Thus, the incorporation of the gender dimension is essential prior to understanding and analyzing complex topics, such as the environment and sustainable development. In this sense, Velázquez, M. (1995) points out that: "Sustainability should be conceived and implemented in accordance with a gender-based development agenda, wherein it is acknowledged that, although not enough by itself, a change regarding gender relations is, indeed, an essential requirement to achieve ecological and social sustainability under a framework of true equality."

Gender relations, understood as the social conceptions about the meaning of being a man or woman within a given culture, permeate all the dimensions of every day's life. From a sustainable development approach, Aguilar, L. (1995) points out that the use, access and control of natural resources, like other areas or goods, are affected by the gender system prevailing in a given community. Men and women make use of the resources and express their environmental reality in different ways. Participation in environmental issues, which also takes place in different ways, is closely linked to age, social condition and culture.

This is not about making a binary analysis about man-woman's participation, but about understanding the relations between the two, in the hope of contributing to overcome the disadvantageous situation which women have historically confronted, and propose strategies to induce a gender perspective into the projects.

*It is not a
binary analysis
about man-
woman's
participation*

The use of the category of gender in Social Sciences began about 25 years ago; during this period of time several stances and trends have emerged, some convergent and other opposing (Lamas, M., 1996). It is important to recall that the feminist movement demands gave birth to this category.

Riquer, F. (1993) states that **gender** is, fundamentally, a term used to emphasize the fact that inequality between the sexes is not explained by the physiological characteristics, but by the unequal and inequitable considerations granted to women. In this sense, gender refers to the cultural, social, economic and political conditions, which constitute the basis of certain behavioral standards, values and patterns regarding both genders and their relations.

Gender, environment and sustainable development: explaining the linkage

In an effort to link gender to the environment and sustainable development, several conceptual and methodological directions have been generated, which, despite emerging from different contexts and moments, have had an influence on each other. Paolisso, M. (1995) identifies—at least in theory—three major trends.

The first trend, known as the Women and Environment Trend stresses the potential of women as managers of environmental resources, their vulnerability to environmental change, on account of their close dependence on the environmental resources, and the fact that the initiatives on development and environment need to support women's contributions to the environment. This trend falls within the line of thought of Women in Development (WID), from the early 70's, which favored linking women-related issues to development, by showing the benefits (in terms of economic growth) derived from investing in women. This approach tended to emphasize the ways through which women could contribute to development, instead of how development could improve the lives of women (Razavi, S. and Miller, C., 1995).

The second trend, widely recognized for conceptualizing women's relationship with nature is the Ecofeminism.

26

WID:
*Women in
development*

GAD:
*Gender and
development*

Under the ecofeminist perspective, women are perceived as “naturally” close to nature, which, according to Paolisso, M. (1995), is the result of society’s patriarchal structures, which subordinate nature to culture and women to men. Ecofeminism is recognized for conceptualizing women’s relationship with nature, by establishing a strong link between both and defending the recuperation of a “feminine principle” which implies cohesion, sustainability and diversity (Shiva, V., 1989).

The third trend called Gender and Development (GAD) arises in the mid 80’s, as a result of the evaluation conducted on the models and findings obtained from the application of WID. The GAD alternative appears as the consequence of a global reflection and criticism about the theory and practice of development, which has determined a change regarding its conception, and the generation of a new proposal, where development constitutes the means for a change in the living conditions of women (Portocarrero, P., 1993).

This approach takes gender construction as the key factor that guides the relations of women and men with the environment. Rico, M. N. (1993) states that the GAD approach acknowledges the existence of gender subordination and its position within the power structures of society. It is, furthermore, focused on the need to consider the different and unequal effects and impacts by gender resulting from the development policies and strategies, and determines that because of the different and unequal social roles assigned to men and women, they each have different problems, interests, needs and priorities, which should not be mixed up or standardized at the time of designing development projects. GAD assumptions also enable the identification of the differences existing among women, stressing the socio-historical and cultural character of the subordination and negotiation processes in which women are involved.

What do we understand as the sex-gender system?

By **sex** is understood the set of genetically acquired biological characteristics, which organize individuals into two categories (man-woman), while **gender** is a social connotation, wherein a series of socially differentiated characteristics and roles are built (masculine identity and feminine identity).

Being born with a given sex, that is, with a series of body characteristics, defines the expectations cherished by both parents and society about the newborn, the guidance it will receive regarding what is allowed and forbidden, at home, in school, in life, the right career, how to show feelings, how to love, how to be satisfied, how to live, understand the world and their role in it. There is a definition about what is right, demanded, desirable, possible, which we all learn to become a man or woman.

Genders are bio-socio-cultural groups historically built as of the identification of sexual characteristics that physically classify human beings.

The **sex-gender** system is also distinguished by the fact that the standards, practices, symbols and values are socially determined and shaped; thus, they are not universal in nature, and change from culture to culture. It could be that in some places the feminine and

masculine context may be different from how we know it, simply because it has been so determined. Therefore, the gender system is dynamic, changing and subject to modification.

Another major characteristic is the fact that gender construction is interrelated to other conditions and hierarchies within society. For example, ethnic group, social class, age, membership in a religious community, among others.

The living conditions of a poor, 40-year old Indian, widowed fisherwoman, are far different from those of a wealthy, 40-year old Caucasian, widowed woman.

For this reason all individuals, women and men of different ages, cultures, ethnic group, social class and place, lead a different life, with a different experience and gender identity, determined by their social group at the time of their birth, and which

determines how they should be according to their sex.

From natural differences to social inequalities

Differences alone do not cause inequality. But at the moment the social group assigns a value to these differences (men are worth more than women), the situation changes and generates inequalities regarding the development and well being of women and men.

Inequalities

The inequality resulting from this socially assigned value, impairs the access of both genders to equal opportunities for their personal and collective development. No person has by itself determined to be in a position of superiority or inferiority; its location within the gender hierarchy, automatically assigns it a place in any of these two positions.

Gender theory and studies have made it possible to learn about the contents of inequality. These contents are expressed by and take different shapes, both at the various spaces and levels where relations between women and men take place, as well as in the course of all the actions carried out by them. Some forms of expression of these inequalities are:

- Women are considered less able to make decisions and fill positions of power.
- There are some countries where the investment on the education of girls is far smaller than on the boys', basing this on the argument that the girls need not study as they will remain home when they grow up.
- The masculine sex is granted far more liberties than the feminine sex. For instance, many women have to ask permission from their spouses or partners if they want to go out of the house.
- There is little or no access for women to own resources, such as land, boats, fishing gear. Generally speaking, assets are in the name of men.

Thus, social mandate encourages the development of certain characteristics in the feminine gender and others in the masculine gender, but assigns greater value to the latter. These characteristics are concentrated on the gender identities and a relation of subordination by the women.

No one is exempt from this identity forming process, which determines the opportunities and limitations individuals will have to become fully developed: Their access to resources, decision-making abilities, the possibilities to create and propose efficient ways for doing things. It also determines the sustainable development possibilities for their own community.

In the pursuit of a sustainable development, each person has responsibilities and duties, so that together, all these actions will enable the realization of the proposed changes. If the participating persons are in position of subordination and oppression (in light of gender, age, ethnic group, class or socio-economic condition, religion, politics, etc), it will be difficult to reach the minimum agreements needed to lead them to recognize each other as equals: as persons with whom duties may be shared and who may be trusted and believed.

Therefore, development and resource management projects within marine-coastal zones, must have the means to adequately identify these inequalities and take the necessary actions to achieve gender equality, which fact entails, among other strategies, providing all project participating staff with training on appropriate principles and methodologies to define policies and actions aiming at decreasing and eradicating gender inequalities.

Tell me what you do and I'll tell you how much you are worth

Gender organization also establishes the type of activities carried out by both the masculine gender and the feminine gender, as well as their social standing. There is a gender division in work, in sports, politics, the economy, culture, and in all the activities taking place within a given society.

Work division is a process by means of which a clear distinction is established between the assignment and distribution of tasks, the spaces where they are carried out, the responsibilities determined regarding the compliance or non compliance with the tasks, the resources to carry them out, as well as the control of the benefits resulting from such activities.

Gender attributes certain distinct skills and abilities to women and men, which leads to the assignment of particular tasks and responsibilities, depending on the traditionally assigned identity: a role of provider for the masculine gender, and a reproductive role for the feminine gender.

This work division is also specific to each culture, dependent upon the community's geographical situation, the family's economic situation, and the access to resources for production and reproduction.

The work of human beings basically encompasses three fields of activity:

A more comprehensive definition about these fields of activity may be found in chapter IV and in the glossary

- **Reproductive work:**
It includes all activities related to biological reproduction, in addition to those related to the family's support, children's socialization and education, health care, feeding, and the corresponding tasks.
- **Productive work:**
It includes the activities that generate income, goods, services or benefits for personal consumption or market commercialization, through which family reproduction is guaranteed.
- **Community work:**
It refers to all activities carried out within the community for the purpose of ensuring family reproduction, defending and improving the community's living conditions, and community organization.

As it may be noted, gender construction poses the activities carried out by women as "complementary". "You take care of the household and I take care of bringing in food". Yet, these activities are not assigned the same value as the men's productive work. The social reproduction tasks are not valued economically or socially, and are not subject to any kind of recognition, whereas the men's productive tasks are overvalued. It is taken for granted that men work and support the family, and that women and children merely help. Usually, the income generated by productive activities remains in the hands and control of men, who control "the expense" and, some times, set part of this income to reproductive activities.

Women, on the other hand, are not remunerated for the work performed at home, and most of the time need to find solutions to cover the expenses generated by reproduction and family up keep, to which effect they work outside the home, be it in a formal job or in informal activities (preparation and sale of food, for instance). This is why there are times when women work two or even three shifts.

It should be mentioned that the production costs of any type of good or service, which do not consider the “triple work shift”³ carried out by women, are not real costs. “If women had unrestricted access to occupational opportunities, the cost of staying home carrying out non-remunerated chores, would be extremely high” (Campillo, F. and Pérez, L., 1998). In other words, in spite of the fact that the reproductive job supports the productive work, the value of these activities is neither estimated nor taken into account when calculating production costs.

In marine-coastal zones, women spend large amounts of time preparing food and clothes, processing fish and seafood, and getting the fishing gear ready, etc., for the fishing trips. However, the fishing sector seldom appreciates this as a significant contribution.

Another aspect that should be taken into consideration is the use and enjoyment of time. It is incorrectly assumed that the reproductive and the house work are less burdensome and easier to carry out than the productive work, and thus, when the man arrives home, it is for the purpose of resting and getting fed. There is a general

conception that the woman wastes her time during the day. It is also considered “natural” for her to concern herself with all the matters related to the reproduction and up keep of the family. Should several kilometers be needed to be walked to haul water for cooking, this chore is considered as part of the reproductive tasks, and must, thus, be carried out by the woman. Because of this attitude, women have no spare time to participate in projects or organizations, or attend training, recreation, or education sessions.

By whom, how and when are decisions made?

Decision making and power exercising are as unequal. Public decisions are more important than decisions made at a private level (household). However, in both cases, there are many instances when it is the man’s decision, even when it pertains to the tasks carried out by the woman.

³ — It refers to the participation of women in productive, reproductive and community work at the same time. This term has traditionally been used to visualize the women’s labor burden, on account of the three roles they play.

In this manner, and as a general rule, the activities related to education and access to knowledge are conducted by men, who have access to empowerment through these new experiences, not only as a result of the newly acquired knowledge, but also of the social recognition obtained.

Women face far more limitations to undertake an educational process that will enable them to pursue income-generating activities and obtain greater recognition. In such cases, they are confronted with another problem: their reproductive activities, who covers up for them?

In many cases, the daughters take over these tasks; in others, this is asked of other women, relatives, grandmothers or neighbors. Full female participation in the development processes is no easy task, precisely because this participation demands time and quiet. This can only be achieved if the changes leading to the achievement of equity are undertaken jointly by women and men. This entails understanding that efforts are being made to develop the entire community, not just a few.

What does it mean to work from or through a gender equity perspective?

Because of the above, it may be concluded that working from a gender equity perspective is more than just "women's activities for women". It involves an approach, strategies and actions directed at women and men.

Working from a gender perspective means acknowledging the unequal power relations between genders, and the role played by both men and women in the improvement of living conditions, as well as building possibilities for changes towards equitable and participatory relations within the sustainable development processes, both inside and outside of the scope of the household.

This acknowledgment involves making visible, through community awareness processes, the role differences regarding access to and control of resources and benefits, as well as the unequal participation in decision-making issues, and gender-related abilities, interests and needs.

Gender specialists should reconsider the humanity and nature concepts, in order to broaden the perception about the human condition. And from this perspective, learning about women also involves learning about men. The study of gender is a way of understanding women, not as an isolated aspect of society, but as an integral component of it (Conway, J., et. al., 1996.)

Therefore, working from a gender perspective involves initiating a permanent process, aiming at integrating men, women, children, teenagers, into the various stages of a project (design, planning, implementation and evaluation), enabling their full participation in the development of a society.

To attain this vision, social learning processes need to be promoted to encourage breaking with the current gender identity construction. Project wise, it will be necessary to establish the offer for services based on equal opportunities, through the development of strategies aiming at integrating men and women into the various activities, and encourage autonomy among the latter.

Group processes for human development are based on the exercise of the rights, duties and responsibilities of the various social groups, their expression and participation in decision-making processes, inside as well as outside of the projects.

Within the projects, it means to establish a policy aimed at achieving balance at all structural levels, regarding the power relations between men and women.

Working from a gender perspective means, in summary, to introduce a new vision and way of feeling and living reality, based on equitable and autonomous relations between genders (men and women). It means being aware about the participation of women and men as promoters and subjects of development, which fact entails congruity between the conception adopted and the way of life.

Chapter VII of this manual refers to this aspect in greater detail



III

A GOOD START MAKES A BETTER ENDING:

writing proposals from a gender perspective for marine-coastal zones¹

It is common for proposals seeking to link gender, environment and sustainable development, to include several starting points. These proposals may be elaborated starting from various information sources, previous appraisals, experiences or needs proposed by the community, or they may stem from governmental projects. Therefore, the starting point for the elaboration of any proposal is a "pre-appraisal".

It should be mentioned that through this "pre-appraisal", it is possible to approach the subject we wish to tackle, but it does not replace the exhaustive appraisal that will have to be undertaken after implementing the project.

In this sense, this chapter is conceived as a starting point, rather than as a finishing point. When, from the very beginning of a proposal, there is a clear idea concerning its justification, objectives, participating groups or individuals, strategies, monitoring and evaluation systems, definition of activities, including the allocation of resources and time, the chances of success are far greater.²

During the past few years, a large amount of field projects in Mesoamerica have been analyzed and evaluated, on account of the efforts being made to mainstream a gender equity perspective. In this process, an identification has been made of a series of principles, conditions, strategies, actions and procedures, that have contributed to facilitate the development initiatives' impact on inter-gender relations within households and communities, in the sense of achieving greater equity and sustainability.

Chapter IV of this manual specifically discusses the subject of gender-based participatory appraisals

1 _____ This chapter was elaborated taking as the starting point Module 1 of the **Toward Equity** series, *A Good Start Makes a Better Ending: Writing Proposals with a Gender Perspective* (Aguilar, L., 1999).

2 _____ The following chapters of this manual are aimed at supporting the projects' various development stages, that is, when the projects have crossed the proposal stage.

This chapter constitutes an effort to systematize these theoretical, methodological and practical elements, which should not be considered as "recipes" to guarantee mainstreaming a gender equity perspective, but as pre-conditions to help a project to fully incorporate its equity- and equality-oriented efforts at the on start of its work in a coastal zone.

Some of these principles are:

- It will be considerably harder to mainstream a gender perspective into a project or initiative that did not take into consideration gender equity objectives and goals.
- A gender equity approach or perspective is not something that can be "attached" or "glued" to a previously elaborated proposal.

One of the most widely used forms for gender equity mainstreaming, is by forwarding a previously prepared proposal to a specialist, in order to have the gender issues "added". Furthermore, this task usually takes a few days.

Yet, when project implementation makes evident the need to consider gender relations, and this need is taken up as a challenge and a commitment, then it will be feasible to shift the direction of the processes, by acknowledging that the mechanisms and procedures will vary.

- Concern about the equality-equity principles, added to how a project contributes to their achievement, are elements that should be present throughout the project in a coherent, integral and mainstreamed manner. Mainstreaming means constant awareness about equality between women and men with respect to the policies, strategies and development interventions in marine-coastal zones.

Gender mainstreaming is not ensured by simply incorporating women into a program or activity; it must ascertain the participation of both women and men in the definition of objectives and the planning stages, in order to make sure that sustainable development meets the priorities and needs of both.

In addition, an analysis should be undertaken regarding the impact of the development-related interventions on the relations between women and men, throughout all the areas of social development. This analysis needs to be made **prior** to making important decisions about the goals, strategies and distribution of resources (SIDA, 1997).

- From a theoretical-methodological point of view, consideration about a gender perspective's mainstreaming, is the most important aspect to be considered when writing a project proposal, because of the implications about what needs to be done, to whom it is directed, and how it will be done in an integral manner.
- In many initiatives, gender is incorporated as an independent component, disjointed from the activities of the various stages of a project, which gives way to fragmented approaches. To others, gender analysis corresponds to a stage within a project's cycle, usually the appraisal stage, which is not considered again when defining objectives or proposing subsequent actions. To some initiatives, gender equity means developing training processes, at times, for extended periods of time, with no repercussions on the project's overall development.

As a result of this approach, it is not unusual to find projects with skimp budgets allocated for these purposes, insufficient personnel, the non-appointment of gender specialists and, consequently, all of the actions are promoted on a short-term basis.

For example

The findings of a study conducted in 53 Central American environmental projects, showed that the average budget allocated to the subject of gender was less than 2% of the projects' entire budget.

Based on the above, the efforts made have no chance of having any impact on the subordination relations, as they do not constitute true transforming processes (Aguilar, L. *et. al.*, 1997).

1 . Basic considerations for gender equity mainstreaming

If a project proposal for marine-coastal zones aims at having impact on more equitable relations, actions and results, it must necessarily give consideration to some fundamental criteria that should be reflected throughout the project's activities.

- The equality of rights between men and women should be among the project's core principles. Legal, economic, political or cultural barriers, which limit equal rights' exercising, should be clearly identified and removed through affirmative actions.

A project promoting the participation of women in the fishing sector, saw the need to allocate funds and time to teach the women to swim, in order to offset "their fear of the sea".

In some cases, this will imply that the project will need to carry out a series of activities and actions towards promoting women's access to information, training and skills development, to acquire the skills needed to be able to participate on equal terms with other sectors of the population.

- Included among the strategies of a project, should be the promotion and achievement of the women's full, true, active and adequate participation, to which effect the necessary spaces should be guaranteed, and due consideration given to their contributions. Such a strategy should not only allow and encourage women's involvement in their own terms, but also to promote empowerment processes (Lingen, A. *et. al.*, 1997).

In Chile, women identified that machismo was one of the most restrictive factors regarding their participation in fishing activities, as it discriminated and restricted their participation in fishermen's organizations and technological innovations, on account of men's distrust about women's organizations (they did not want to be left behind by women) (Mora, O., 1990).

In spite of the efforts made towards increasing the possibilities for women as well as men, the traditional development models are based on the social systems already pre-established with regard to "feminine" and "masculine" environments. As a result thereof, the technical offer proposed by the project, reinforces and maintains the traditional roles for both men and women.

- Women need to be seen as active agents of change. One of the surest ways to contribute to economic growth and overall sustainable development, is by investing on women's abilities and promoting their empowerment, in order to enable women to exercise their rights and make their decisions stand.

Such empowerment is based on a power different from patriarchal power, a more equitable power, which includes and strengthens not only women, but men as well.

Magdalena León defines this new notion as the power "based on more democratic social relations and on the drive of shared power... a power where the relations between men and women allow the integration of micro and macro, private and public, productive and reproductive, local and global issues... it includes (also) a generational ethics which implies that power should be used to improve the social relations of the existing generations and make possible and rewarding the social relations of the future generations".

Many times, the only reference we have about power is an oppressive vision. We are acquainted with the power that, for subordination purposes, is established and justified based on the underestimation of the other person. It is because of this reason that one of the fears most frequently expressed during conversations about gender equity, is the fear of women exercising power in the same way it had been exercised until then. In many workshops and fora, farmers and specialists have emphatically stated that they will not allow the "tortilla to flip over". This clearly expresses their belief that there is only one way to exercise power, and they fear that the only thing that will change will be the person exercising the power (Cited in: Blanco, L. and Rodríguez, G., 1999).

- The institutions responsible for fishing resources are normally used to working with men, and quite often obstruct or belittle women's initiatives. It is essential for the projects to include equity elements in order to promote equal opportunities for women and men, to decide upon and promote actions aiming

towards the participation of both genders in non-traditional activities. Chapter V includes a list of actions that projects may carry out in this respect.

- It should be taken into account that, within the communities' individual and collective settings, the processes for social and cultural change will not necessarily coincide with the rhythms and schedules established by the objectives of the project.

Acknowledging that, because of their double or triple work shift, it is harder for women to participate together with men in community activities on an equal basis, implies, therefore, that the actions as well as strategies to be implemented should, on one hand, attempt at decreasing the women's work load and, on the other, adapt them to the schedules when women are able to spare some time.

- In order to achieve changes about the position and condition³ of women, men must be involved. One of the greatest contributions that gender analysis has made to sustainable development projects in marine-coastal zones, is the identification of the fact that the cause of the equity problem lies on the unequal and inequitable power relations between genders, which makes it imperative to undertake the analysis of these topics, not only with women, but with men as well.

Therefore, a men-oriented approach is necessary to be able to identify and tackle the structural and systemic causes of gender inequality.

Experience has shown that the efforts to correct gender inequalities through actions exclusively addressed to women, might result in a strong negative reaction on the part of men, unless they are provided with the necessary training and sensitization, and are incorporated into the process of change (this is exclusive of the need to implement actions or programs exclusively directed to women).

These efforts need to be made, in order to demonstrate the added value entailed by amending the inequalities prevailing

3 ____ **Condition** refers to the material status of a woman or man, and the practical needs such as housing, food, income, etc. **Position** refers to the social, cultural and economic location of women with respect to men.

between men and women, to the benefit of both social development and men. By the same token, men favoring equality should also be identified and supported (SIDA, 1997).

- Before beginning to work with community women, it is advisable to start with men-oriented workshops, in order to discuss topics such as: masculine identity, machismo, and the right of women to goods and resources.

2. Recommendations for gender equity mainstreaming into project proposals for marine-coastal zones

Writing a project entails great effort to make a precise definition about the various stages to be followed, to ultimately reach the expected impact.

This process requires an exercise of abstraction and synthesis, in order to define, arrange and assess ideas, and determine the best way to present them. Project managers are responsible for ascertaining the presence of gender equity principles throughout the theoretical and methodological process of the project, to enable mainstreaming the equity perspective into the principles, objectives, plans and resources, as well as on the administrative structure responsible for the implementation of the initiative.

A project proposal is not a document simply designed for funding purposes, but a guide for the initiative's implementation and evaluation.

There are many ways and structures to elaborate a project. The one presented below is a general structure. Needless to say, it will be up to the specialist responsible for the elaboration of a project proposal, to creatively adapt the recommendations herein presented, to the different steps of the proposal (for better understanding purposes, an example will be used throughout this chapter).

3. Background

This section includes a description of the project's context. It includes the quantitative and qualitative references of a system of social, economic, demographical, historical, ecological, political, legal and cultural interrelations, in which men and women participate to identify the key elements upon which gender relations are based.

Due consideration should be given to both the economic and environmental implications derived from gender relations, as well as how more equitable gender relations contribute to a greater economic and environmental impact.

It also includes a description of the project's geographical area, the environmental setting, the activities being undertaken in the area of influence, information about the organizations that will undertake the project implementation, and their experience in the field.

The specialists responsible for the elaboration of the proposal should make an analysis of the following elements, in order to determine their relevance. This determination will depend, to a large extent, on the objectives and impact expected to be achieved by each initiative. There might be instances where it will not be possible to rely on all of the information needed (i.e., data desegregated by sex), which might constitute one of the elements requiring further investigation during project implementation.

The background makes it possible to:

- Learn about the political situation and historical events of the communities and their implications for both women and men.
- Learn about the ecological environment and denote its present status.
- Express, in a clear and concise manner, the situation, condition, and position of gender within the area of influence, with respect to: living conditions; production of goods and services in the zone; social location; ecological, economic, productive and political aspects of the diverse social groups; existing organizations and the level of male and female participation. All of the information should be submitted desegregated by sex.

For example

In the case of fishing development projects, it is essential to identify the typology of the fishermen and fisherwomen and the work processes. Below is a list of some of the questions that should be responded:

- *Who are involved in fish processing?*
- *What are the uses of processed fish?*
 - *Household consumption*
 - *Sale*
 - *Other*
- *Which are the main causes of loss or shrinkage after capture?*
- *Which processing techniques are used? Are they effective? Could they be improved?*
 - *In the event that some technological problems were solved.*
 - *In the event that losses or shrinkages were reduced.*
 - *If improvements were made to the nutritional value of the processed product.*
- *What type of equipment is used? Could it be improved? Could the improved equipment be manufactured locally?*
- *Who is the owner of the processing equipment used?*
- *Does processing pose a significantly additional workload: Fuel, salt, water hauling, etc.?*
- *Who has credit access for fish processing services? Is processing done on an individual basis at home, or by way of a cooperative?*
- *Are there adequate fish storage services?*
- *Who has control over the income generated by fish processing?*
- *Is there availability of formal credit services for the women or men for fish commercialization investment purposes?*
- *What are the existing non-institutional credit services?*

*Chapter II
contains a
description and
analysis of
sexual/gender
division of
labor*

- To reflect the needs and demands expressed by the community's women and men.
- Identification of guidelines, patterns and laws that have a differentiated effect on men and women (including national legislation, common law, based on customs and traditions).
- Indications about the sexual/gender division of labor in participating groups: Who does what, when and how is it done, regarding productive, reproductive and community tasks.
- Identification about which is the access, use and control that women and men have over the resources, goods and services. Particularly, the resources and services over which the project expects to have some level of impact.
- To reflect demographic trends, such as: birth rates and migratory patterns for men and women.
- Inclusion of qualitative and quantitative data about the power relations and subordination between men and women of the participating groups.
- Identification about the women's forms of participation (quantity and quality) in the decision-making processes at community, household and organizational levels.
- To make reference to the activities and results obtained on this subject in the different phases of the same project, or other initiatives having operated in the target area.
- To express the will and ability of the organization to plan and implement activities where women will enjoy equal opportunities and rights.
- To clearly gather the opinions of the manager of the project about gender equity.

During the elaboration of a gender equity-based participatory appraisal, which is extensively discussed in chapter IV of this manual, the background data that serves as the basis for proposal elaboration, will be verified, updated and further investigated.

- When establishing partnerships with other organizations to strengthen gender mainstreaming, determining their degree of participation, their experience and commitment.

The authors agree with Rico, M. N. (1997), who points out that the intersection of the above variables, in addition to considering the ecological, political, social, cultural and economic context surrounding men and women, also enables linkages between the situation of these variables and the environment. It also enables the identification of opportunities or limitations towards the change of the prevailing development trend, to subsequently prepare proposals that address equity and sustainability in a more precise manner.

The consequences of environmental deterioration should be analyzed on a differentiated basis for women and men, starting from their asymmetric insertion into the social structure and consequent vulnerability. Furthermore, consideration should also be given to the environmental legislation prevailing in each country.

The interaction between gender and environment refers us to the human production of the environmental changes currently taking place. For a better understanding of this phenomenon, it is necessary to determine how the people use and manage resources, as well as their access to and control over the resources, in order to be able to determine their environmental consequences.

Gender analysis in resource management requires that consideration be given to the roles traditionally assigned to women and men within the productive and reproductive environments, as well as the new roles and insertions they are experiencing along with other related limiting conditions, such as poverty and its impact on the environment (Rico, M. N., 1997).

Example

Belize's coastal zone presents a considerable diversity of eco-systems and organisms, which include many habitats and species suffering from degradation or over-exploitation elsewhere. Without any doubt, the most remarkable ecological characteristic is the longest and most important coral barrier in the western hemisphere (220 Km. long). Other major habitats are the banks of sea grasses, mangroves, estuaries and close to 1,600 keys. These resources are the basis of tourism and the fishing industry, which constitute the country's major source of foreign currency.

In one of these keys (Sunshine) resides the community of Guana, where there are approximately 400 families, most of which depend on marine resources.

The situation about the habitats of Sunshine Key may be described as follows:

Coral reefs

The coral reefs in Key Sunshine appear to be in relatively good shape; however, certain negative impacts have been noticed. The greatest hazard to this habitat is posed by sewage and industrial waters, product sedimentation resulting from improper agricultural practices and soil erosion resulting from deforestation, and the effects of tourism through diving and snorkeling practices.

Only 47% of the houses or hotels have adequate septic tanks. The rest of the houses dispose of sewage and used waters directly into the sea. Appropriate techniques for solid waste disposal are non-existent, either, as 60% is burned or buried (being a key, land for this purpose is becoming increasingly difficult to find), and the remaining 40% is disposed of in the mangroves or the sea.

Tourism constitutes the most important income source for the Guana community. As a matter of fact, 77% of the tourists that visit Key Sunshine do so for the purpose of practicing some water sport. About 50% of the Guana families benefit from this type of activities. Boat owners (100% are men), are responsible for taking the tourists out to the coral reef barrier. On the other hand, almost 80% of the services offered by the hotels (food, cleaning) are carried out by women. 80% of the hotels or boarding houses are owned by foreigners.

Most of the diving gear is owned by the hotels. There is only one small outlet in Guana whose owner is Belizean.

The guides' (boat owners) average daily income amounts to \$150 per "tour", whereas the average salary earned by women in the hotels amounts to \$20 per day's work.

The lack of educational materials promoting the tourists' rational use of corals, has been clearly determined. By the same token, the guides or boat owners are unfamiliar with a series of minimum criteria regarding the adequate use of such a fragile ecosystem as the coral reefs.

There are no organized groups in Guana overseeing the tourist activity related to water sports. There is only a group of young people (17 to 25 years old), mainly conformed by women (70%), who has expressed great interest in becoming involved in processes to help preserve what they consider their greatest legacy. This group of youngsters has expressed concern about the access to work opportunities in the zone, as their only possibility for remunerated employment is by selling services at the hotels. This situation has been the cause for many youngsters to migrate to other areas in search of employment.

Mangroves

The mangroves are highly productive ecosystems. They conform the habitat for a series of endangered species. According to studies from the Audubon Society, the northern side of Sunshine Key is one of the most important sanctuaries for many bird species (*Wilsoni citrina*, *Dentroica pensylvania*, *Colomba leucocephala*, *Dendroica tigrina*, *Coccyzus americanus*, *Coccyzus minor*).

Few ornithological studies have been conducted about this mangrove zone. Unfortunately, the mangrove in this Key is not included in any category of management whatsoever. Considerable consumption is noted for firewood purposes; approximately 20% of the families use mangrove firewood during the year.

Fishing constitutes another productive activity. Men are in charge of gathering seafood products (fish, "cambute" and lobster). Yet, fish processing is carried out by women. They are responsible for the cleaning and conservation of these resources. Some of the activities include smoking, shell removal and filleting. The women obtain no payment for this job, as it is considered as "helping" their spouses or partners.

Once the fish processing is completed, it is taken either to the seashore for sale or sold to the hotels. Men are in charge of fish commercialization, they receive the money and decide upon its use. Women are not paid for their processing work.

4. Justification

Is the groundwork of the project, the reason for its existence. It should answer the following questions: The reason of the project, what is the project about and what is it for? In this respect, it proposes the economic, social and ecological transformations that the project's activities will aim at.

Under the justification, it is important to show how gender equity will have a greater impact on both environmental sustainability and economic development.

- To define a gender equity policy or stand for the project, should one be lacking, which may indicate the project's interest about contributing to the transformation of power relations between genders.
- To reflect the project's impact on the transformation of inequality and inequity situations, by determining which of the demands of women and men will the project support, starting from the basic and strategic needs proposed by the groups involved in a participatory process in marine-coastal zones.
- To expose the project's intention about opening spaces for women, who, because of their condition and gender position, have not had access to resources such as: credit, adequate tools for processing and storage activities, technical assistance, permits and concessions, among others.

The elements that should be considered for justification purposes are:

Example

Given the ecological importance of the coastal resources as well as the activities that depend on them (fishing, tourism), it is evident that their degradation will result in a deterioration of the quality of life of the women and men of Belize.

This poses the need to develop intervention strategies that include the active participation of the zone's population. Such strategies involve from learning about the ecosystems and species, to development of income-generating equitable and ecologically viable activities, etc.

It is for this reason that one of the priorities of this project, is the participation by an organization of the men and women from the Guana community, in Sunshine Key, in order to analyze and reflect about the population's quality of life, and make possible the diversification and increase of the production. The outcome of the project shall be the development and implementation of a participatory management of coastal resources in the Guana community, which may serve as a pilot experience to be validated throughout the entire Sunshine Key area.

The challenge posed by this project is to provide effective examples along the lines of management, use and conservation, which may be used as reference by other communities and local governments in Belize. Its purpose being to serve as experiences upon which to base the development of an integrated management plan that incorporates administrative as well as technical aspects.

5. Participating groups and individuals

This section deals with the identification of persons, families and social groups involved in the project, which constitute the fundamental reason for the existence of development projects. Direct as well as indirect relations are established with different people throughout project implementation,

Target populations need to be identified taking into consideration group diversity (social class, ethnic group, age, sex, etc.). Under this premise, the coastal community will not be presented as an homogenous group of persons; instead, the diversity of its conformation will be clearly acknowledged.

At the same time that the population constitutes the target of sustainable development, it also is an essential agent of it, and an important factor regarding the production of environmental changes; yet, it should not be taken as an homogeneous whole; it needs to be a part of the analyses conducted, and should consider different variables which intersecting points specify characteristics about the various social groups (Rico, M. N., 1997).

The elements to be considered are:

- Data desegregation by sex.
- The analysis of the data should be based on a gender perspective; that is, with respect to the gender division of social roles, the access to resources, and the participation of men and women in power in order to determine the existing level of equity.

It is hard to be certain about how many people are involved in fishing activities in a given region, because of the fact that no exact records or control are kept about fishing permits. Furthermore, the range of specialization of the people engaged in this activity, is quite wide.

Usually, there are fishermen who are duly organized and others who work on a free-lance basis that are not necessarily registered. In addition, if consideration is given to the fact that fishing is a family-type activity, we can then speak about a considerably larger economically active population.

There are other fishing-related activities that also represent employment sources: construction of wooden canoes, fish commercialization. "filleting and drying", construction or sale of fishing gear (nets, traps), ice making or sale, preparation and sale of fish-based and other type of food. Thus, there is an increase regarding the economically active fishing-related population (household heads), and it is estimated that an average of five persons per household depend on this activity (Paré, L., 1989).

- Identification about the group or groups to be benefited by the project, including elements that characterize project participants. The persons, families or groups of interest should be duly specified.
- The number of participating men and women should be determined, and the percentage they represent of the total project population, should also be established.
- Indication about the reason why the actions will be focused on the women and men of the participating groups, and the impact said actions will have on the construction of more democratic forms. In this respect, it is necessary to determine which aspects of gender-based relationships will be considered and which specific groups the project will work with.

Example

The project will be directed towards women and men involved in fishing and tourist activities in Sunshine Key, through which they make use of the existing coastal natural resources. They also constitute groups of particular interest, as there exists the possibility of designing and promoting non-traditional and innovative activities, as is the case with the community youngsters and older adults.

Through the implementation of this project, it is expected to achieve the active participation of the women and men of Guana. The actions implemented expect to create the conditions for both groups to participate under conditions of equality and equity. We are aware of the fact that in some cases this will mean carrying out activities with women only, in order for them to be able to “compete and participate” under equal conditions with men.

By the same token, there will be times when the project will work with men or women alone, dealing with topics such as masculinity, in order to deconstruct cultural patterns which hamper an equitable development.

Both, the school teachers and the staff responsible for the coral reef barrier’s management and conservation, shall also be the focus of marine-coastal zones-related awareness and promotion activities.

The coordination of activities among the groups rendering services throughout the zone (hotels, health centers, governmental and non-governmental institutions), will be pursued at all times.

6. Long-term development objective or mission

The development objective poses an ideal situation that is expected to be achieved. The project contributes to the achievement of said objective, but does not take on full responsibility for its achievement. Its elaboration from a gender equity perspective, requires:

- Explicit integration into its wording about the search for equity, considering it as one of the cornerstones of the project.
- Indicate the problems as well as the women and men the project will have an impact on.
- Identification about the situation the project expects to have an impact on, as well as the changes it will promote on sectors, groups or persons.

Example

Facilitation of processes aimed at providing Belize with a participatory strategy for its coastal zone's integrated management, promoting the use, management and conservation of natural resources, as well as an equitable economic development in the country.

7. General objective

It defines the changes the project will provoke, the situation that is expected to be achieved as a result of the intervention of the project. By taking into consideration the gender-related differences, it will be possible to determine actions needed to overcome inequalities and inequities and, thus, achieve a wider and more integral impact.

Therefore, the wording of the objective should:

- Be congruent with the long-term development objective.
- Express the equity-oriented changes the project will achieve regarding men's and women's access and decision-making, both inside and outside of the project.
- Include the percentage of women and men that the project expects to impact in terms of gender equity.

Example

To improve equitable living conditions among the women and men of Sunshine Key, through the optimum and sustainable use of the marine resources, the conservation of critical habitats, and up keep of biodiversity.

8. Specific objectives

It refers to the products the project is able to guarantee that will be achieved as a result of its activities. It is necessary to verify that the specific objectives fully cover the intention of the general objective.

This is one of the most difficult steps, as it constitutes the linking element between the objective pursued and the activities that can be undertaken. Gender equity mainstreaming should be clearly identified by the specific objectives, both with respect to the language used (including women and men), as well as to the contents of the objectives' wording.

At this time of project formulation, the elements of change we expect to achieve should be clearly identified, each one of which may be indicated as a specific objective, and as realistically as possible. The number of objectives should be dependent upon the performance capacity of the resources of the project and the diversity of the activities.

In most cases, it is advisable to define certain specific objectives that include the gender gaps, in order to ensure equity, and thus, sustainability.

The specific objectives aim at:

- Identifying equity-related changes and transformations expected to be achieved, with respect to the relations between men and women.
- Determining the conditions that promote empowering women with access, control, benefits and decision-making power over the resources.
- Implementing actions seeking to put a stop to the levels of poverty among women and men.

- Promoting actions aiming at carrying out income-generating and ecologically viable activities, to enable men and women of the participating groups to achieve an increased level of economic, personal and group autonomy.
- Promoting and consolidating within women's or mixed organizations, true participation on the decisions made about the use, management and exploitation of resources.
- Determining actions that promote the women's full exercise of their constitutional rights.
- Considering actions aiming at power and decision-making democratization within the projects.

Example

1. To achieve an equitable increase, distribution and use of income for men and women in Guana, through organizational and innovative productive processes, aiming at the sustainable use and management of marine resources.
2. To develop a participatory process about integrated environmental education, aimed at the conservation of natural resources and the acknowledgment of gender differences with respect to the access, use and control of these resources.
3. To reduce the environmental impact of the productive and reproductive activities within the coastal ecosystems and habitats.

9. Implementation strategies

They describe the entire organizational system, where the technical, methodological and administrative aspects are integrated, as conditions that are essential to the execution of the project. This section deals with the project's strategies or modus operandi: how the project will be developed, whether it will be implemented in a participatory manner, through local groups of men and women, among others.

Don't forget

- One way through which gender equity mainstreaming may be guaranteed in component-based projects, is for each component to establish the responsibilities for equity achievement, defined within the roles of its permanent staff, and providing them with the corresponding implementation resources. In this manner, there will be certainty that all project components include actions aimed at the development of women's potential, and the establishment of equitable relations between genders.
- All of the activities to be carried out must definitely be backed by the technical and economic resources needed, as well as with the mechanisms that guarantee women's participation and visibility in productive and social processes.
- As part of the project's necessary resources, the access to technical resources, such as tool elaboration, should be promoted, in order to facilitate the application of a gender equity approach. For instance, systems to obtain information desegregated by sex, indicators to estimate and assess the presence of a gender equity approach in the various components, among others.
- The technologies, schedules, meeting places and ways of transmitting the messages chosen, should be convenient and appropriate to women. This will permit the project to have a strategy to ensure that women are able to participate, instead of being restricted as a result of the socialization process.
- The project does, necessarily, require a full-time person responsible for the subject of gender, fully empowered with resources and decision-making authority, to provide gender-related technical assistance, monitoring and evaluation. This does, in no way, contradict the fact that the entire project team bears responsibility for the incorporation and application of gender.
- The establishment of the gender unit conformed by the person in charge of it and the individuals identified within each component, who act as liaison officers among these and the person responsible for gender. This unit will report directly to the project coordinator or director, and will bear influential capacity over all the components.
- Within the project, it is necessary to count on new equitable forms to exercise power, administration and management.

*Chapter VII
of this manual
deals more
thoroughly with
the subject of
management
and operation*

- It is essential to design gender awareness and training processes addressed to all personnel, as part of a permanent effort throughout the project.
- Even when the project's area of intervention is of a community nature, it is important to promote actions that modify inequitable gender relations within the household.

Example

The project will be implemented in two stages:

One stage will deal with approaching and identifying the potential target population. During this stage, a participatory appraisal will be elaborated, priorities will be defined for each one of the components identified, and a determination will be made about the most important problems and techniques to be used.

The second stage will be directed towards the implementation of the work plan, built through the participation of men and women.

The project includes four components related to strategies addressing promotion, community organization, and gender equity.

1. The project's administrative and strategic operation.
2. The establishment or improvement of productive systems (traditional and non traditional), sustainable and equitable.
3. The introduction and appropriation of technologies that promote environmental sanitation.
4. Environmental education aimed at the sustainable use of natural resources and sound environmental sanitation.

The above components will be developed starting from the following mechanisms:

I
**Component
related to the
strategic and
administrative
operation**

- Consideration about gender criteria for personnel selection.
- Hiring of a person to take over responsibility for the gender topic.
- Development of permanent training processes and the establishment of regular spaces to give thought to the project.
- Integration of an interdisciplinary team to implement project activities.
- Adequate budget allocations so as to provide each component with the necessary resources to promote a participatory and equitable operation.
- Establishment of horizontal forms of relations throughout the project's internal operation.

II
**Component
related to the
establishment
or
improvement
of productive
systems
(traditional
and non
traditional),
sustainable
and equitable**

- Consideration and appraisal about the local knowledge possessed by men and women.
- Analysis of cultural factors (myths, customs) associated to the productive activities, which restrict or encourage the participation of women and men.
- Participation of the target population in the selection of productive alternatives.
- Feasibility and environmental impact studies about the new productive alternatives.
- Training regarding productive alternatives.

III *Component related to environmental sanitation*

- Promotion or consolidation of organized groups. Training about organized and equitable entrepreneurship.
- Promotion of productive and marketing activities.
- Socialization and dissemination of experiences, with respect to both the adjacent communities and government personnel.

- Participatory analysis about the local practices related to disposal of used and soapy waters and garbage.
- Design and presentation of possible solutions, which may be adapted to existing conditions (soil, space availability) on the Key as well as cultural practices.
- Construction of demonstrative technologies.
- Development, together with the local government, of a strategy to promote the introduction or improvement of sanitary systems.
- Establishment of partnerships with national and regional organizations responsible for health and environmental sanitation matters.

IV *Component related to environmental education*

- Incorporation of school teachers, religious groups and coastguards into the definition of educational needs.
- Design of educational material elaborated by the participants and establishment of a set of dissemination strategies.

- Design of educational material pertaining to the zone's tourist activity.
- Proposal about guidelines to regulate the tourist activity with respect to affirmative actions and its environmental impact.
- Establishment of community record keeping regarding threats posed to the various coastal species.
- Community socialization of record keeping and proposal of solutions.
- Design of a strategy to disseminate healthier and more ecological manners to handle the disposal of solid wastes and used waters.

10. Verification means and indicators

The verification of results is nourished by different moments in the life of a project, such as monitoring and evaluation, and requires several methodological tools, such as the systematization and definition of indicators, among others.

The indicators define the scope of the project, and are the result of the work undertaken to achieve the general goal as well as the specific objectives. It should be kept in mind that it is essential for the communities to actively participate in the monitoring and evaluation processes.

Indicators must be identified for each of the objectives of the project, together with project participants, to determine how the objectives will be achieved. It should be kept in mind that the activities have NO indicators, only the specific objectives.

For gender mainstreaming purposes, both the verification means and the indicators should aim at meeting the basic and strategic needs identified for women and men, as well as at reducing gender gaps, with respect to the inequalities described under the project's background chapter.

*Chapter VI
of this manual
contains a
definition
about examples
of different
types of
indicators*

The characteristics of equity indicators are:

- A determination should be made as to whether the limitations hampering the participation of men and women, under equal conditions, have been overcome.
- The transformations about gender relations should be congruent with the development, the general and the specific objectives.
- They should permit an assessment about the project's progress regarding the institutional appropriation of gender equity, involving all personnel, from management to back-up personnel.
- Undertaking gender analysis to visualize the changes regarding relations, attitudes, behaviors, and the extent of appropriation of the changes within the participating groups.

Example

SPECIFIC OBJECTIVE

INDICATORS

To achieve an equitable increase, distribution and use of income for men and women in Guana, through organizational and innovative productive processes, aiming at the sustainable use and management of marine resources.

- Equitable percentage of women and men participating in fishing activities.
- Community recognition about the non-remunerated work carried out by the women involving gathering, processing, storage and commercialization of coastal seafood products.
- Women and men acquainted with appropriate commercialization and record keeping techniques.
- Women and men have income of their own.
- Availability of credit services for both women and men.
- Equitable access to credit funds by women and men.
- Women and men (young and adults) involved in non-traditional occupations or careers.
- Acceptance about women undertaking non-traditional jobs.
- Women participating in and managing successful productive projects.
- Increase about the percentage of women's organizations formally incorporated.
- Women and men benefited by natural resources concessions.
- Women and men (of all ages) actively participate in the conservation of marine resources.

11 . Activities

A detailed planning begins at this stage of the proposal elaboration, including a precise indication about all the activities needed for the achievement of each specific objective (examples of activities that can be implemented for sustainable development initiatives within marine-coastal zones, may be found under the chapter on planning). As a general practice, to achieve each specific objective, it is necessary to undertake several essential activities that are transformed into planned results within a given period of time.

To this effect, the activities should:

- Be designed to promote an equitable access, use and control of resources, services and benefits in marine-coastal zones by men and women, as well as their participation in the decisions related to productive, reproductive and community issues.
- Include a statement regarding how the activity being implemented benefits women's autonomy. Furthermore, an indication should be made about the schedule and space involved by the activity.
- Include an indication about the number of participating men and women, the topic and the resources.
- Develop spaces where women and men are able to interact under equitable conditions. The participation of men and women should also expand to non-traditional spaces.
- Undertake activities oriented towards acquiring sensitization and awareness about the social structure that restricts women and men.
- Include methodologies encouraging the integration of women and men alike.
- Develop spaces where it may be possible to strengthen a gender equity perspective at an institutional level.
- Promote actions towards a more equitable distribution of the reproductive work between men and women.

Some of the questions that should be asked in advance are:

Are the women's traditional and non-traditional fishing activities reflected on the project?

Will new fishing activities for women be incorporated?

Does the project acknowledge the activities in which women participate (preparation, storage, commercialization, repair of fishing gear, etc.)?

Does the introduction of new materials or techniques help women in the activities they undertake, or will they threaten to make women unnecessary?

Does the project actively support the women's productive roles?

- Through the introduction of timely and improved techniques.
- Through training on adequate techniques.
- Through credit services for women.
- Through opportunities for non-traditional jobs.

Does the project guarantee that women are rewarded with a fair portion of the benefits?

Does the project foresee not generating a triple work shift for women and men?

Will the increase in production entail an additional workload for women with respect to the manipulation, elaboration and commercialization processes?

Do the changes involved in the management of resources that aim at increasing their sustainability, have an impact on the living and working conditions of women?

Example

The development of the specific objective No. 1 will have two strategic lines of action: the improvement of existing productive activities, and the development of innovative non-traditional activities.

Regarding the activities presently undertaken, in addition to implementing actions more ecologically viable, the project also expects to encourage technical offer around the work carried out by men and women as well. It is also expected to include other optional productive activities, such as the installation of shops to repair outboard motors or shops to sell fishing gear. These last two activities could be carried out by either mixed groups, or groups of women.

In the case of non-traditional activities, actions have already been identified with the participants. The activities that will be supported include: the participation of young women as master-divers, and the participation of older adults in studies on birds and their behavioral patterns.

Young women have expressed interest in participating in tourist activities expanding beyond tourist-related services in hotels, and have considered the possibility of becoming tourist guides. On the other hand, older adults, many of whom are retired fishermen and housewives, wish to continue "being useful" and stop being perceived as a burden.

Example

SPECIFIC OBJECTIVE	LINE OF ACTION	ACTIVITIES
<p>To achieve an equitable increase, distribution and use of income for men and women in Guana, through organizational and innovative productive processes, aiming at the sustainable use and management of marine resources.</p>	<p>Improvement regarding existing productive activities.</p>	<ul style="list-style-type: none"> - Visits, interviews and field trips guides to gather base information. - Community meetings to explain the reason for the project (child care space will be provided). - Design of information gathering records (all data to be gathered desegregated by sex). - Identification of productive activities in Guana, by sex (The entire productive system is considered: gathering, processing, storage and commercialization). - Set of activities for the analysis and reflection about community situation (workshops, meetings, visits). - Development of technical proposals for the fishing and tourist sectors. The proposals designed will involve women and men (improving product handling, less environmentally damaging gathering practices, commercialization, appropriate water sports practices, workshops about motor repairs, shops to sell fishing gear). - Development of credit funds for women and men, that consider gender characteristics. - Community organizations' promotion or strengthening.
	<p>Development of non-traditional productive activities</p>	<ul style="list-style-type: none"> - To contact groups of young people and other groups of interest. - To conduct workshops to determine which activities could be undertaken, and strengthen the ideas previously submitted by the groups. - To undertake economic and ecological feasibility studies. - To develop the "master-divers" proposal together with the group of young women. <ul style="list-style-type: none"> • Training women to learn to swim or improve their swimming skills. • Four-month course to become a "master-diver" (hiring an instructor and developing the contents of the course).

SPECIFIC OBJECTIVE	LINE OF ACTION	ACTIVITIES
		<ul style="list-style-type: none"> • Training on marine ecosystems and group tours to the reefs (hiring an instructor and development of the contents of the course). • Organizational strengthening (administrative and accounting aspects) • Credit request for equipment purchase (seed capital shall be provided by the project). • Development of promotional material for the group (logotype, posters). • Contacting hotels and travel agencies to offer the group's services. - Development of bird research and monitoring studies, with the participation of older adults. • Workshop with groups of interest to determine the work strategy. • Involvement by governmental and non-governmental organizations (particularly, the Audubon Society). • Training on birds and the ecosystem. • Training on research methods. • Participation of older adults as community trainers within the environmental education program.

12. Resources and timetable

The identification of activities is followed by a definition about the human and financial resources needed, the equipment required, as well as the timetable (quarterly or semi-annually), indicating the names of the responsible people.

Of the utmost importance is considering the costs that will be incurred by the project in the implementation of the internal and external activities, in order to have a more precise idea about the amount of the investments and expenses.

The timetable constitutes the tool through which it is possible to manage the project's implementation schedules, including compliance with the activities planned for objective achievement purposes.

In a gender equity-based project, the timetable becomes an essential tool to learn about the activities carried out under each component, and establish whatever coordination work is necessary for activity follow up.

A proposal based on a gender equity perspective will be expressed in specific terms in this section of the proposal document, when it reflects the importance and need with respect to the other components of the project, in addition to the human and financial resources needed to implement equity building.

Necessary conditions:

- Male and female staff are equitably distributed throughout **all** of the project's most important areas.
- The personnel selection policy considers gender criteria and assigns priority to people possessing knowledge and sensitivity about gender issues (for example, no individuals who have faced domestic or sexual violence charges, will be hired).
- The directors as well as field extensionists should be sensitive to gender equity.
- Each institution has implemented a permanent staff training process involving gender equity topics.
- The allocation of at least 30% of project budget to expressly guarantee actions aimed at gender equity.
- Resources should be guaranteed for the various activities to be undertaken. Resource allocation should consider criteria about rationality, contingencies, and definition of congruent and coordinated activities throughout project execution.
- When necessary, project evaluation can become a tool for resource re-allocation.

Example

ACTIVITY	RESPONSIBLE	MATERIALS	BUDGET	TERM
Teacher sensitizing workshops.	Person in charge of the education component, in coordination with the Gender Unit.	Paper, crayons, pencils, magazines, flip chart. Community photos. Publications and photocopies.	\$100 per workshop	One workshop per month during the first year.
Search for bibliography.	One member from the education component.	Allowances, photocopies, purchase of publications.	\$ 400	First month.
Work sessions to prepare the environmental range of topics, for each level.	Environmental education team, in coordination with staff from the environmental sector.	Bibliography, photocopies, didactic materials.	\$ 1,000	First semester.
Children's festival "Our natural resources".	One representative from each project component and the teachers and coastguards.	Cover, music, prizes, food.	\$ 500	Fourth month.
Community fair about food.	One representative from each project component and the teachers and coastguards.	Transportation for representatives from other communities. Food preparation. Exhibition of local products (tables, stands). Music.	\$ 1,000	Seventh month.



IV PARTICIPATORY APPRAISALS FROM A GENDER PERSPECTIVE IN MARINE-COASTAL ZONES¹

The history of coastal development has clearly shown that it is not possible to implement effective and efficient actions, without previous knowledge about the situation prevailing at the site where the project intends to operate. This is the case of fishing development programs and projects, created from a limited amount of standard technical knowledge, of a technological package type, which application does not take into consideration the structural and functional characteristics of the ecosystems, social relations and production means. The end result is the failure of imprecise actions carried out during the identification, formulation, execution, follow up, control and evaluation phases, as a result of which, a subjective reality is served.

Thus, one of the most important aspects to materialize such actions, is through appraisals for the identification of problems, needs and potentials, to ascertain that the solutions proposed are in line with economic growth, environmental sustainability, and social equity objectives.

In this sense, appraisals go beyond recognizing the particular characteristics of the fishing exploitation systems and the marine and coastal ecosystems upon which these systems operate; it is, for example, just as important to determine the causes and effects of environmental degradation, as the social relations prevailing among fishermen and their families, particularly from a gender equity perspective. Should it not be possible to determine through an appraisal the needs of men and women, as well as the needs for access to the natural resources, it will then be extremely difficult, if not impossible, to implement actions aiming at mainstreaming gender equity.

Therefore, one must start from the premise that **participatory appraisal from a gender equity perspective (PAGEP)**, differs from the standard conceptions about "appraisal" and even from "participatory appraisal", inasmuch as the concept is built as follows:

1 ____ This chapter was built from Module 2 of the **Toward Equity** series. Aguilar, L., et. al. *Seek and Ye Shall Find: Creating Participatory Appraisals From a Gender Perspective*, 1999, and the book *"Género y Figura no son hasta la sepultura: guía para la construcción de relaciones de equidad en iniciativas de desarrollo sostenible"*. Aguilar, L., Ayales, I. and Rodríguez, G., 1997.

APPRAISAL
Systematic process to recognize a given situation and the reason behind its existence.

PARTICIPATORY APPRAISAL
Systematic process to recognize a given situation and the reason behind its existence, where knowledge building takes place through the intervention and opinion of people involved in such a situation.

PARTICIPATORY APPRAISAL FROM A GENDER EQUITY PERSPECTIVE (PAGEP)
Systematic process to recognize a given situation and the reason behind its existence, where knowledge building takes place through the intervention and differentiated opinion of people involved in such a situation, who—in addition to not being considered as an homogeneous group— are recognized as women and men having different needs, perceptions and realities, depending on their gender, age and social condition. In other words, power relations within the community are exposed.

1 . PAGEP as a process for analysis

PAGEP is the foundation of any marine-coastal zone project, trying to collectively record what is happening and why, about an existing situation, in order to assess such a situation and act accordingly. It is a tool designed to make an analysis about a given situation, to raise the conscience of women and men, and summarize the underlying causes of said situation. Therefore, it constitutes the first approach to its own reality.

It is a process seeking collective answers to questions, concerns and needs, scattered throughout the collective memory of the participants. Actions are taken starting from the principle based on “understanding to solve”, rather than from an inventory or descriptive report about a given situation. Thus, it does not only focus on the problems and needs, but points out the availability of resources to tackle them. It is for this reason that appraisals consist of two sub-processes: one for data retrieval and one for reflection or analysis. Both of these categories should be present as components of the appraisal process, rather than as independent stages.

The analysis requiring a PAGEP starts from the premise that the sustainable development processes in marine-coastal zones should be assessed both from the technical perspective, as well as from the perspective of the participating social players, considering that the latter deserve particular attention, as they have been traditionally excluded.

The studies about fishing activities usually start from an appraisal about the condition of the water resources, they measure and assess the behavior of the species under exploitation, and determine the effects caused by the fishing gear and implements, as well as the population's pressure to meet their own needs and those of the market-place, for which reason the analysis of problems is limited to aspects of a technical-technological and marketing nature.

This vision is usually partial, until the researcher or specialist responsible for the appraisal incorporates into the analysis the opinions of the people involved in fish catching, transformation and commercialization, which fact does necessarily imply the inclusion of men and women, not only as passive agents or sources of information, but also as active or appraisal -generating agents.

As a process, the appraisal requires a reasonable period of time, in order to move from the phenomena to the essence of the problems, where the objective and subjective aspects that originate them are clearly understood.

PAGEP is a task that should not be imposed on only one activity. It should be subject to permanent updating, turning into an analysis based on continued construction. Efforts should be made to overcome the narrow conception about appraisals, which at times are viewed only as a requirement for project initiation or continuation.

2. The participatory appraisals and the contributions made from a gender equity perspective

The richness of **PAGEP** lies on the importance awarded to collective construction, problem appropriation on the part of the population, the needs and situations and their causes. Thus, it is essential to recuperate the knowledges possessed by the women and men from the various sectors, as well as the role played by the facilitating team as “catalyst” agent of this knowledge and as promoter of collective participation.

PAGEP should include women and men from the very beginning, and emphasis should be placed on each gender’s distinctive use of time. It should be borne in mind that the perception about time “availability” has particular meanings for women and men. This aspect will bear great interest during the subsequent creation of workspaces for men and women, and mixed groups.

It should be remembered that

The fishing or seafood gathering system is a dynamic system that goes beyond the activity of catching. The system is composed by a cycle involving catching, processing, storage, marketing, and complementary activities, such as the acquisition, construction and maintenance of fishing equipment and gear, such as boats and nets, permits clearing, firewood, salt and water gathering and hauling for product processing, storage and preparation of food for the fishermen, etc. The participation of all the members of the fishing community, women and men, boys and girls, is of a distinctive nature.

Emphasis is made on the fact that each group (women and men), should participate separately, and express their knowledge and opinion about the situation or situations of interest for the appraisal, to subsequently undertake a collective construction, integrating and understanding each group’s work input. In this way, the appraisal process fulfills the role of communication means, where data is verified, validated and clarified between both groups. The importance for the appraisal’s facilitating team to encourage participation on a continued basis, is hereby reiterated.

From a gender equity perspective, **PAGEP** starts from the fact that one community within a coastal zone represents far more than “one man, fisherman, adult, and household head” (as has been traditionally viewed); consideration should be given to the different points of view, needs and interests of women and men, youngsters, elderly people, boys and girls, which does, at the same time, involve working in a differentiated manner with these groups, granting particular relevance and visibility to women.

Acknowledgment about the different social players involved, implies that the distinctive roles, the conditions about the access to and control of the resources, as well as the responsibility and decision-making power over these, are dependent upon gender and age.

Rather than viewing the differences like a "fashion" adopted to comply with financial requirements, they should be assumed as a planning strategy, through which impact may be caused on the project's areas of interest, regarding which many proposals have failed, precisely, for failing to consider existing inequalities and view the existing reality as an homogeneous one, where universal solutions are applied.

Now is time to ask: Who will participate?, since we are talking about the participation of "women and men".

To conduct the appraisal, a selection should be made about the people who are "knowledgeable" about the situation of interest (this will depend to a large extent on the appraisal's area of interest). In this respect, care should be exerted about not excluding people on the basis of a technical or biased position, without fearing to summon sectors with opposing points of view. Special attention should be given to having as many community sectors represented as possible (age, religious, gender, ethnic groups, etc.).

A
participatory
appraisal
incorporating
gender
analysis,
requires:

- Conformation of a facilitating team with a clear idea about the impact which is expected to be achieved at a strategic, collective and individual level, as a result of working from a gender equity perspective. This implies viewing the differences between women and men resulting from their different points of view about the access, control and management of the benefits of the resources, based on their perceptions and assessments regarding the differences and inequalities prevailing in their environment. It also implies having a clear vision about who carries out which type of work, which are the levels of participation, the existing social systems, the patterns of time usage, and the power relations.
- In-depth knowledge about both the possible methodological strategies, and the techniques that could be used for the appraisal, in order to select the most adequate ones, instead of following "recipes" based on pre-determined proposals.

3. PAGEP's previous requirements

Prior to initiating the appraisal process, consideration should be given to the following conditions:

- To acknowledge that the concept of environment is validated and put in objective terms when placed in a given historical and territorial context. That is, in the diachronic relationship between the ecosystem and the human activity conducted, resulting in a given situation in a given time and space (Rico, N., 1997).
- To be aware of the fact that gender constructions, and thus, the relations established between women and men, have a historical-cultural character, and are specified as of processes associated to particular territories, such as the systems related to the production and symbolic and daily appropriation of nature and the environment (Rico, N., 1997).
- To be able to recognize the context of the work, it is essential for the facilitating team to acquire previous knowledge about the social, cultural, environmental and productive conditions, which knowledge should be acquired through participatory observation techniques.
- The level of organization of the groups that the project will work with.
- It is essential to have the time and space needed to conduct the appraisal. It is extremely hard to attempt to become acquainted with a community's realities in a short period of time. Moreover, the availability and pace of the participating women and men should also be known.
- The organization of a pilot appraisal plan is extremely useful for the purpose of validating, adjusting and correcting limitations, which are not exposed otherwise.
- The education, training, ability, sensitivity and attitude of the facilitating team, particularly inasmuch as gender analysis is concerned, to enable accompanying the process and promoting the equitable participation of people, through adequately handling a horizontal, symmetrical communication. To this effect, certain myths like the following should be eliminated:

"In marine-coastal zones men always are the head of the family".

"Only men work as fishermen".

"In marine-coastal zones women's activities are limited to household chores".

4. Motivation and collective knowledge building

PAGEP involves a motivation-driven task, to instill into the participants the need and wish to participate, to contribute their points of view and concerns about the area or problem under appraisal. When considering the importance of motivation in gender analysis, it is convenient to conduct the work in separate groups of women and men, in order to obtain each group's contribution prior to their integration.

Nevertheless, the presence and participation of both groups does not alone guarantee that the project is working on behalf of gender equity.

Motivation will be oriented towards facilitating the analysis of:

- Prevailing concerns about gender.
- The various perceptions about natural resources, values, traditions, myths and stereotypes.
- The uneasiness and satisfactions of women and men, both in their relations, as well as within the group itself.
- The populations' expectations, and their consideration about the subjective aspects regarding their life at a daily, individual, family, work and community level.

It should not be forgotten that PAGEP's main purpose is the analysis about the gender situation with respect to the access, control and decision making surrounding the resources in marine-coastal zones, the work division by sex, the levels of participation, and the patterns about the use of time, which aspects expose the existing power relations.

When talking about “motivation-driven participation”, it becomes necessary to make use of tools and techniques that facilitate it. Therefore, PAGEP does not only resort to verbal discussions, but also to the collective elaboration of maps, charts, drawings, diagrams, interviews, timetables, among other instruments, to enable the population to value, identify and record their knowledge about certain problems, which in turn, will permit them to collectively build knowledge to act upon their reality (a series of techniques and practical instruments may be found in Aguilar, L. *et. al.*, 1999 and Aguilar, L. *et. al.*, 1997).

In this respect, its intention is similar to that of popular education, as it starts from the collective construction of knowledge (instead of unilaterally, at the hands of “experts”), where motivation towards collective work is as important, as the consideration about community knowledges, and all its possible forms of expression. In this regard, participatory appraisal fulfills all the roles of a research-action-oriented process, to the extent that the women and men may generate knowledge along the way, start becoming aware about their daily life regarding gender within a given context, and thus, start considering certain concerns related to the proposal for changes, such as the identification of inequities and inequalities, and their overcoming.

5. PAGEP's steps or stages

To better illustrate the appraisal process, a brief description and explanation about its components is deemed necessary.

- | | |
|----|--|
| 1. | Conformation of the facilitating team. |
| 2. | Context location. |
| 3. | Design and validation. |
| 4. | Identification of participants. |
| 5. | Data gathering. |
| 6. | Data analysis, evaluation and give back. |
| 7. | Conclusions and strategies to be followed. |

Conformation of the facilitating team

If it is assumed that the facilitating team follows a research-action line, it is expected to be conformed by a mixed and multidisciplinary group, where the knowledge of external experts (facilitators) from a different scientific and technical background, and the local experts' (producers') different practical experience, is blended.

Context location

The facilitating team comes into contact with the context and population in question. The first meetings with community leaders take place to determine the purpose and scope of PAGEP. During this initial contact, it is necessary to transcend the formal power structures recognized in each community, making efforts to identify any existing informal spaces where women and other groups (youngsters) participate.

At this stage, the facilitating team also makes efforts to gather relevant secondary data (visits to health centers, banks, mayors' offices, governmental offices, among others).

Example

In Costa Rica, the community of El Tamarindo contacted the formal leaders through the Community Development Association and the School Board. Simultaneously, contact was also made with the midwives, groups of women working at a fish processing plant, and the youngsters (both men and women) who got together at the sports fields and community dances.

It is also of the utmost importance to include an analysis about the social, environmental and productive dynamics of the marine-coastal zones. Particularly, those areas which, over the past few years, may have been experiencing a series of changes and conditions affecting the population and the environment as well. Within these changes, particular attention should be paid to the severe deterioration of the environment and the social networks, caused by multiple reasons. Among them: the vulnerability of the ecosystems and their populations to withstand environmental phenomena (hurricanes, tornados, "El Niño", "La Niña", red tides, etc.);

the immigration resulting from tourist developments or the installation of industrial concerns (oil, transformation), or because of the government's cession of marine-coastal zones. There are some cases where migration is caused by low levels of fishing and agricultural productivity.

PAGEP's Design

Along with the group of women and men, the facilitating team will define the elements and circumstances requiring assessment. Upon completing this step, a determination is made about the most appropriate tools and techniques for data gathering purposes and subsequent analysis.

Even though an appraisal process extends beyond the work tools used, it is important to remember a few aspects that may serve as the basis for reflection:

- The idea that a "good appraisal" is one that gathers as much data as possible and, therefore, involves using many tools, should be dismissed. Tool selection is based on strategic convenience and importance. From the point of view of gender relations' analysis, the most important criterion supporting tool selection is their ability to motivate the participation and identification of both groups' points of view. From a gender equity perspective, it should be kept in mind that sustainable development is represented by heterogeneous interests, needs and points of view.
- When deciding upon a tool, the following question should be asked: What needs to be known? A tool is directly related to the objective or objectives of the appraisal, and is, therefore, linked to the basic interest of analyzing gender relations with respect to the access, control and benefit of resources, and their impact on the operation of the project. To this effect, it is deemed convenient to make a selection of the most important aspects to improve the operational sustainability and equity in marine-coastal zones.
- The above points lead us to the consequence that **not everything is subject to appraisal, and that a team should not appraise everything**. There are many instances when the excessive use of tools results in reiterative information, which in turn, results in an unnecessary expense of financial and human resources, both on the part of the facilitating team and the participants.

A good appraisal is not equivalent to a lot of data

Prior to tool selection a definition should be made about what needs to be known

Not everything is subject to appraisal

It should be adapted to the population

Importance of qualitative aspects

Educational value

- The tool should be adjusted to the characteristics of the people the project works with. For example, care should be exerted about the use of certain tools that require skills such as reading or writing, or knowledge about a language, tongue or dialect different from the one used by the population. The tools selected will avoid reproducing sexist stereotypes.
- The tools should gather qualitative as well as quantitative data.
- It should be kept in mind that the intention of research-action processes is expressed through a work tool, and that, therefore, another recommended criterion when selecting a tool, is its pedagogical value.

After completing the selection of the tools, they should be validated through a pilot test. Validation may be carried out at a neighboring community with characteristics similar to those prevailing at the project's site. Upon validating the tools, a timetable should be prepared indicating PAGEP's activities and defining the persons responsible for their application.

Identification of participants

Through this identification, it is expected to guarantee maximum representation of all sectors of the population, particularly those about which the appraisal is most interested on. Men and women are included, preferably of diverse age groups (depending on PAGEP's specific interests).

It is essential to provide training to the community sectors that require it for process participation purposes.

Men have traditionally been the leaders in fishing cooperatives. Therefore, women leaders should be sought among other settings, such as the health boards, midwives and healing women, informal, young women leaders, who are involved in marketing or other economic processes, such as the agricultural and tourist sectors.

Boys and girls are also involved in various activities. As far as fishing is concerned, boys are normally taught to fish, and the girls are integrated at a very early age to the processing and commercialization tasks. Thus, a sustainable development project must emphasize the participation of present and future generations.

Data gathering

The tools that were selected are first applied to separate groups of women and men, and subsequently, during a plenary session, the data gathered from the separate groups is reconciled and validated. To obtain a satisfactory analysis, there must exist a very clear idea regarding the level involved, whether it is about women's practical or strategic needs.

PRACTICAL AND STRATEGIC NEEDS OF GENDER

PRACTICAL	STRATEGIC
<ul style="list-style-type: none"> - Tend to be immediate, urgent. - Characteristic of some women and men in particular. - Related to daily needs (condition): food, lodging, income, children's health, among others. - Easily identifiable. - May be met through the provision of specific inputs: food, water pump, health center. 	<ul style="list-style-type: none"> - Tend to be of a long-term nature (it is a process). - Are common to all women. - Related to disadvantageous positions: subordination, lack of resource and education, vulnerability to poverty and violence, citizenship, among others. - The underlying disadvantage and the potential for change are not always identified. - May be tackled through: conscience awareness, increased self-confidence, education, organizational strengthening, political mobilization, citizenship.

It should be noted that this phase implies considering the time availability for work, which is different for men and women (and even among age groups). Special attention should be paid to the method used to summon meetings and to the moment a work schedule is selected, so as to avoid weakening the participation of any of the sectors represented. Consideration might even be given to working on the basis of different work schedules and timetables for different work subgroups.

This is even more important in marine-coastal zones undertaking fishing activities, as the fishing periods vary throughout the year, which, in turn, determines the availability of men and women regarding their participation in the collective construction processes.

As seen above, a detailed and continuous context revision is of great importance, and so are the activities, the access to the community's benefits with respect to gender, the availability of resources, among other aspects of interest.

This means that consideration should be given to the facilitating team's perceptions about the behavior of the subgroups, the inconsistencies between speeches and actions, the working difficulties faced by the subgroups in the work, the oppositions, remarks and participation of some persons who are process distortioners.

Analysis, validation and giving back of the data gathered

Together with the population, the facilitating team proceeds to the analysis of the data gathered. Data analysis is usually carried out with a small group of community members; thus, it is necessary to validate the results with as much as the population as possible. This may be done through community meetings or in other more informal spaces, in order to validate the data with the largest number of persons.

The purpose of this task should be directed towards the conformation of a specific action plan, but before this is done, knowledge feedback and appropriation needs to be provided to the population. In this aspect, it is necessary for the facilitating team to conduct an in-depth gender analysis, without disregarding any aspect, regardless of how simple it may seem. It is important to understand the logic surrounding gender relations in a given reality, particularly with respect to the access, use, control, benefit and decision making about the existing resources.

Giving back may take place through the elaboration of radio programs emphasizing the problems affecting a community and their impact on each one of its sectors: men, women, youngsters, boys, girls, elderly people.

It should be kept in mind that the material to be used to give back the results of PAGEP, should be simple, clear and adequate to both women and men.

Formulation of conclusions and definition about the work strategy to be followed

There are some authors who state that the conclusions reached by the appraisal should be formulated in terms of objectives, showing the path to be subsequently followed by the action plan (they usually make room for the elaboration of a project or proposal, or else as the beginning of a planning process).

6. Conceptual instruments for PAGEP development in marine-coastal zones

A PAGEP for marine-coastal zones is based on three fundamental premises:

- The fishing or seafood product gathering system should be conceived as a dynamic system that goes beyond catching. It is conformed by a cycle that includes catching, processing, storage, transportation, marketing and complementary activities, such as the acquisition, construction, maintenance of fishing equipment and gear, like boats and nets, permit clearances, firewood, salt and water hauling for product processing, supply and preparation of food for the fishermen, etc.
- Acknowledgment about the natural capital of marine-coastal zones, as well as the close season system and existing regulations about these resources.
- Other income-generating non-fishing activities are carried out in coastal communities. This is because often times fishing is a seasonal activity with periods of abundance and scarcity. As a consequence thereof, women and men undertake other activities, such as agriculture, tourist-related services, livestock, and tending to large and small animals.

Starting from these premises, we are able to work with conceptual instruments that may serve for reference purposes in the design and application of the appraisal. For illustration purposes, some techniques have been incorporated about non-traditional forms for data gathering. A greater number was not included for space limitation reasons.

Additional information on techniques, may be found in the book *Género y Figura no son hasta la sepultura* or in module 2 of the *Toward Equity Series*

FIRST INSTRUMENT

Analysis about the situation or local context

This instrument enables a first approach to the community that will participate in a given project or action.

It is important for participants as well as project managers, to discover a series of situations related to the economic, social, cultural and environmental setting, that will provide them with a deeper and more systematic knowledge about the context, which fact will enable them to conduct appropriate actions, without imposing situations which the community might not be prepared to accept.

We frequently think we know the place where we live or work, but this is not always the case. We might be surprised if we take a closer look at situations existing there, which we had been unable to recognize due to our way of viewing the world.

In this instrument, data desegregation by sex is essential for most of the qualitative and quantitative data.

Key
questions to be
asked

In a productive environment:

- a. Which are the productive activities (formal and informal) in which men, women, boys and girls are engaged within the area of the project or community?
- b. Which are the characteristics of the major income-generating activities in the region (labor, capital, income, commercialization, seasonality, and investment)?
- c. Which are the main human, financial, material and natural resources available for development at a local level?
 - Natural resources used directly and indirectly (flora and fauna).
 - Commercial agricultural production.
 - Income sources derived from fishing, agriculture, craftsmanship, community services.
 - Cooperatives, associations, organized groups.

- d. Which advantages and disadvantages pose the income-generating activities for a sustainable development process (technology, training, organization, income, employment, community participation, etc.)?
- e. How are the zones' development benefits distributed?
- f. Which problems restrict a sustainable development process?
- g. Which changes are taking place regarding the zone's productive and economic process, and how do these changes affect men and women?

In a socio-demographic environment:

- a. How many people conform the community (distribution by sex, age)?
- b. Which is the poverty level?
- c. Which is the illiteracy rate, by sex?
- d. Which is the level of education, by sex, ethnic group and age?
- e. Which is the school drop out rate, by sex, ethnic group and age?
- f. Which are the top ten causes of morbidity and mortality, desegregated by sex, ethnic group and age?
- g. Which is the fertility rate?
- h. Which family types exist in the community (women as household heads, large families, nuclear families, etc.)?
- i. Which are the migration and immigration patterns of the zone?
 - Which and what types of migrations take place (permanent, temporary, regular, irregular)?
 - Are some migrations caused by the environmental deterioration of marine-coastal zones (i.e., eutrofication of coastal lagoons, oil contamination)?
 - How is migration affected on a differentiated basis by sex?

- Regarding seasonal migration, do women participate in this migration, or do they stay at their place of origin? Which are the specific duties and problems faced by women during the migration season? How does it affect the distribution of decision making within the household?
- Which are the types of immigrations?
- From which zones of the country do the immigrations come from?
- Which was the type of ecosystems that the immigrants were used to working in?
- What impact do these immigrations have on the use of marine-coastal resources?

Note
should be taken
that...

It is difficult to know for certain how many people are engaged in fishing activities in a given area, given the fact that the existing records and controls about fishing permits, are not accurate. Furthermore, it should be taken into consideration that the range of people involved in this activity with a greater or lesser degree of specialization, is quite wide (Paré, L., 1989).

In a health environment:

- a. Which are the community's basic services and their condition (water, electricity, sewer and garbage disposal)?
 - How does the contamination of coastal waters affect the population's health, by sex? For example: incidence of skin or gastrointestinal diseases?
- b. Which health services exist in the zone?
- c. What is the population's nutritional condition?
- d. Have teaching/information programs about population or reproductive health been implemented in the community or project zone? What were the results and experiences obtained thereof?

- e. Are there teaching programs about population or reproductive health presently being undertaken or foreseen in the zone?
- f. Is traditional medicine practiced? What type?
- g. Which are the health problems caused by environmental effects?
- h. How do population growth and density affect the use, access, control and distribution of the resources?

In a cultural environment:

- a. What are the community's major traditions and celebrations?
- b. Are there any local myths or legends associated with the activities of marine-coastal zones?
- c. Which are the main recreational spaces (desegregated by sex)?
- d. How does the community perceive the changes in cultural patterns caused by the installation of fish processing plants, draw-back activities, tourism and others?
- e. Which is the traditional knowledge about the climate, dynamics of the fishing resources, etc.? Is it differentiated by gender?
- f. Are there any common law rights about the natural resources and informal agreements regulating the access to community or "open" resources?

In a natural resources environment:

Ecological

- a. Which is the natural capital's situation and condition (species' inventory)?
- b. Which are the region's ecological and climatic conditions (ecosystems, soil, hydrological conditions, flora, fauna, etc.)?
- c. Which degree of vulnerability and risk of natural disasters prevails in the coastal zone (hurricanes, El Niño, La Niña, tornados, red tides)?

- d. Which is the zone's condition with respect to the introduction of exotic species?

Note
should be taken
that...

The deterioration of plowlands near the coastal zone, should be an element worth of consideration by the appraisal, as on several occasions it has been noticed that seashore fishing provides temporary employment for farmers. However, when the land becomes unproductive, the farmers who used to fish only on an occasional basis, are now forced to do it on a continuous basis, which exerts additional pressure over seashore fishing.

87

Uses

- a. Which natural resources permits and concessions are granted in the zone, to whom, and of what type (water, land, flora, fauna)?
- b. What are the environmental perceptions about the condition of the resources, contamination and degradation of the marine-coastal ecosystems?
- c. What are the current and projected uses of the marine-coastal zones and their socio-environmental effects and interactions (tourist developments, harbors, shrimp farms, fish farming, ecological legislation and decrees on zones regulated by an environmental protection system, among others)?

Don't forget
that...

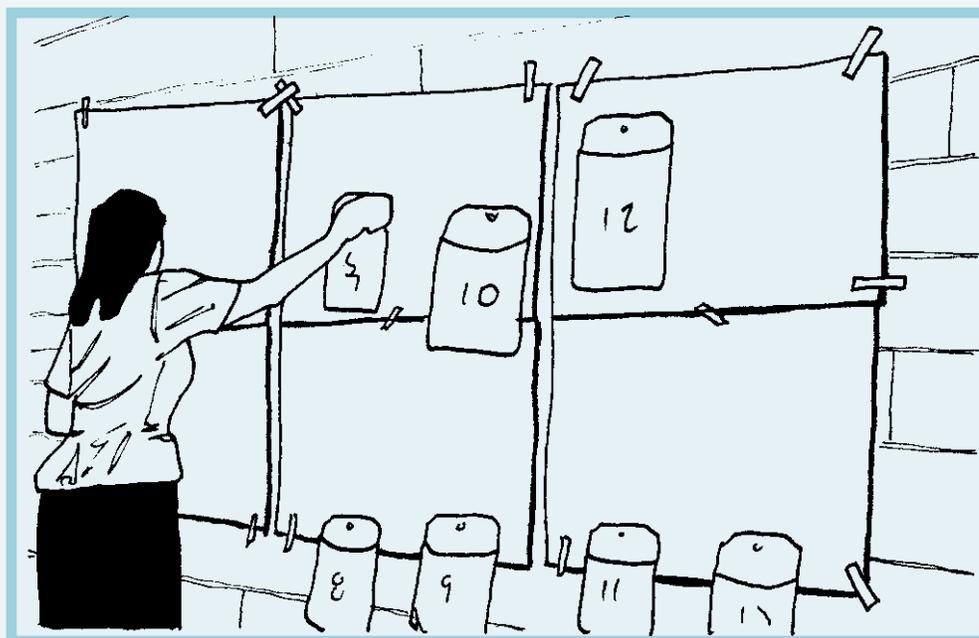
There are many instances when the local population is not adequately consulted about decisions involving environmental management. For example, when the National Park of Tortuguero was created in Costa Rica, some populations were left inside the conservation area. As part of the management activities, the community had practically no participation in the territorial arrangement process undertaken. This caused serious conflicts, as people were extremely uncomfortable about the new environmental regulation that involved restrictions about a series of activities.

In the political-institutional environment:

- a. Which are the main forms of organization within the community?
- b. Which is the participation of men and women in the organizational structures? Who makes the decisions?
- c. Which is the relationship and level of negotiation of these organizations with other local and national entities?
- d. Are there any legal dispositions about the use and exploitation of natural resources? (For example: imposition of a close season, endemic flora and fauna, endangered species, permit clearance, phytosanitary conditions).
- e. Is the community or communities where the project will operate under some type of environmental protection system?

Following is an example that describes a technique that serves to illustrate how this first instrument may be addressed.

The bags' graphic



Objective:

To undertake an appraisal whereby it is possible to identify priority needs by gender, through the use of a priority-based method that includes, in a democratic form, the opinions of participating men and women.

Materials:

Color cardboard squares.
Markers, tape, envelopes or small paper bags.
Chips (beans, bottle-top caps, pebbles, etc.)

Procedure:

The bags' graphic consists, in its simplest form, on a set of drawings. These drawings represent problem or needy areas: lack of water, lack of credit services for the fishing sector, roads, labor instability for women in the tourist sector, decreased schools of mollusks. Each of the drawings is placed on a horizontal line, and a bag or bowl is placed below each drawing.

1. The group is divided into subgroups by sex, asking them to draw on a piece of cardboard the most important problems and needs of the community.
2. Each group presents its problematic to the plenary. Upon completing the presentation of all the problems, a synthesis is made. Subsequently, the drawings are placed, and the corresponding bags or bowls are placed below them.

3. The men and women are asked to vote. To differentiate their replies, the groups are assigned different materials (for instance, pebbles for the men, and beans for the women). The drawings should be placed somewhere where secret voting is guaranteed (avoiding that participants may be mutually influenced by the answers of their peers).
4. Once confidentiality has been ascertained, participants are invited to cast their vote, one at a time. Meanwhile, the others wait for their turn. Voting should take place as quickly as possible to maintain the interest of the other participants. Since many people will remain passive while the others cast their votes, the facilitator should be prepared with ideas to keep non-voting participants busy.
5. Upon completing the voting process, the facilitator asks a group of volunteers to carefully collect the votes from each bag in full sight of the audience and to "count" them. For example, adhering them to the bag in such a way that it may be easy to count them. This may be done by using a strip of paper where the votes from a bag may be taped.
6. Upon completing vote counting, we reflect about the outcome. For example, Why so many (or so few) people approved an option? Is this considered a representative sample for most of the community's population? What other problems are of a priority nature, and why?

SECOND INSTRUMENT

Generic division of work

Women and men have not always undertaken the same activities. Throughout history, we have performed different roles, jobs and work schedules. We cannot possibly ignore this fact.

If we only pay attention to what men do, we will be repeating the same mistake that for many centuries has hidden and made invisible the work performed by women. It is now imperative to "view it through other eyes", and make a pause to take a look at what women and men do, considering at the same time, the implications these jobs have for both genders and the periods of time when they are done.

Each society has assigned different roles, functions and responsibilities to men and women, in accordance with what has been pre-determined as appropriate for each one. This is commonly called a work division by gender.

On account of being a social construction, work division by gender is susceptible to change, it varies considerably from one society to the other, it has been modified over time, it is flexible and adapts to the constant transformations taking place within the household. In this division, women bear responsibility for a large portion of the "work without end", that is, household chores.

In most societies, both men and women carry out productive work, such as the production of goods and services, although in some situations, the productive work is divided into masculine and feminine chores. Both sexes participate in community work; however, men, generally, undertake tasks of higher *status* within the communities, such as chairing the boards of volunteer groups, whereas women tend to provide support and organization.

Women's jobs are usually belittled; their household chores are not appreciated. The work carried out by men within the fishing sector is called direct employment (open sea or coastal waters' extraction). On the contrary, a large number of the chores carried out by women are called indirect or back-up chores. In addition, the only productive work that is considered as such, is the one that is included in the national statistical systems.

In a parallel manner, there is a quite arbitrary trend of placing higher value to some jobs than to others. Intellectual work is considered more important than physical work, rational work is considered more valuable than the emotional work, and the work requiring the use of physical force is considered more demanding than the skill-demanding work.

Therefore, it is necessary to define the meaning of work and how it is reflected in the ways of thinking as well as in the economic processes. Work can be divided into three different types: productive, reproductive and community.

Productive work

It includes the production of goods and services for household consumption or sale (agriculture, fishing, tourism, remunerated employment or self employment). When people are asked to describe what they do, their answers usually refer to productive work, particularly income-generating work. When considering that the women's productive work is less visible and less valued than men's, the analysis about work by gender should identify the time utilized in the various tasks, their regularity, seasonality and location.

In marine-coastal zones, it should be taken into consideration that women participate in fishing activities in different manners, which are measured by cultural and political aspects, as well as by ecological aspects. Thus, different types of activities are carried out in coastal lagoons, mangroves, and coral reefs. Let's see some examples:

Harvesting, gathering or catching fish

In some zones, women carry out various productive activities. For instance, they may be part of the fishing crew, fish in small boats or canoes in rivers or shores, gather mollusks, algae and crustaceans. This tasks may be done individually, collectively, as an organized group, or in collaboration with their spouses or partners.

It should
be taken into
consideration
that...

The characteristics surrounding the incorporation of women into the fishing activities and some rural fish farming projects, places them in a position of inequity regarding the access to the resources and benefits of this activity. The fact that the work they carry out is considered as "informal", excludes them from the organizations (cooperatives, companies, labor unions), they have no access to promotion, financing and training programs. They have no influence, either, on project designs or in the decisions related to the distribution of resources and benefits.

The few existing women-oriented programs involve rural fish farming, mainly, and solve some of the above-mentioned situations. However, by lacking the gender focus, the projects have solved some problems, but have created others: extension of the workload for women (double or triple work shifts), family problems, lack of training programs to meet the needs of women, children's neglect, or delegation of household chores to the girls, among others (Salazar, H., 1999).

Fish farming (Aquaculture)

This is an activity that requires systematic feeding of organisms and maintenance of the infrastructure and the equipment, the application of sanitary treatments and manipulation of organisms, including monitoring of the productive process and the quality of the water, for the very reason that the purpose of this activity is to have the best control possible over the variables involved in it. Under such requirements, work continuity constitutes the strength of the work groups that involve women in the operation of production units, as women remain in the community, whereas men migrate during the times of the year when the economic activity decreases. It is hard to make an evaluation about the benefits derived from this type of projects, given the fact that the work and inputs women use in feeding organisms, preparing compost for the ponds' organic fertilization, or repairing the nets of the floating cages, is not quantified.

Example

In Northern Mexico, there are some rural aquaculture projects, where the women's work shifts are similar to those of the draw-back workers, whose income is complemented by selling fish, as a result there are certain times during the year when the burden imposed by the household chores falls on the women, while the husband or partner returns to a remunerated job either in the country or abroad.

Such is the case of the production unit of Ejido Ignacio Zaragoza, in Viesca, Coahuila, where the group of 17 women working there average 43 years old, most are married (13), only one has high school education, two have no school education at all, and 13 have not gone beyond the sixth grade of elementary school. The main income-generating occupation of those women are: commerce (5), work in draw-back factories (5), rely exclusively on aquaculture (3), and there are 3 others who, in addition to aquaculture, also receive financial help from PROGRESA. It should be noted that their monthly income averages \$10,000.00 Mexican pesos, for a 9-hour daily shift, and work periods that do not exceed eight months of continuous work.

Manipulation and processing

In most of the fishing communities, women establish a link between production and consumption. They help unload the ships and nets, handle some of the fish or other products' processing activities, be it of a craft or industrial nature. In the case of industrial fishing, women participate in the filleting, preparation and packing of fish or other products for sale.

At a craft level, they are responsible for the drying, smoking, salting, fish pastes, mollusk processing (shell removal) and crustaceans (meat removal). For example, the women in charge of fish drying are an essential link in post-harvest, as they transform into "usable product" fish that would otherwise be discarded. This type of processing generally involves a double work burden, since additional inputs need to be guaranteed for this task, as is the case of firewood for fish smoking, salt and fresh water.

Likewise, during the high fishing seasons, the work shifts are longer and more intense. Women usually wake up very early to feed breakfast to their husbands and prepare the food they will be taking to work. They work throughout the day in reproductive, productive and community tasks and, generally, undertake product commercialization and processing tasks during the afternoons.

Example

At Laguna de Términos, in Campeche, Mexico, the intensive crab harvesting takes place during the months of January through April. During this time, fishermen sell to middlemen the crab having commercial value. The ones that don't have commercial value, are taken home, leaving to the wife and kids the task of gathering firewood, hauling water, and preparing the fire for meat removal. Because there is no storage capacity in the homes, the processed product is sold that same day to middlemen. The price women get for this crab meat is five times less than the price at which the meat is sold to the restaurants (Castañeda, I., 1999).

The above example reveals a situation that is common to rural zones: the unfairness regarding the aggregate value inherent to product processing.

A fair recognition should also be made about women's work in the fishing industry, where feminine labor prevails in raw material processing tasks (i.e., product receipt, cleaning, filleting, classification and packing). These activities are generally conducted under conditions attempting against the physical and mental health of women².

A good PAGEP should expose the participation of all the household members in the productive processes, given the fact that, like in the case of aquaculture or fishing projects, there are many instances when the income generated by various household members, who have been involved in product processing activities, is not taken into consideration. These are the invisible links of the productive chain that deserve equitable retribution.

2 ____ For further information regarding women's involvement in the fishing industry, please refer to the book *Un mar de mujeres*, by López, L., et. al. Ediciones Trilce, 1992.

Commercialization

It is common for women to be practically or exclusively responsible for the activities involving the commercialization of fish products, particularly those coming from craft or small-scale fishing. They usually market these products, fresh or processed.

In many cases, women are exposed to situations that force them to sell their products under disadvantageous conditions. For example, by lacking access to appropriate storage and conservation sources, they are forced to sell their products to middlemen, at very low prices, to avoid wasting the entire production.

Their gender subordinate condition is responsible for their obtaining less income. In the first place, because the commercialization activities carried out by women are usually done on a retail basis. Secondly, because they have access to local markets only, where they depend on the middlemen who monopolize the demand. In some cases, the husbands do not allow them to go to more profitable markets. In other cases, there are time (due to the reproductive responsibilities they must tend to), and cash limitations to cover the expenses incurred by traveling to other markets.

An additional inequity condition is the fact that the women's income depends, to a large extent, on the products caught by the men. When they do not fish, there is no product available for processing or commercialization.

It should be remembered that during the low fishing seasons, the women carry out a series of activities aimed at offsetting the lack of fishing resources (i.e., selling food). Furthermore, in fishing communities, women are generally more involved in agriculture. Young women frequently leave their communities in search for jobs as maids or cooks or chambermaids in tourist projects.

Reproductive work

It includes care and maintenance of the household unit and its members, as well as giving birth to and caring for the children, food preparation, water and firewood gathering, purchase of food supplies, household chores and family health. The reproductive work is vital to the survival of human beings and the reproduction of household labor. Yet, it is not considered as work by society, as it has no trading value.

This task is not subject to any kind of remuneration: from the state, or a company, or the husband, or the community; it is only for the women who execute it, that it represents a transference of the women's value, from the reproductive and household scope, to the productive sphere, thus facilitating the processes of economic accumulation and business competitiveness (Campillo, F. and Pérez, L., 1998).

The wives of medium-scale fishermen are left alone during long periods of time, during which time they are fully responsible for the entire family, which entails an additional burden over the productive and reproductive workload.

Social or community work

It includes the collective organization of social, service and management events: ceremonies, celebrations, actions for community well being, community groups, involvement in local politics, pro-health movements, etc. This type of work is not included in the economic analysis (economic statistics), even when they involve considerable voluntary work. Both men and women are committed to this type of work, although in these cases there is also a prevalence of work division by gender.

The work by gender analysis is required to recognize and attach value to all the work carried out within a community (productive, reproductive and community), to plan the impact of projects over the complex socio-economic system operating in a community, to directly contribute to raise the awareness and potential of women, by exposing the extent and importance of their actions, reduce the women's workload, and ensure their participation in development projects.

Key
questions to be
asked ³

- a. Who does what?
 - Who participates in product catching activities, and how?
 - Who participates in product processing, and how?
 - Who participates in product commercialization, and how?

³ ____ The following questions have been included for illustrative purposes; they are, by no means, exhaustive.

- b. How is it done?
 - How do women, men, boys and girls become involved in the various stages of the productive process?
 - Do women carry out fishing activities on their own?
 - As crew members in fishing boats or in their own boat.
 - From the shore, by gathering seafood, mollusks, algae, etc.
 - Do women participate in small-scale or in some phases of aquaculture? Is aquaculture an individual or collective enterprise?
 - How do men, women, boys and girls participate in the complementary activities (boat and fishing gear and equipment repair, food preparation for fishing journeys)?
- c. How much time is devoted?
 - Are the fishing activities undertaken by women a regular part of their work, or are they carried out only during emergency situations?
 - What percentage of men's and women's work time is devoted to fishing or aquaculture?
- d. Is it modified during the various seasons of the year?
 - Are the fishing activities seasonal or are they carried out throughout the entire year? How are the work shifts of men and women during intensive fishing seasons? How are they during close season times?
 - How far is their workplace?
- e. Does the activity generate cash income?
 - If women are part of the fishing crew, do they get an equitable portion of the fish caught or the income earned?
 - Do women have control over their activity and potential cash income?
 - Do women manufacture nets, sails, traps, fishing gear, etc.? In which case, are they remunerated for this activity?

- Do women prepare their fishing gear? In which case, are they remunerated for this activity?
- Are boys and girls involved? In which case, for how long?
- f. Are men or women culturally excluded from certain types of work? Which? Why?
- g. In the event that there are activities which are carried out in plants or industries:
 - Which work possibilities are there available for men and women in the case of the tourist industry? What are the working conditions like?
 - What type of work do women carry out within the industries associated with the industrial processing of marine-coastal resources? Which are their hiring policies? Which are their working conditions?

Example

Women from the coast of New Brunswick, Canada, have faced a serious problem regarding the salary they earn and the workplace safety in fish processing industries. For example, for the very same type of work, men earn an average of 2 Canadian dollars per hour more than women. When they decided to fight for equitable salaries, they had to face the additional fact that, since they were temporary workers, their employers did not have to fire them, they simply were not hired back the following season. This has been the cause for women having to suppress their claims for fear of separation (Taken from Yemayá No. 2, November, 1999).

- Report about sexual harassment cases.
- To what labor risks are women and men exposed, in accordance to their roles and workspaces?
- Indicate whether there is any type of labor organization.

Source: Adapted by Kristin Renooij-Stroes, Gender Eexpert - Dupal Project, Bluefields, Nicaragua from: Balarezo, S., *Guía Metodológica para incorporar la dimensión de género en el ciclo de proyectos forestales participativos*. FAO, 1993.

Objective: Generation of information about work division and the responsibilities within the household, with respect to the productive systems and resource management.

Materials: Markers, blank newspaper sheets.
Chart like the one shown on the example for the group to fill in the information.

Procedure: 1. Participants are asked to describe the activities carried out by all members: men, women and children. To facilitate the elaboration of the schedule, the analysis is divided into: productive, reproductive, and community activities. Productive activities include: fishing, commercialization, processing, aquaculture, recollection, agriculture, cattle, forestry, craftsmanship, and other activities where the family participates.

It is important that the productive activities are sub-divided according to the different type of tasks associated to them (i.e. fishing, needs to include from catching to commercialization).

2. Participants are asked to indicate the dates and seasons of their most frequent activities, including whether they are:

Permanent:

That is, carried out throughout the year on a continuous basis.

Occasional:

Carried out during certain periods of the year.

Intensive:

Activities that require either the participation of all or most of the members of a family unit, or remunerated work from time to time.

Another Schedule method:

In Dupal project in Nicaragua, the community defined the different activities. Latter on, the participants used candies of different colors (depending on the sex) in order to have a visual analysis of who was doing what, and how they participated.

Source: Lorena Aguilar.

Objective: To visualize the work conducted by men, women, boys and girls, and think about the work division and its consequences with respect to the projects and their daily life.

Materials: Markers and sheets of paper.
A chart where time may be divided (refer to the example). It is important to note that communities structure time in a different manner. Therefore, they must determine which elements are used to make the time division (for instance, dawn, lunch, night, etc.)

Procedure:

1. To show the poster where a column has been drawn for women, men, boys and girls.
2. The group (which should preferably be mixed and include boys and girls) is asked to state the work done during an ordinary day (write down daily activities).
3. Subsequently, an analysis is made about each one's tasks, and time is taken to give consideration to what the work means, the number of hours that men and women work, the spare time for recreation and resting purposes, time devoted to the projects, etc.

Note: Note should be taken about the difficulty in making a precise account about the times used by the rural population—especially women—who often times perform several tasks at the same time, which makes it difficult to separate them in time. Careful consideration should be given to this fact.

THIRD INSTRUMENT

Use, access, control and benefits of the resources

Productive, reproductive and community work entail the use of resources. Both, the work and the use of resources usually generate benefits for the individuals, the households and the communities. The gender approach considers the accessibility of the social players to the resources needed for their work, the control they exert over the resources to be able to use them as they wish, the access to the benefits coming from the family, and personal work.

The resources may include:

Economic or productive resources, such as the rivers, estuaries, lagoons, mangroves, and marine and fishing infrastructure, land, equipment, work, credit, employment and income-generating capacity.

Within the fishing sector, credit is usually directed towards the introduction of new technologies (outboard motors, boat purchase). It is practically impossible to find lines of credit for the processing component.

Another limitation is the fact that women are, for the most part, unable to meet the credit requirements imposed by the financial institutions or other credit sources.

Political resources, such as representative organizations, cooperatives, labor unions, concessionaries, leadership capacity, information education, public work experience, self trust and credibility.

Time, which is a particularly critical and scarce resource among women.

The benefits may include:

Meeting basic needs, such as food, clothing and shelter, cash money and income, possibility regarding land ownership, education and training, political power, prestige, *status* and opportunities to undertake new projects or activities.

The women's subordinate position may restrict their access to and control of resources and benefits. In some circumstances, there may be access (the opportunity to make use of something) to the resources, but might lack control (the ability to define their use and destination).

In many fishing communities prevails a large number of myths and taboos that restrict women's involvement in fishing activities. Yet, even though they are not allowed to go out fishing, they are "allowed" to own outboard motors, boats or fishing gear.

The lack of information about the possible access to and control of the resources and benefits, has been the cause for misconceptions about what a women may accomplish, and how she might benefit from development initiatives.

From a sustainable development perspective, it is important to stress the fact that the use, access and control of natural resources, and other areas or goods as well, are affected by the gender system prevailing within a given community. The men and women of a community interact and use resources in different ways and express their environmental reality in a differentiated manner.

The perception about and the use of the resources is, in turn, closely interrelated with age, social class and culture. Thus, it is necessary to have a reference framework whereby it may be possible to visualize these interrelations within a society and a given context.

No sustainable development project can disregard gender differences if it really aims at truly impacting local living conditions. Learning about and undertaking analysis and activities with only one sector of the population, will not help to fully and integrally solve the environmental degradation problem.

**Key
questions we
should ask**

The following needs to be answered:

- a. How do the various social players behave within their ecological environment?
- b. Are there any conflicts regarding coastal uses?
- c. Are there any policy-related conflicts among users?
- Have the conflicts been clearly stated?

- Have workshops been held and agreements taken towards conflict solving?
- Do these understandings promote gender equity?
- d. How are genders benefited or otherwise from the use of these resources?
- e. Who benefit from the resources and how?
 - How and how many men and women are involved in the fishing system (catching, processing, storage, commercialization, complementary activities)? How do women and men benefit from these activities.
 - How and how many women and men are involved in tourist activities and how do they benefit from this activity?
- f. Which resources (of a different type) do men and women have access to?
 - Water bodies, estuaries, lagoons, rivers, mangroves, land, water, housing, small species, trees, forest.
 - Capital, credit, savings. (In the event credit facilities were available for the activities undertaken by men and women, do women have access to credit services?).
 - Labor (boys, girls, relatives, employees, others).
 - Production tools (boats, nets, traps, ovens, ponds).
 - Fishing inputs (ice, bait, larvae, salt, diesel).
 - Infrastructure connected with fishing, marine, collection, storage and distribution (refrigerators, collection centers, freezers, cooling rooms, ponds, equipment).
 - Permits and concessions.
 - Raw material to undertake the craftsmanship work.
 - Transportation.
 - Time.

- g. Who exerts control over the resources (men, women)?
 - Who owns the production-related tools?
 - Who owns the processing-related equipment or tools?
 - Who owns the storage equipment?
 - Who owns the commercialization-related equipment (transportation)?
- h. Who benefits from the resources (usufruct)?
 - How is money distributed within the household?
 - How does the man invest the money and on what?
 - How does the woman invest the money and on what?
- i. Which are the services or facilities do men and women have access to?
 - Extension services.
 - Training.
 - Commercialization and marketing (information about prices, commercialization-related contacts).
 - Water and sanitation.
 - Education.
 - Organization.
 - Health services.
- j. Are there any regulations, customs or territorial rights that pose restrictions on either gender?
- k. Is there any national legislation connected with product capture? To whom are capture permits granted?

Who owns the things?



Source: *Género y Figura, Aguilar, L. et. al., 1997.*

Objective: To determine who has the access, control and benefit of goods and resources.

Materials: Utensils, things and tools frequently used by men or women. For example: machete, pots, plot of land, forest, house, water, and money.

- Procedure:**
1. The objects are distributed among the participants.
 2. The facilitator asks questions that could help the discussion about the possibilities of access and control enjoyed by men and women, such as:
 - Whose is this?
 - Who uses it?
 - Who decides how to use it or spend it?
 - Can you give it away or sell it?
 - Who holds the title of ownership, in whose name is it?
 3. Participants are asked to comment on their own situation, and whether it would be possible to make changes having a positive impact on the lives of the same persons.

FOURTH INSTRUMENT

Environmental degradation and its impact by gender

It is impossible to ignore the environmental degradation and its differentiated impact on women and men. As the degradation of the environment and social structure moves forward, as a result of population growth, degradation of natural marine-coastal resources (decreased fish or crustacean populations, and mollusk banks, contamination of lagoons and coasts, tourist, harbor and oil infrastructure), and soil infertility, men and women are forced to migrate to places where fish catching or seafood gathering are supposed to be plentiful, whether or not these are protected zones. In addition to creating legal and environmental conflicts, this also increases environmental deterioration.

There are countless cases of men who migrate as a result of the depletion of the marine-coastal zones, leaving their families behind. Under these circumstances, the women are the ones having to face the lack of firewood, the scarcity of coastal products, water, soil erosion, and other environmental problems. The feminization of poverty implies that the worldwide crisis faced by the environment and development, due to the masculine bias prevailing in development and cooperation policies, has caused women to become further impoverished. Among the poor of the world, women are the poorest, as a consequence of the burden placed by their reproductive and productive roles, and the marginalization resulting from their subordinate condition.

Because of the combination between the sexual division of work and the feminization of poverty, women frequently are the ones who are most affected by the impact of environmental degradation. It should not be forgotten that the environmental impact also affects reproductive aspects. Such is the case of salty water, hard water or firewood scarcity, among others.

Do not forget

Environmental changes cause negative impacts, both on the productive systems as well as on the population's quality of life. The most dramatic and evident effects are those occurring on the persons' physical and mental health, and on the productivity of the subsistence systems. At the same time, the efforts made by the population, particularly the women, on a daily basis, to

mitigate these impacts, imply costs that are translated mainly into money, time and opportunities for a better well being. But the costs should not only be associated with the impacts, but also with the lack of preventive measures to avoid these effects and enforce policies that promote resource conservation. These environmental deterioration consequences should be analyzed according to a differentiated character over women and men, from their asymmetric insertion into the social structure and the resulting vulnerability (Rico, N. 1997).

The reduction in soil fertility and the decrease in food, water, fodder and firewood, entail an increased workload for women, extending the time and energy required to gather these resources from places that are further and further away.

Apart from investing more hours in obtaining resources such as water and firewood, and fish-related resources, women face the problem of reduced family food intake. Women generally sacrifice their food rations and those of their daughters, in favor of the male members (their sons and partner/spouse). This is added to the women's struggle to keep their household's quality of life, with less and less resources, continued pregnancies and reproductive problems, which explains the increased health deterioration of poor women.

When fisheries experience a decrease, fishermen have to go further away, thus increasing the number of days away from home. This, in turn, has a direct impact on the women's household responsibilities, as a result of the absence of the father or husband.

It is becoming increasingly evident that marine-coastal zones are highly vulnerable to natural disasters, as a result of global climatic change. This characteristic makes it necessary for communities to be prepared to deal with this type of situations. The disasters over the past few years revealed that the impact of these phenomena has a differentiated effect on men and women. Women play a critical role in the kinship and reciprocity networks, which in rural and fishing communities permit to mitigate the burden of poverty, risk and crisis. These networks are able to mobilize and redistribute resources, labor and information, thereby increasing the families' survival capacity. The role played by women in these networks needs to be better documented, understood and appreciated, in order to contribute to an equitable and sustainable management of marine-coastal resources.

Example

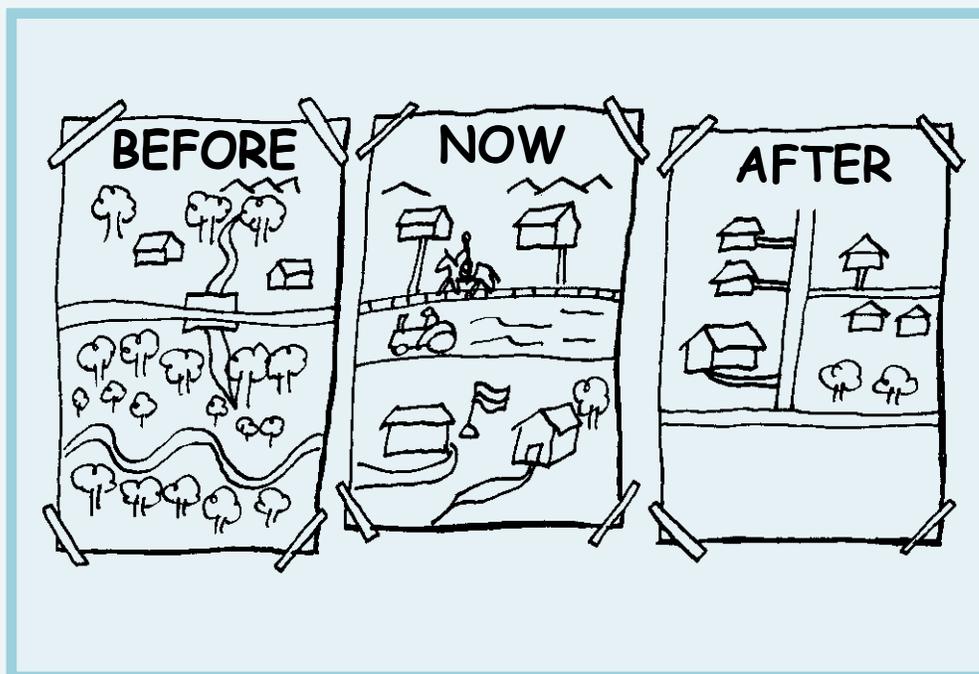
In South America, El Niño has caused drastic changes to the coastal morphology. The fishing fleets' captures, particularly in Ecuador and Peru, experienced drastic reductions, to the point where they practically paralyzed their operations; the resulting losses amounted to approximately US\$200,000 million. One of the effects of this situation has been that the most technologically advanced fishing boats, are fishing in zones which formerly were zones for craft fishing, which is, thus, causing the displacement of the latter, and a negative effect on the quality of life of craft fishing populations.

An element which should not be omitted when analyzing the environmental degradation problems, is who is responsible for implementing the sustainability practices designed for environmental recovery. As clearly stated by Escalante (1994), the close link between women and nature may lead to positions arguing that women enjoy an alleged privileged position with respect to nature or the environment. This line of argument entails the risk of ending up supporting the traditional work division and the corresponding gender risks, and assigning women an additional work shift. It is important to take into consideration which is the population that derives the benefits and which is the population paying the costs of environmental degradation, as a result of existing practices. In this way, it is possible to identify the imbalances and thus, agree on more equitable forms of cost and benefit sharing, between men and women and among diverse social groups.

Key questions we should ask

- a. Which are the major environmental problems in the area of operation? Who benefits from this situation? For whom is it most detrimental?
- b. How does environmental degradation affect women and men?
- c. Which activities are needed to improve the environmental conditions?
- d. Who will take over responsibility for environment-oriented activities? Does this reflect an equitable distribution of costs and benefits derived from resource management?
- e. What has been the impact of environmental legislation and regulations on the living conditions of local populations?

Before, now and after



Source: IUCN's Social Area Group.

Objective: To assess the community's situation regarding the use and conservation of natural resources (sensitive to the identification of gender differences).

Identification about the community's expectations towards a conservation and sustainable development project.

Materials: Large blank newspaper sheets.
Color markers, pencils and crayons.
Tape.

- Procedure:**
1. The community is divided into groups. It may be groups of women, men, youngsters, boys and girls. Three sheets of newspaper and markers, pencils and crayons are handed to each group.
 2. The groups are asked to draw the community, first in the past (taking into account the background information participants have about their community). On the other sheet of paper, they **draw the community** at the present time, and on the third, they will draw how they would like to live in the future.
 3. Depending on the interest of the appraisal, certain key elements may be prioritized and identified. In our case, we have worked with the following questions:

- What was the community like before?
- What were the natural resources like, the forest, the mountains, and the rivers?
- Where did the water come from?
- How did they carry out their work?
- Which were their greatest problems?

4. The same questions are asked for the present time.

5. The same questions are asked for the future.

6. Subsequently, each group tapes their drawings and presents them to the plenary. At the end of the presentations, the community may analyze the contributions, differences in appreciation and prioritization, according to the group working on it. The future presents elements of a cultural character that is important to discuss thoroughly.

FIFTH INSTRUMENT

Influential factors

Gender relations (work division, access and control), may be modified over time and in any society. Aspects of an educational, economic, organizational and ecological nature have modified gender relations throughout history.

When we understand the factors that have had an influence on gender relations in the past and present, we are able to have a clearer view about the limitations and success of our actions and projects.

Among
the influential
factors
are:

Economic:

It is related to state-promoted policies, ease or limitations regarding production, investment, employment and marketing, etc., as well as regarding other private sector-promoted processes.

Political:

It is related to the social sectors' capacity for discussion and consensus, openness regarding decision making, or otherwise, the influence of war, conflict and intolerance to handle a country's decisions.

Population:

Demographic, reproductive health, rural migration aspects, etc.

Religious:

Proliferation of cults, religious practices and their influence in society's values.

Educational:

Access to education differentiated by gender, changes in the expectations of women who enter the educational system, etc.

Cultural:

Tradition, values, regulations, customs, representations, changes regarding the traditional way of life, acculturation, etc.

Legal:

Legislation changes which favor equity in decision making and access to resources.

Environmental:

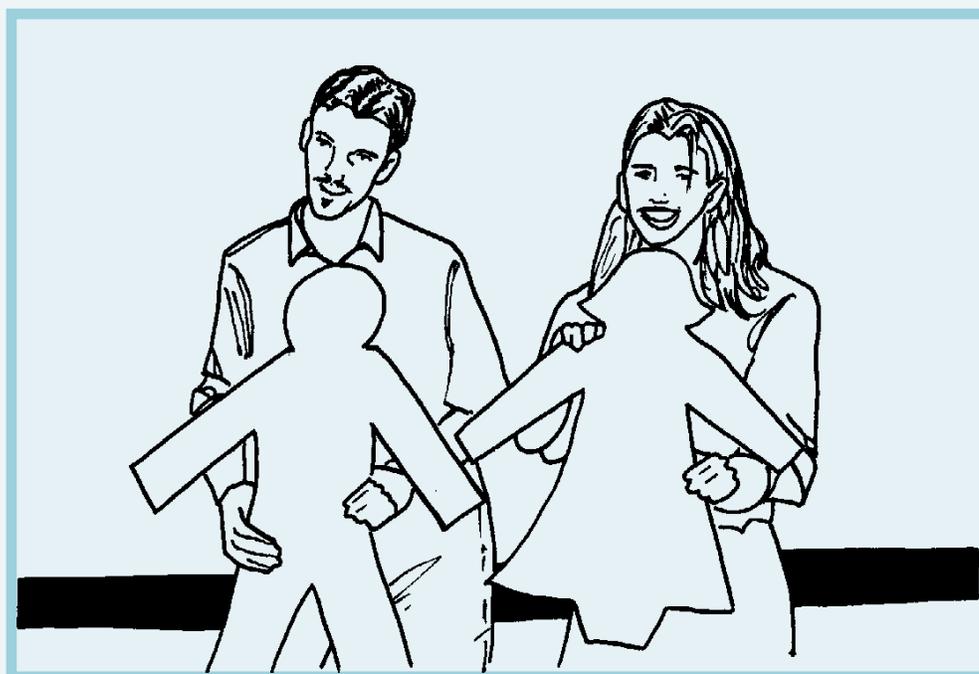
Deforestation, drought, contamination, floods, mangrove destruction, over-extraction of marine and land species, etc.

The questions to learn about the influential factors may include diverse factors, and each community shall determine the most relevant factors for reflection purposes.

The general idea is to ask:

- a. Which are the key factors—past, present and future—that have an impact on and change gender relations?
- b. Which are the limitations and opportunities posed by these factors to promote gender equity and improve women's position?
- c. How do these changes affect marine-coastal resources management?

The silhouettes



- Source:** "Toward Equity" Project: ASAPROSAR - El Salvador, 1998.
- Objective:** To think about power relations between genders.
- Time:** 1 hour.
- Resources:** Paper silhouettes of men and women. Markers. Tape.
- Procedure:**
1. Participants are divided into mixed groups according to the number of participants.
 2. Each group is handed two silhouettes (one of a man and one of a woman).
 3. Using the silhouettes, colors, symbols and words, the groups will make a representation of how power relations take place between both genders.
 4. Each group's silhouettes are presented to the plenary; an analysis is made of the contents, trying to identify characteristics, forms and mechanisms used in power relations between both genders.
 5. The facilitator promotes drawing conclusions, based on questions such as:
 - What typifies the relations described according to gender?

SIXTH INSTRUMENT

Cultural conceptions

To some authors, the cultural elements or factors should be part of what is known as influential factors (Instrument No. 5). Nevertheless, it is necessary to analyze cultural conceptions in a separate manner, based on the following considerations.

Just like influential factors have been proposed in existing literature (CCIC-MATCH, 1991), they arise from precise situations, which affect a community in a given moment. For instance, a natural disaster or a war. In the case of cultural factors, these are strongly rooted in the community and are an important part of the socialization process.

In the case of marine-coastal zones, countless myths and taboos have been identified, particularly with respect to women's involvement in fishing or gathering activities. Among these myths or taboos, the following may be mentioned:

"Women should never get on a fishing boat because they bring bad luck to it".

"Taking along a man whose wife is pregnant will limit the amount of fish caught".

"A menstruating woman should not touch the fishing gear because they will be contaminated".

These and many other taboos have limited the participation of women in the fishing sector. For example, girls are not taught to swim, because this is not considered as a necessary skill, as they will never go out to sea. On the other hand, this activity is encouraged among boys.

Key questions
that should be
asked:

- a. Are there any types of cultural restrictions by gender limiting the access to or control of any resource?
- b. Which cultural regulations, traditions or restrictions affect gender relations associated with productive and environmental aspects.
- c. How do these restrictions affect the possibilities of improving marine-coastal resources management, in order to increase sustainability and equity?

Socio-dramas and representations



Source: Gustavo Briceño and Ilesie Valenciano.

Objective: To make a representation about a specific topic, in order to illustrate a given situation as closely as possible. At the end of the activity, the most important aspects represented are recorded.

Procedure:

1. The socio-drama is a technique that may be used in various ways.
2. The topics to be represented are determined according to the interest of the participants, and in accordance with the objectives of the appraisal. For example:
 - A working day in the life of a woman and a man.
 - Domestic violence.
 - Situations that are typical to women, men, or both, in various settings: home, work, the market, the street, etc.
3. Upon concluding the representation of the situations (it can take place in subgroups), the facilitating team will encourage detailed discussions about one of the topics represented. Following are some examples of encouraging questions:

- Is this a commonplace situation?
- Does it only happen in some cases? When? Why?
- Does it affect women, men and boys and girls in a similar way?
- How did we feel during the representation (players, audience)?

Remember
that...

There are times when representing or acting is easier than discussing or rationalizing about certain realities, particularly when it comes to "difficult" situations.

Some persons dislike this type of activities. Even if after several attempts at trying to motivate them to participate, they refuse to become involved in the representations, these persons may still make a very useful contribution, through their insight as part of the audience, or by providing support in elements such as wardrobe, sound, etc.

SEVENTH INSTRUMENT

Levels of social participation

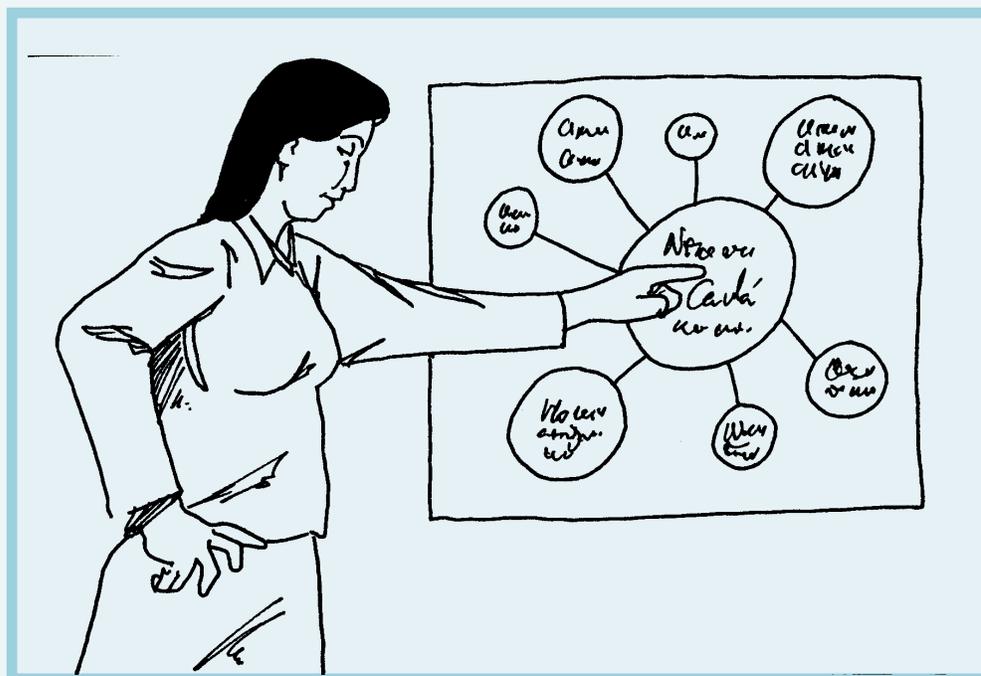
Society is reproduced and produced based upon the interests, roles and relations assigned to the social players. This social pact is characterized by conditions of inequity among said players, by not taking into consideration those lacking the power to change this reality or fight for their own interests.

Recognition about this situation is essential to promote sustainable development initiatives, particularly when considering that the power interests and relations existing among local and external social players determine development. Therefore, to achieve viable sustainable development processes, these power relations need to be known, developed and resolved,

*Key
questions that
should be
asked*

- a. How can men and women get involved in decision making and planning processes within the household and the community?
- b. What type of organizations exist and how are they conformed (by sex, age, etc.)?
- c. In which organizations are the women involved and how do they participate?
- d. What is the projection or impact of the various groups' actions on the community?
- e. Are there any social or mutual help networks to strengthen the community's organizational processes? How are women and men involved in these networks, which are their roles?
- f. What is the level of information of men and women about the legal regulations that have an overall effect on their rights, particularly their access to and use of marine-coastal resources?
- g. What participation opportunities exist for men and women in community organization, and local and regional governments?

Institutional diagram



Source: *Plan de Acción Forestal para Guatemala, 1997.* Adapted by Lorena Aguilar.

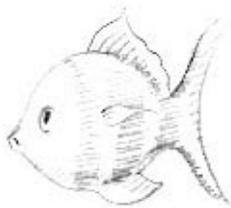
Objective: To identify the various organizations involved in the community's development and the importance men and women grant to them.

Materials: Blank newspaper sheets, markers, round pieces of paper (optional), tape.

Procedure: 1. Participants are divided into subgroups; they are asked to state the name of the community-involved institutions.

2. Participants are, subsequently, asked to classify the institutions in order of importance with respect to their involvement in community affairs. It is fundamental to recognize which institutions are the most important according to the opinion of the people, and which are respected and trusted by the community. To this effect, participants may be asked to draw on larger circles the most important institutions, and on smaller circles, by order of importance, the rest of the institutions or organizations. Paper circles of different sizes may be provided for this activity. Participants are then asked to indicate how these institutions interrelate among each other, by superimposing paper circles to indicate the existence of collaboration among them.

3. If participants have worked on the floor, then the most accepted versions should be carefully copied on a sheet of paper.



V PLANNING MARINE-COASTAL PROJECTS FROM AN EQUITY PERSPECTIVE¹

Participatory planning is a dynamic process that requires patience, ability, understanding, and commitment by everyone involved in sustainable development initiatives. Participatory planning is a slow process, involving successive approximations to the point we wish to achieve, where the process is as important as the results.

This is a changing process; it accepts improvements and adjustments throughout its materialization. It starts from a full knowledge about the resources and local potential to tackle the problems and needs felt by women and men alike. Within the community there are differences among its members, derived not only from their social and economic position, race, religion, culture, but most importantly, from gender relations, which have created inequities and a differentiated access to the opportunities and benefits of development.

Among the priorities of human sustainable development, is contributing to reduce this situation about discrimination and inequity, through the creation of possibilities for an equitable access to opportunities and benefits. To this effect, everyone must participate in the definition of the future from a local space, getting involved in the decisions and commitments made for a more just society. Participatory planning from a gender perspective is a first-hand tool to facilitate the incorporation of the interests of both women and men into their own development processes for marine-coastal zones.

A gender-based participatory planning starts from the recognition about local reality, through the application of different participatory techniques and tools, which enable the identification of problems, needs and expectations. Based on this identification, a negotiation is undertaken to prioritize the actions to be executed in communities and human groups, in order to achieve a sustainable and equitable human development.

¹ ____ This section has been partially adapted from Module 3 of the **Toward Equity** series. Alfaro, C., *et. al.*, 1999.

Experience shows that it is not possible to elaborate a manual with rules and procedures about how we should be and how we should behave in life. However, ideas and experiences may be offered to undertake participatory planning.

Chapter IV
contains a
thorough
analysis about
PAGEP

Upon concluding the **PAGEP** stage, the ground is ready to continue with the task of building better living and equity conditions within the marine-coastal zone communities where a project is promoted. The application of a gender perspective requires the formulation of a series of questions regarding the basis of the data gathered for the appraisal.

Some are:

- How is "development" built? How do community members participate?
- What are the goals of both the sustainable development and the sustainable management of marine-coastal resources?
- How are the costs and benefits resulting from the management of coastal resources distributed? What should be changed and how can this take place through discussions and negotiations?
- How can improvements be made at an individual or collective level to the living conditions of a person or community, by meeting human needs?
- How can family, marital, citizen, economic, labor, public or private relations, among others, be based on relations of respect, woven to maximize individual and collective potential.

"Gender-based participatory planning is a means for men and women to jointly reflect about and analyze their current situation and define strategies of change for the future" (Balarezo, S., n.d.).

In participatory planning, a gender perspective constitutes the core element upon which the set of actions undertaken along with community women and men should be based, so as to move from talking about sustainable human development to the practice.

1. Basic considerations

Gender-based participatory planning has a precise objective: to recognize the inequalities produced by the dynamics of gender

relations, how these inequalities affect the persons' possibilities for action and fulfillment, and their relationship with the environmental setting; and on this basis, determine specific corrective measures.

Compliance with the following set of conditions or requirements is necessary to ensure that planning is based on a gender perspective:

- **Specific recognition about inequality or discrimination.**

The institution promoting the initiative or project should show clear political will to recognize the existence of gender disadvantages and inequalities, and that the initiative undertaken by the project should contribute to eliminate them.

Political will is required from all project participants: directors, coordinators, advisors, technicians, to which effect, the gender awareness and education stage should be undertaken prior to initiating the planning process.

- **Technical capacity of the human resources involved in planning, to apply a gender perspective.**

If there is a gender unit within the project or organization, a full participation by this unit would contribute to ensure that the procedures and trends of the process comply with the requirements of a gender-based planning. Thus, it is important to incorporate the gender unit from the very beginning, encouraging its participation in all personnel training activities as well as on all the planning steps.

If new personnel should be hired for planning implementation purposes, regardless of which the vacant position may be, priority should be given to gender-sensitive persons, or ascertain their willingness to tackle all of the projects' stages from a gender perspective.

2. Challenges involved in participatory planning from a gender perspective

Openness, willingness and patience are the basic elements required to facilitate a participatory planning process. Even if it is the first time the needs and interests of the people are explored from a gender perspective, it is likely that this process will generate on the person responsible for the facilitation process, the need to

*The
facilitator
should perform
several
roles:*

take a hard look at his/her own life and reconsider his/her form of relating to others, or the practices rooted in his/her daily life.

- Ensure a balanced participation of men and women.
- Possess good judgment regarding when work should be undertaken jointly, with men and women, or separately.
- Recognize the power relations that arise between men and women during the planning process.
- Encourage different relationship spaces, so that in the event of tensions or difficulties, these may be spontaneously settled, without outside intervention.

Note should be taken that, when dealing with a mixed group, planning should also be facilitated by a mixed group, in order to instill confidence throughout this process to both men and women.

However, even when the facilitator has gone to great lengths to comply with the above requirements, it is quite possible that many moments of frustration will arise, like for instance, women's non participation in meetings, the team's difficulty to go beyond the traditional or merely technical visions that exclude social aspects, or when during the course of the planning process, there might be situations where conflicts of a personal nature among participants, might question the approach applied to the planning stage. When analyzing this type of situations, the following points should be taken into consideration:

- This type of situations is commonplace, even when a gender perspective is not being considered. The facilitating team's challenge lies in the development of adequate skills to handle the problem. It also is a learning process for the planning facilitator. Every intervention—whether we like it or not—**affects relations, including power relations between women and men, and their development potential.** Each action undertaken touches the life of the other person: it either strengthens an inequality or opens an opportunity towards change.
- As facilitators, **we only contribute the elements for the persons to question their practices, the directions guiding their life.** Each person does it at his/her own pace, according to his or her own conditions and background. It is possible that the people who have enjoyed greater freedom and access

to opportunities, will be able to initiate the process for change more easily than others.

- **The facilitation process requires methodologies and a participatory approach.** In other words, the facilitators should support reflection without assuming leading roles, without providing the answers, without monopolizing discussion, without presenting their ideas as the only valid ones.
- Each person (including technical personnel), **handles a certain amount of information, data, and experiences and possesses certain skills, but does not know it all.** It is for this reason that several points of view should be considered in order to make decisions that really promote the development of each person and the community as a whole, thus enabling an efficient and effective work.
- **Facilitating discussions and negotiations among groups with different interests.** Every process involves groups or sectors with differing interests and conceptions, for which reason we need to learn to negotiate. Helping the groups to expose their needs and seek ways to solve them, without resorting to aggression, is a permanent task. These diverse interests may stem from economic, political or cultural groups which, in general terms, enjoy certain level of recognition, but they may also stem from women and men negotiating resources.

Discussions and negotiations should take place at different levels: among women; among women and men; among these and economic, political groups, etc.; and among projects, programs and agencies.

Women should be supported, so that they may learn to make clear proposals and negotiate their conditions, and men should learn to appreciate the women's proposals, in the understanding that both are equally valid in terms of community development. This process supports mutual recognition under conditions of respect, and constitutes the basis for democratic processes, with representative decision making.

Processes are not democratic when women are neither recognized nor present, when they do not participate at all levels, nor when their rights are not respected in terms of development, access to resources, or their integrity or dignity as persons.

An
example that
illustrates
this is:

FISHERWOMEN INVESTIGATE

After several years of sensitizing the population and carrying out organizational work, coastal communities and "Pipuli"—the NGO that provides advice to them—felt they were sufficiently prepared to take over management of the 2,270 Ha. of the Bay of Danao. At that time, a local fishermen's organization already existed in each of the villages located next to the bay.

In addition to handling the needs of their territory, all of these associations integrate the Resource Management Council (RMC), the representative body of the fishing community that is officially recognized and that is responsible for resource management. Up until now, the RCM has implemented several resource management initiatives. Among these is the project called "Profile about the users of resources from the Danao Bay" (1998).

The community was involved in all the phases of this study: topic definition, data gathering and final analysis. The study's first result was to show that the leaders (men) were proposing an insufficient definition about the resource user. In their opinion, resource users were the persons who were directly involved in fish capture (which in the practice are men). Thus, the data should only be provided by them. This course of reasoning implied that the other users, such as the mollusk collectors, the mangrove workers, as well as other persons involved in tasks carried out before and after capture (mostly feminine activities), would be excluded from the research. Participating women were encouraged to express their opinion on the subject, and after a heated discussion, men yielded and accepted the need to broaden the scope of their definition.

Women's collaboration was indispensable to guarantee that their concerns, as resource users, would be adequately reflected on the survey. They also pointed out that for the community's purposes, the resources do not have an exclusively commercial value in cash money, as they also constitute a food source for the family, as well as a trade item in product bartering. This introductory phase alone, represented a fascinating learning process for everyone involved.

Twenty-nine women conducted the surveys. When the first results were obtained, it was noted that, despite explicit instructions regarding interviewing both members of the family unit, husband and wife, most of the members interviewed were men. During the meeting with project volunteers, there were several occasions when deeply rooted sexist prejudices surfaced. Women were only housewives and they were not worth interviewing, or they argued that interviewing their husbands would suffice. Finally, the volunteer women agreed to return to the homes and also interview the women.

Following the first data collection, it became evident that the feminine population was closely linked to the use of resources. It was even determined that 21% of women were involved in fish capturing activities. It also became evident that women's knowledge about the resources and their opinion about management activities, were as valid as the men's. When this was disclosed, the very last doubts that women had about the surveys, were finally dispelled.

A community-based social study ends us mobilizing it. After exposing the first conclusions to the population, many people decided to enter the RCM, which also adapted its strategy in accordance with the reactions of fishermen and fisherwomen.

SOURCE: Cornelie Quist, curriculum advisor for Pipuli's program CB-CBR, Philippines. *Yemaya. ICSF Magazine Sobre el Género en la Pesca*. No. 2. India, November, 1999.

3. Sailing between appraisal and planning

We must be aware of the fact that when undertaking the elaboration of a project, at least two situations arise on a preliminary basis:

- That the proposal stems from a previous appraisal (participatory or otherwise).
- When, because of limitations inherent to the proposal elaboration process, no resources are available to undertake a previous appraisal, as a result of which it becomes necessary to include the appraisal as the first activity to be undertaken by the project.

If we start from the first situation, the steps between appraisal and planning are:

Before beginning the plan, the community group should have previously processed the PAGEP information, which is like an X-ray of the community's situation, which should, in turn, provide a clear idea about:

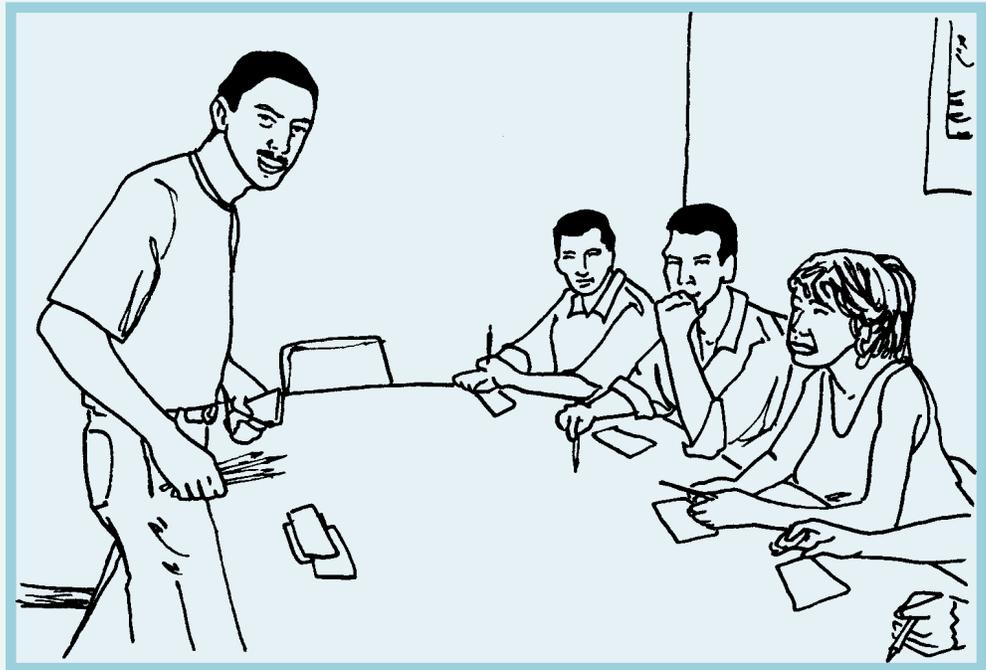
- The **inequalities and shortages**. It should be taken into consideration that poverty, violence, resource access, daily tasks, as well as the possibilities regarding decision-making participation, are different for women and men.
- The **needs identified**, for both women and men.
- The **resources** available to maximize their development, the condition and quality of said resources, their ownership and control, laws and regulations governing their exploitation, who makes the decisions about their use, who has access to them and of what type, the productive and commercialization systems.
- The **benefits** generated by the development activities and their distribution between the community's women and men.
- A **balance** between costs and benefits and their distribution between men and women.
- Planning should be guided by a **preventive** vision regarding environmental risks to which projects are exposed (i.e., red tides, El Niño, La Niña, hurricanes, tornados).

Fishing policies and programs have focused mainly on the needs and interests of men. They have ignored fisherwomen, assuming that women will also be the recipients of the benefits distributed to men, or simply because they have not appreciated their importance within the fishing industry (FAO, 1990).

Following are the basic steps to develop a gender-based planning. Starting from the appraisal, the steps and order suggested may vary.

Step 1

Where it hurts most



Under this step, problems² are identified and prioritized, and a determination is made about: What is most urgent? Who is most affected?

Methodology:

1. An exercise needs to be conducted about the appraisal-identified problems, in order to identify the effect each one of these problems has on men and women. In these cases, we recommend working with separate groups of men and women. The facilitator should keep in mind that gender training has an influence on how men and women define their needs or problems. Women have been socialized to more easily identify what other persons need: their daughters, sons, husband, relatives, or the community itself. Thus, it is necessary to thoroughly examine the women's answers about their needs, until their own needs also surface.
2. On flip chart paper, attach the problems identified, and next to each one, indicate the number of women and men who identified each problem.
3. Ask the men and women to separately comment on the how they are affected by each problem. Each answer should be written down on a card and placed next to each problem.

² — A **problem** is a situation or condition which affects people (men and women) inside or outside of a community, which will continue existing in the future and which we do not want to continue affecting (Schuler, 1991).

At the end, a chart like the one shown below may serve to systematize the exercise.

Problem identified (shortages, deprivations)	How many people does it affect?		How does it affect us?	
	Women	Men	Women	Men
Lack of credit			The processing and storage practices for seafood products cannot be improved.	We are unable to acquire improved fish capturing equipment.
Poverty rate is extremely high			There are no permanent jobs for women; we get jobs only during short periods of time. Men "drank" their incomes.	We cannot always fish, sometimes due to a close season, and others because of fish scarcity.
Health center is lacking			There is no place to take the children. The closest health center is many hours away.	Too much money is spent on a doctor.
Children's diarrhea			Suffering. Too much time is spent taking care of our children.	Concern.
Women do not participate in the fishing cooperatives			Women's needs are not taken into consideration by the organizations at the time of seeking resources and services.	It is hard to allow women to participate in the organizations; their husbands already belong to them. Perhaps as secretaries or to help with the premises' cleaning.

4. Out of the problems identified, the group should select the top ten problems and the relations among each other that affect the greatest number of people. A prioritization exercise is conducted based on this selection. It is important to negotiate around the problems expressed by both groups, in order to avoid one group's problems to prevail over the problems of the other group.

Step 2

He who grasps all loses all



What do we expect to accomplish? Formulation of objectives.

Methodology:

1. Upon completing problem prioritization under step 1, a discussion should be held about the following: What is expected to be accomplished? How far can we go to solve this problem, for **objective formulation** purposes? The objectives should clearly express how their compliance will bring well being to the lives of the community's women and men, and contribute to determine what the project is expected to achieve.

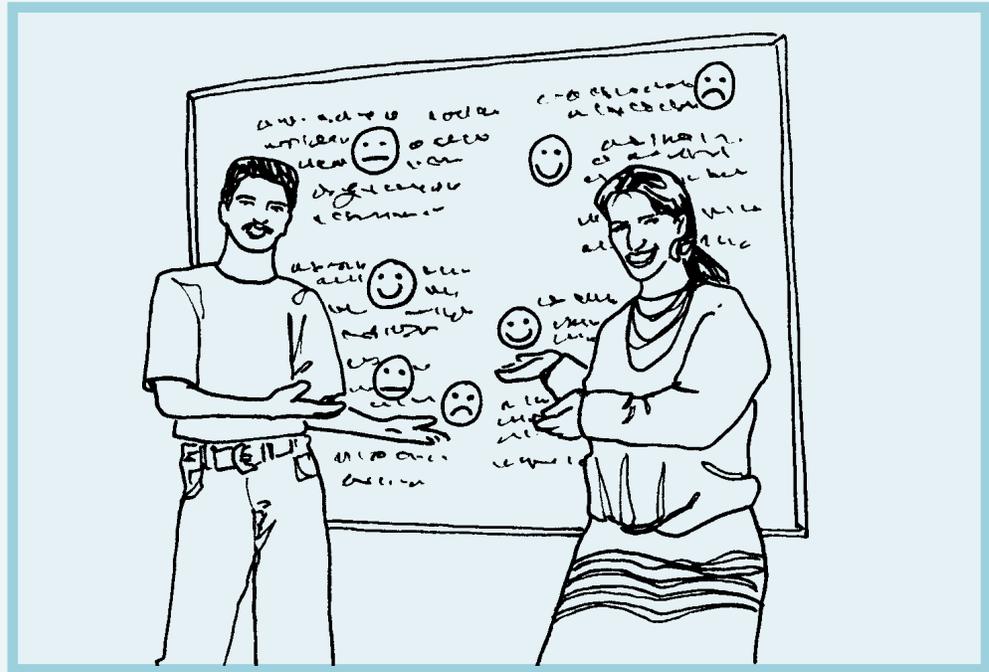
Don't forget
that...

The objective should express the goals women and men wish to achieve, in order to direct the group's future actions and accomplish specific results regarding certain problem. It is not the solution; but it shows which way to go to solve a problem (Balarezo, S., n. d.).

2. Two types of objectives may be defined: the general objective and the specific objectives. The general objective includes a broader purpose, without being too specific. The specific objectives define certain aspects that need to be accomplished to comply with the general objective. The latter are far more specific and precise.

Step 3

Which is the best solution?



How can the possible solutions be identified, considering the options available to solve priority problems and achieve the objectives?

Methodology:

1. Upon completing the design of the objectives, the next step is to **identify possible solutions**. At this stage, creativity is essential. The solutions should comply with two requirements: first, they are expected to provide answers to the problems found, and secondly, that the solutions proposed constitute a means to promote equity or avoid inequalities.
2. Once the solutions have been defined, participants should be asked to analyze the feasibility of the solutions proposed, based on the following criteria:
 - **Equitable benefit.** It encourages an equitable distribution between men and women of the costs and benefits generated, and breaks away from the traditional resource-controlling forms.
 - **Increased income.** It improves the quality of life of women and men (economic- and reproductive-wise).
 - **Profitability.** After covering all costs (including the cost of women's labor in household chores) a profit is obtained.
 - **Technical and social feasibility.** The solution is adequate to the community context and its implementation is technically viable.

- **Estimated duration.** Will we solve it in a short time? Is this a long-term solution?
- **Local resources.** Does the community have the human, natural and material resources to solve the problem? Otherwise, where will they come from and who will secure them?
- **Sustainability.** Does its impact on the natural resources contribute to their conservation? Will the impact be of an extended nature? Can we do it with little external assistance and continue doing it after the assistance is withdrawn?
- **Participation.** It involves a large part of the population, at least a significant percentage of women and groups at a disadvantage. Does it promote public appreciation regarding the contribution made by women to community development, placing them in a social position similar to the position enjoyed by men in the community? Does it promote democratic power practices between and among the groups of women and men?
- **Appreciating local knowledge.** Advantage should be taken of the knowledge and experience of women and men regarding the use and management of natural resources, traditional knowledge about the biodiversity, ecosystems, climate, resources' use and management, etc.
- **Decision making.** It encourages the equitable participation of women and men in decision-making processes.
- **Risks or threats.** What types of changes may the solution cause? How can they be tackled?

3. The facilitator should ask participants to split into groups of three, and to write on cards, out of the above-mentioned criteria, those deemed adequate, in order to determine the feasibility of the solutions.

4. Subsequently, the criteria are placed on a sheet of flipchart paper. The plenary should select the cards containing similar criteria and group them by criterion. Plenary discussions should be held about each criterion. At the end, the prioritized criteria should be placed on another sheet of flipchart paper.

5. It is possible that not all of the criteria herein presented will be considered, for which reason the plenary may be consulted about their inclusion.

6. Once a decision has been made regarding the criteria upon which the solution will be assessed, women and men should be divided into groups of three. Each group should pose the solution alternatives deemed convenient, one alternative per card, to be then placed on the first column of the flipchart sheet.

7. When all groups have placed their proposals, and before continuing, time will be allowed to clarify any doubts regarding the proposals submitted by the groups.

8. On the following columns, key words are placed to identify the criteria of the evaluation. The same groups of three participants discuss each alternative assigning one of the following faces:

 **Sad** (score 0) when it is a bad solution with respect to the criterion under assessment;

 **Serious** (score 1) when the solution is fair with respect to the criterion; and

 **Happy** (score 2) when the solution is good.

For example

Solutions	Purchase of equipment for organized fishermen	Increased marine productivity
CRITERIA ³		
Benefits		
Increases income		
Requires external resources		
Is ecologically viable		
Promotes participation		
Score obtained	5	8
Priority	Less advisable	More advisable

9. Upon completing the discussion, each group places the faces on the corresponding solution and criterion. A plenary discussion should take place about existing disagreements among the various groups' opinions, until only one "face" is decided upon to represent the opinion of the women and men of the group. Do not place the

³ — These criteria are built based on those found under point two of the methodology for step 3 and may be improved and extended by the communities.

face but only the score (0, 1 and 2), until a consensus has been reached. The facilitator should make emphasis on the solutions that are adequate for both women and men, instead of those defined from only one point of view.

10. During the plenary session, the score obtained by each solution is determined. Together with the group, the facilitator should review whether the solution obtaining the highest score has the lowest rating regarding the generation of equitable benefits, or whether it is based on efforts made on the part of the groups at a disadvantage, as this would clearly indicate that it would not be the soundest option to achieve equity or community development, even if it represents a strong income increase, for instance. In this case, this option would rather reinforce inequality.

11. Upon completing this analysis, the need to raise again the question about the objective, could very well become evident, in which case, the procedure should be repeated.

Note:

At this stage, the role performed by the technical advisors is of great importance. We are aware of the existence of new technologies, but we also know that certain traditional technological procedures and knowledge maintain their validity. Thus, we must consider all possibilities, particularly those guaranteeing the adequate use and conservation of the natural resources.

Technology implementation defines the tasks to be carried out by women and men. The search for and use of alternatives that allow women to enjoy more spare time and reduce their workload, must be directed towards alternatives that contribute to define the type of technical responses that will be given to the problems.

This includes, of course, the creation of adequate conditions for women and men to obtain access to technology, the revaluation of ancient technological practices—which in many instances, have been preserved by the women themselves. Women should be able to have access to training, in order to be able not only to adequately use and apply the traditional technology, but also to use it to produce scientific knowledge and new solutions, to avoid having to rely all the time on external technologies.

Example

The above is illustrated by craft fishing, as there are many places in Mesoamerica where traditional fishing practices are still used. The techniques used at home for seafood processing are mostly based on craft practices: smoking, salt drying, meat removal.

Step 4

How shall we do it?



Elaboration of a tentative schedule of activities, responsible persons, dates and costs.

Methodology:

1. At this stage a **tentative schedule of activities** will be elaborated and the dates, costs and responsible persons will be determined. To this effect, the group of participants will identify the results (it may be done in writing or through drawings) expected for each specific objective. Subsequently, a definition should be made about the most concrete and specific activities needed to achieve the best possible result. The following table may be used for this:

Expected result:

Fish food improvement to increase productivity in aquaculture.

Activity	Responsible	When	Resources	
	Name of the Person		Community M W	External

2. Upon completing the list of activities, participants are asked to make an analysis of each one. It is quite possible that the definition of activities will give way to considerable negotiations among the people involved. The activities defined should represent an opportunity for the disadvantaged sectors of the population.

However, as the activities are identified, measures should be taken towards ensuring that potential beneficiaries are really in a position to take advantage of the opportunity. The community should make plans to support these people who generally consist of women, in order to enable them to set time aside to take advantage of training opportunities.

3. The following step is to determine which actions are necessary to comply with the activity. A break down of actions also implies looking at responsibilities. At the time of considering which activities need to be implemented, consideration should also be given to the women's and men's time availability, the activities they carry out, the cultural prejudices and stereotypes.

Care should be exerted to avoid excluding people simply because they fulfill roles determined by patriarchal socialization. It cannot be stressed enough that the implementation of equity mechanisms consists, precisely, in creating conditions to encourage community members' participation, ensuring gender does not impair their participation. In those instances where it involves an additional workload, it will be necessary to discuss the subject of equitable distribution of activities within the household.

These must be activities that take into account the above-mentioned criteria to assess the potential solution. For further reflection purposes regarding opportunities for an equitable human development, a space may be determined to help change behaviors and share opportunities. The following example may be of assistance.

Example

Expected result: *Fish food improvement to increase productivity in aquaculture.*

Activity	Sub-Activities	Women's limitations to comply with them	Men's limitations to comply with them	Activity-generated benefits in terms of equity	Conditions that should be met to enable women and men to undertake the activity
Adding organic fertilizer to the ponds.	<p>Session to explain the procedure.</p> <p>Collection of fertilizer-related ingredients.</p> <p>Construction of a fertilizer or compost pen.</p> <p>Fertilizer turning over.</p> <p>Fertilizer transportation and incorporation into the ponds.</p>	It is an activity representing an additional burden to the housework and the children's care.	<p>Deep-sea fishing.</p> <p>No spare time to participate in training activities.</p>	<p>Training for women.</p> <p>Identification of women and men with technical knowledge.</p>	<p>One or several women will be paid to take care of the children, while the others participate in the explanatory session about the preparation of the fertilizer pen.</p> <p>Equitable distribution of household chores.</p> <p>Men will haul the water before going out fishing.</p> <p>Women will teach men how to prepare the fertilizer pen when they are not fishing.</p>

4. After the above analysis, it may be necessary to include another type of activities to allow participants to undertake their tasks, for instance: training, changing the roles and activities they carried out before. These are activities that apart from requiring investment of time and resources, will enable putting into practice equitable approaches from within the project. For example, who will pay community members to take care of boys and girls? In the case of women, won't this increase their workload?

Of the utmost importance is for the above analysis to serve as a means whereby it is possible to visualize the differences between women and men, and whereby the decisions made about the activities, facilitate the participation and empowerment of those community members at a disadvantage.

5. Definition of resources (material and financial). At this stage of the planning process, we must **know the condition, amount and quality of the resources available in our community**, in whose hands they are, and where it would be possible to use them for project support.

At this point, it is also important to **determine the resources that are unavailable in the community**, but which are essential to the project. Making the necessary arrangements to secure these resources will be of a priority nature, and to be successful, this should be undertaken by both women and men.

Furthermore, a separate analysis should be conducted regarding the resources available to women and men, and whether they are controlled or managed by people who are not participating in the project or with whom there is no connection. In this case, a negotiation strategy will have to be determined.

As with the activities, a project pursuing equity conditions, should be planned based on an equitable access to the project's resources and the resulting benefits (economic or environmental), but most of all to human benefits, empowerment and power exercising opportunities.

The subject related to **access to training** is extremely important, as it contributes new knowledge to activities that—most likely—are being undertaken in an empirical manner. Regarding women, their reproductive role constitutes an inequality-generating limitation with respect to their participation in this type of educational activities, which are essential to production processes.

Attention should be paid to making sure there are no obstacles based on gender hierarchies that restrict usage of project-provided resources (internal and external). For example, regarding credit access, the fact that most women have no collateral for loan securing purposes, to make investments in larger projects, which—in turn—would allow them to capitalize and have control over larger amounts for investment purposes.

Don't forget that...

The projects' internal resources should also be used by all project participants: the boats, freezers, educational materials and technical tools, should not be assigned based on gender stereotypes, as this attitude would continue reinforcing inequality.

This analysis should take into consideration the income sources of women as well as men, their existing spending patterns (consumption-reinvestment). In other words, where they get the resources they need to live from and how is their income spent, according to their particular interests. In this way, we will be able to learn whether the project-generated resources and benefits will have an impact on the population's poverty, quality of life, investment, etc.

It will be possible to anticipate whether these benefits will be invested in basic needs, whether other types of needs were covered by investing more money in strategic interests (women's training, education) or whether they will be invested in some other type of expenses (men's recreation and alcohol consumption, for example).

By the same token, the development projects which truly pursue the sustainable well being of women and men, should include the actual costs of the proposed activities, considering also the difficulties faced by the people to achieve the development of each activity.

To the extent that the income received covers real costs, the people of all ages will feel they are undertaking a worthy activity, which in addition to its economic value, is also worthy for themselves and their community. Furthermore, economic recognition based on a social meaning, helps increase the process-driving internal resources.

Therefore, costs should be calculated taking into account the precarious condition of the families, differentiating them in the case of women and men, without underestimating or overestimating their capacity. At this point, it would be advisable to request a technical opinion to be of support to visualize the activities and obtain information about actual costs.

Cost analysis is important, because it guarantees the project's productivity, and enables the incorporation of the new criteria presented under the framework for sustainable human development. Finally, the budget should be prepared on an equitable basis; it should clearly reflect the priorities of women and men alike.

4. Getting the ball rolling: some ideas about equity-promoting activities

Throughout the planning process, we have emphasized the need to apply creativity when proposing equity-related activities and actions. However, most specialists are either acquainted with a very limited series of actions, or undertake activities disjointed (like an annex) from the rest of the project's technical proposal.

A three-year project in Nicaragua, implemented to promote craft fishing development, conducted a two-day workshop on domestic violence. In spite of the fact that this topic was of the utmost importance for the zone, it was an isolated activity. Unfortunately, as a result of this activity, the project assumed it was done with the subject of equity. The rest of the actions of a technical character implemented by the project, were never based on a gender approach.

Following is a series of ideas that might serve to promote equity throughout planning processes in marine-coastal zones:

Work

Women-managed freezers, warehouses, ice factories or cold-storage rooms.

One of the major problems faced by fishermen and fisherwomen is the lack of access and control over product storage and preservation. As a result of the highly perishable nature of fish products, middlemen take advantage of the lack of refrigeration facilities to impose extremely low purchase prices (the seller knows that he/she would otherwise lose the production).

Participation in research studies.

The initiatives related to the use, management and conservation of marine-coastal zones, usually involve a series of research and studies. It is becoming increasingly frequent to involve community members in these activities through training on monitoring and data gathering methods.

Unfortunately, these efforts continue being addressed to the male population, when this type of actions would enable the participation of women, older and young people in activities such as: gathering of flora and fauna species, physical-chemical analysis, studies about the populations of birds, fish, sea grasses, mammals, and studies about the medicinal properties of coral.

Over the past few years, the pharmaceutical industry has been focusing on the plants and animals conforming the coral reefs, as many of these species are used to treat malaria, some types of herpes and cancer. Research protocols are currently being undertaken about chemical substances extracted from corals to subject them to tests related to asthma, arthritis, AIDS, etc.

Management of natural populations of tropical fish, crustaceans and mollusks, by the creation of ponds in marine-coastal zones.

In general, a series of new activities and actions are being undertaken in environmental settings, which, on account of their novelty character, have not yet been assigned as feminine or male by the community. This poses a huge advantage in comparison to other fields of work, as from

the very beginning of the planning stage, it will be possible to establish rules promoting breaking away from gender stereotypes.

For example, Mexico has experience with "live rocks". This activity consists on throwing into the sea a series of rocks for substratum-serving purposes, where mollusks, algae and other organisms develop. When there is considerable life on the rocks, they are extracted and sold to aquariums.

Plants to process algae and other sub-products such as skins, skeletons, shells and oils.

Some mixed or women's groups have established small businesses to process and market other marine resources, such as algae. There is a great demand for this type of products in international markets.

Shops to sell fishing supplies (diesel, fishing nets).

The creation of this type of services in the communities, does not only solve one of the needs most widely felt by fishermen/fisherwomen, but, when managed by women, they translate into new work sources in the communities.

Women, boys, girls and older people as environment protectors.

Women, boys, girls and older people conform groups that—on a general basis—have more permanence in marine-coastal zones. This

characteristic fosters the participation of these people as caretakers, controlling the enforcement of close seasons and quotas, and carrying out other roles associated with coast guarding.

Project incorporation of boys and girls at an early age is very important, on account of the long cycles involved in the recovery and restoration of coastal ecosystems, for which reason it is quite likely that when they reach their youth years, these boys and girls will be responsible for their protection (for example, turtle camps, whale sanctuaries, migrating birds).

Women trained as paperwork specialists to secure official resource and fishing permits.

The women's association of Bahia de Sol, Brazil, has undergone training on the registration steps stipulated by IBAMA (official environmental agency). This knowledge allows them to help fishermen and fisherwomen to process the paperwork needed to obtain the corresponding permits, which are mandatory for anyone involved in fishing activities (María Cristina Manshy, extracted from Yemayá, 1999).

Promotion of field days among fathers and daughters, to encourage fathers to transfer their knowledge about productive issues.

Several studies show that many women engaged in fishing, agricultural or livestock activities learned the trade from their fathers. This type of actions will enable more girls to have access to the "masculine world", which information they will be able to use as technical references in the development of productive skills.

Promotion and support of women-managed projects based on fishing products' processing and commercialization.

This type of actions promotes the formalization of the activities carried out by women, for efficiency improvement purposes. This also adds value to the products, and improves the integration and profitability of the fishing process, which results in less pressure on the fisheries. As part of these actions, may also be considered activities such as restaurants, among others.

Availability of a technical offer (that goes beyond fishing) for community undertaken activities to complement fishing.

For example, during the times of low production, women are, for the most part, in charge of other activities such as agriculture, breeding of small and large species, and product sale.

Incorporation of housework as a category for analysis within the formats or techniques to be used for data gathering and fishing statistics.

In this manner, there will be specific information about the times women devote to reproductive as well as subsistence production tasks. This facilitates the calculation about the cost of labor involved in fish processing activities, which are currently considered as non-remunerated domestic "help".

Specific training

Swimming

It is quite common to find marine-coastal regions where women cannot swim. This is generally conditioned by cultural and gender aspects. For survival reasons, it is essential to train women on this activity. In addition to increasing their physical safety, swimming would open considerable non-traditional employment opportunities, like employment in the tourism industry.

Diving guides

Providing women with diving training, to enable them to become submarine guides for groups of people interested in learning about coral reefs. To this effect, women need not only to be trained on diving skills (master divers), but also on issues related to the ecosystem, its frailty and appropriate use and conservation forms.

Boat and kayak operation

Like the above activities, women should learn about the operation of marine-coastal zones' production means.

Training workshops for men regarding sensitization and learning about housework.

If the project aims at promoting an active participation by women, this process should be accompanied by campaigns for an equitable distribution of housework among the various members of the family.

Training workshops for women regarding non-traditional jobs.

Due note should be taken about the experiences of fishing projects that have promoted the incorporation of women and men into non-traditional businesses (repair of outboard motors, repair of fishing boats and gear, management of eco-shelters, zoology-related farms), through which it has been possible to undertake activities which are not classified as "feminine" or "masculine". This poses an opportunity to build new and more equitable inter-gender relations.

Training workshops for men on non-traditional jobs.
Many of the trades and knowledge of women can be shared with men, in order to facilitate men's access to them.

Environmental interpretation.
Understanding about the environment, its characteristics, and social, economic and ecological importance.

The opportunity of education

Promotion of school activities related to production, aimed at encouraging the participation of boys and girls under equal opportunities, without reproducing traditional roles.

Within these activities, chats and training may be provided on the operation of boats, fishing skills, safety at sea, among others.

Facilitation of community reflection sessions with professional women on non-traditional areas, to share their experiences with women and young women.

Literacy campaigns together with training on rights, legislation, gender, sexual and reproductive health, as well as topics related to the appropriate and sustainable use of marine-coastal resources.

The development of literacy guides to learn the letters of the alphabet, the vocals, words and phrases, should be strategically designed, so that the messages used to learn to read and write, bear some connection to women's rights, non-traditional roles, violence prevention, resource access possibilities, minimum harvesting sizes for certain species, frailty of marine ecosystems, the role of mangroves within the food and reproductive chain, and reproductive health.

Invite community students or professionals to visit the community to impart training or provide technical assistance support to groups of people or projects.

To secure and develop scholarship systems for young women in connection with non-traditional careers or technical courses.

To provide training to women on business skill development.

To conduct practical workshops on accounting and administration.

Good results have been obtained by projects that have taken to the community enlarged reproductions of various formats, such

as deposit slips for checking and savings accounts, withdrawal slips, checks, invoices, income and expense records.

These reproductions are made in cardboard paper and covered with plastic, as a result of which it is possible to make several exercises to be filled out with non-permanent ink markers. Once the group has familiarized itself with the forms and administrative procedures, visits may be organized to banks or other financial organizations to allow the group members to put into practice what they learned, by opening bank accounts or carrying out other banking transactions.

The above is particularly important in regions where tourist projects are promoted, as this will provide men and women with equal opportunities of access to administrative and management jobs, thus breaking away from the assignment of traditional roles that are mainly carried out by women, such as chambermaids and cooks.

Access, use and control of resources and benefits

Credit access.

Credit access is extremely important for the feminine activities associated with fishing or gathering (processing, storage, commercialization), where the lack of credit, or insufficient or inappropriate credit, restricts the development of these activities, their profitability and the income obtained by women.

Inclusion in credit portfolios of non-traditional collateral or pledge such as: stoves, sewing machines, among others.

One of the reasons women are unable to access credit, is the type of guarantee requested by the banks and financial institutions, such as land, real estate, or regular employment, to which women generally have no access. However, women possess other type of assets. Therefore, extending the collateral conditions to women-owned assets would considerably facilitate their access to credit.

Women owners of boats or fishing gear.

There are many projects where it has been possible to identify that although there are a series of myths and taboos related to the women's direct participation in fishing, there are not so many restrictions regarding their ownership of fishing equipment. In fact, in Tabasco, Mexico, this is one of the manners through which women are being integrated into the fishing sector (verbal communication from Hilda Salazar).

To design women-oriented project components, considering the special characteristics accessible to them (time schedules, short work shifts, near home projects).

In terms of training as well as productive and income-generating activities, it is important to take into consideration the characteristics regarding the women's use of time and the limitations they confront regarding displacement, etc.

To promote women's participation in project definition and decision making, regarding the use, management and conservation of coastal and marine products (for example, water restoration and conservation programs, marine-coastal zones' permits for controlled resource extraction).

To encourage the creation of women's cooperatives for product commercialization.

In this way, it is possible to solve the precarious conditions under which women conduct their selling activities, by obtaining adequate infrastructure for fish storage and conservation, and thus having access to better markets and prices.

More women recognized themselves as formal fisherwomen.

This may be achieved by either encouraging the affiliation of the women working for fishing organizations, or by providing a legal character to the groups of women that participate in the fishing process on an informal basis.

Constitution of women-managed community banks.

Experience has shown in many countries that women-managed community banks give better results than those managed by groups of men. Furthermore, much more favorable criteria are established towards women's access to credit services.

To promote the creation of price controlling entities (with a broad participation of men and women) to avoid drastic and arbitrary decreases on the part of businessmen.

Many projects, which have considered the problem related to the commercialization of marine-coastal products, have established as part of their strategies, the creation of price controlling entities. This has provided a new alternative to deal with middlemen.

Granting concessions and permits to groups of women.

There are very few women or groups of women considered as concessionaries of marine-coastal resources. Handling of this type of benefits is essential to enable women to participate under equal conditions.

Shared assets.

When an initiative or project supports the acquisition of production equipment (purchase of boats, outboard motors, nets, freezers, etc.), it should encourage joint incorporation of the asset into the household.

To promote an equal distribution of assets (inheritance) between women and men.

There are many countries where only men are entitled to inheritances, as women will some day "belong to someone else". This type of actions leads to make worse the inequity problem faced by women with respect to their control over material goods.

Non-traditional meeting summoning.

To reach most of the population, it is necessary to resort to means other than the traditional forms for summoning participants to meetings or other project events. For example, through the school's homework notebook, at the rivers where women do their washing, at the dances, the collection centers, stores, churches or sports fields.

Access to project spaces.

Seek appropriate spaces and times when women are able to participate in meetings and training sessions. Efforts should be made regarding children's care.

Promotion of other type of relations

To provide the communities with examples and role models about men and women who have made progress towards more equitable relations.

This may be done through either personal contacts or through stories about women like Madam Curie, Joan of Ark, Rigoberta Menchú, among others.

To promote and incorporate into the project actions leading to facilitating the housework.

Some projects have incorporated water supply systems to reduce the number of hours devoted to water collection, credit systems to purchase a washing machine, planting firewood trees close to the communities, day care centers for pre-kinder children, and corn mills.

Project incorporation of female technicians within the structures of the project.

One way through which the community recognizes women, is

when they are considered as “technicians”, that is, they are respected because of the knowledge they are able to transfer.

An example of the above is women who have undergone training on marine matters and are later sent as “technicians” to teach other women how to do the work.

Project PACO-CARE in Honduras has developed a visual monitoring and evaluation system (SIVIMIC) where female technicians are in charge of this component, as a result of which they have gained community recognition.

Introduction of appropriate and efficient technologies to reduce the women's workload.

For example, fish-drying ovens using less firewood. Generally speaking, women are the ones in charge of all post-catching activities. Unfortunately, the techniques, equip-

ments, methods and storage facilities, are either inefficient or very primitive, which fact accounts for great losses.

Therefore, equipment improvements, training women on manipulation techniques and access to new storage forms, may result in higher volumes of fish availability, both for household consumption, as well as for sale. This would contribute to a more rational use of the fishing resources, as it would not be necessary to increase the number of fish captures. The project should also seek new ways to save on firewood or encourage a more rational use of said resource, in order to prevent the damage caused to the mangroves or the marine-coastal vegetation. In addition, consideration should be given to environment conservation-oriented techniques regarding handling of the waste material resulting from fish processing.

Incorporation of the topic of masculinity

The importance of addressing a gender equity perspective from a masculine approach, is an action that should be discussed in training sessions. This promotes the development of new forms of relations within the household and the community, and favors the incorporation of women into areas that have been restricted on account of the prevalence of male chauvinistic conceptions (The IUCN-Arias Foundation **Toward Equity** project, has a module to specifically work with men).

Incorporation of reflections or dynamics about violence and reproductive health, among other topics.

The introduction of this type of activities in technical training courses (fishing, species' management), enables the introduction of

other important topics, particularly with respect to the masculine population, which would not necessarily attend workshops on these subjects. It should be pointed out that male specialists, who enjoy community recognition, should address these topics.

To establish an employment policy forbidding the incorporation of personnel involved in domestic or sexual violence charges.

This is important as an affirmative action to avoid the reoccurrence of unwanted behaviors, by persons with criminal records on this subject.

Campaigns about the rights of women and men.

To address this need, many projects have entered into partnerships with national, governmental and non- governmental organizations, highly experienced on this subject.

Training local authorities on the domestic violence offense.

It is very important to promote the idea that these are not private but public matters. Therefore, support is required from law enforcement authorities to fight against this type of human rights' violation, and raise awareness regarding the fact that the feminine victims of such abuses, require attention, training and advice by local institutions.

Convince the churches to incorporate the issue of domestic violence into pre-marital courses.

This is one way to obtain the churches' commitment in these campaigns to banish domestic violence, working in favor of a most basic human right.

Working with teachers' and mothers' groups, to analyze and discuss forms to raise and educate children under equal opportunities.

Many of the traditional power roles are reproduced at school and at home. Unfortunately, many mothers are not familiar with any other forms of raising their children, except the traditional ways. Curricular revision and the elimination of stereotypes within the education space, are fundamental steps for this type of actions.

Health

To conduct meetings with men and women about reproductive and sexual health.

Knowledge about reproductive and sexual health contributes to improve equity relations between the couple. It should be noted that there is a strong link between feminine poverty and high

fertility, which fact does not only have a negative effect on women and poor families, but also on the demographic pressure exerted over marine-coastal resources. This situation makes more difficult the search for solutions regarding the sustainable and equitable management of said resources.

To promote campaigns regarding the equitable distribution of food within the household.

There are many countries where it is common practice for women to distribute more food to the men than to the girls and themselves.

To promote the creation of women-managed community first-aid kits.

These first-aid kits may include from basic medicines to birth-control pills and devices.

To promote adequate protective measures for the project's technical staff (women and men alike).

This includes appropriate safety gear for motorcycles, boats, computers, etc.



VI ESTABLISHING A GENDER-SENSITIVE MONITORING AND EVALUATION SYSTEM FOR MARINE-COASTAL ZONES¹

The various activities conducted in marine-coastal zones (research, tourism, fishing, aquaculture, livestock, harbor and oil activities, among others), have been monitored and evaluated from different approaches. Some of them are very "scientific", like for instance, those focused on the physical-chemical conditions of water, the populations of flora and fauna species, and coastal morphology; other approaches are based on "profitability", essentially based on quantitative data, such as: tons of fish captured, barrels of oil extracted, and percentage of tourists that visit the beaches.

However, the population's income-generating activities and marine-coastal development projects, have hardly been monitored and evaluated from a qualitative perspective, and gender-sensitive evaluations in marine-coastal zones, are even more incipient.

Therefore, this chapter makes an attempt at presenting a methodological proposal that has been validated by men and women from various communities of the Mesoamerican region, to establish a monitoring and evaluation system that considers gender as a significant variable. We believe that its adaptation to marine-coastal zones, may serve as a reference for a better performance of programs and projects aiming at having an impact on more equitable social relations and greater environmental sustainability.

For practical reasons, this chapter has been divided into two large sections: the monitoring and evaluation system, and a proposal to build gender equity-sensitive indicators.

¹ ____ The authors adapted to this chapter the characteristics of marine-coastal zones, the methodological proposals posed in Modules 4 and 6 of the **Toward Equity** series: *Taking the Pulse of Gender*, Rodríguez, G., et. al., 1999, and *Eyes that See... Hearts that Feel*, Escalante, A., et. al., 1999.

1 . Monitoring and evaluation system

Theoretical references

Among different organizations and projects, it has been found that the efforts to integrate a gender equity perspective become weakened or lost, as a result of a lack of a monitoring and evaluation² system, to guide the equity-driven process.

Fear arises that perhaps things are not being done well, as a result of which, the main trend is to reduce actions to the numeric incorporation of women.

If, on the contrary, the process is proposed in terms of specific terms and goals, with a monitoring system to ensure compliance, both project participants and the organization itself become empowered.

The results, activities and indicators are the reference point for monitoring and evaluation, and must be formulated in a differentiated way by sex, to ensure that the participation of women and men does not merely depend on the team's conscience and will, but that it rather is part of the institutional approach and is integrated to the objectives and plans.

The design of the monitoring and evaluation system should be included in the initial stages of project formulation for three reasons:

1. It is included from the very beginning in the objectives, goals and activities.
2. The monitoring and evaluation costs are included in the project's budget.
3. Monitoring and evaluation should be constant, permanent and systematic.

At the beginning, the system is nourished by the appraisal, which findings we may call "analysis of the initial situation"³, as it

2 ____ The difference between monitoring and evaluation lies in the mechanisms used, their frequency and the objective proposed. Monitoring is a continuous and systematic process that measures progress and changes caused as the result of the execution of a series of activities, it offers components for evaluation purposes. The evaluation takes place less frequently (i.e., at the end of a stage) and is more involved with the impact of the work, it compares the progress made against the objectives, identifies which aspects have hindered or favored performance or progress.

3 ____ Chapter IV of this manual contains the points that should be considered by the appraisal.

offers a reference about the condition of gender relations in the communities, at the time the process is initiated. As the initiative is developed, the monitoring and evaluation system starts taking form and receiving input. Thus, the system is not conceived as an isolated section within the project's cycle, but as a mainstreamed element that will be present in every stage.

Set backs

The efforts made to structure gender-based evaluation systems in organizations and projects operating in marine-coastal zones, have faced a series of theoretical-methodological distortions and set backs, like for instance:

- A prevailing conception to the effect that evaluations from a gender perspective are complex, a matter for experts, approximations are difficult, and it is impossible to change the power relations' system.
- Qualitative aspects are quite unscientific and immeasurable, and therefore, it is impossible to elaborate monitoring tools.
- Lack of starting points. A monitoring and evaluation system is expected to be established, when there are no indicators or elements for gender analysis about the aspects the project wishes to impact. This lack of indicators makes it harder to measure the changes expected on the gender identities, roles or relations, which, as a general practice, do not extend beyond scantily grounded assessments.
- Establishing monitoring and evaluation systems in an institution or project that has not defined the gender equity policy, and has thus not integrated it into its vision.
- Emphasis on improving women's conditions, and carelessness in promoting changes related to their strategic position in public and private settings.

- Lack of foresight about measuring elements with respect to positive or negative changes in men.
- It is believed that the inclusion of gender attempts against the culture and traditions of a zone or community, disregarding the fact that every project offers options to change attitudes and abilities.

Monitoring methods

There are different methods involved in monitoring systems, depending on the system's level of participation: The method whereby the system is assumed by all project personnel; the method whereby it is directed by a specialized team; and the method that combines any of the above together with the active participation of project participating communities.

*All
project
personnel*

This monitoring identifies the implementation criteria and scope of the products and results⁴ of the physical and budgetary actions. It is of interest to all project participants, regardless of the space they work in, whether it is promoting or managing the project. Monitoring systems establish mechanisms at all levels of implementation, promote reflection and growth among all personnel.

*Specialized
team*

When projects conform departments for monitoring functions exclusively, the risk exists of losing the sense of reflection and feedback, in addition to becoming an action isolated from the entire process.

*Communities'
active
participation*

Therefore, it is important for the supervision system to make sure the monitoring system is tightly linked to the rest of the project.

If the project offers participatory opportunities, the groups should be involved from the very moment the system is established, which in practical terms, entails many advantages, but also represents additional efforts, as it involves additional time, human and financial resources.

4 ____ **Products** are the services rendered by the project: Information, training, assistance. **Results** are the achievements of the activities undertaken, the products transferred, and the responses from the project participating population.

Consequently, it should be clearly understood that the gender-sensitive monitoring and evaluation system is a tool for reflection that facilitates making decisions about the future and the expected development, at the institutional level, as well as at the level of project staff and participants.

Placing the indicators under the control of women and men, provides them with the potential of having control over their own lives and resources. Based on its own analysis, identifies their needs, makes process appropriation possible, and allows them to make an effective use of the evaluation. Data development systematizes knowledge. It helps women and men to learn about their resources, and prepares them to take control over the process of change. Through the explanation and enumeration of the issues, systematic data recording may make it easier for women and men to undertake negotiations about different interests, and strengthen their power with respect to outside groups, such as local authorities or government institutions (IDRC-IUCN, 1997.)

2. Building a gender-sensitive monitoring and evaluation system for marine-coastal zones

The ideas about monitoring and evaluation are generally influenced by school experiences, focused on an approach of good and bad or praise and punishment, and are not understood as a process involving achievements and set backs, progress and withdrawals, regarding which the project should reflect, in order to incorporate modifications in a timely and relevant fashion.

By moving forward in the understanding about the concept of monitoring and evaluation as a process, it is possible to increase the participation of the people involved in the projects, particularly within the various decision-making spaces, as well as to facilitate their supervision of and control over the agreements made.

It also permits the identification of the risks, which might hinder compliance with the environmental, economic, political, and equity objectives.

Steps involved in system implementation

To introduce a participatory monitoring and evaluation system from a gender equity perspective, consideration should be given to the following basic steps, which should be adapted to the particular conditions and needs of each project:

*Commitment
by the
organization-
project*

a. Making the decision

The levels of direction of the institutions or projects operating in marine-coastal zones should be committed to the monitoring and evaluation process, given the fact that their development involves making decisions that could entail changes about the planning process, the approach of certain actions, the relocation of human resources, and budget allocations.

The application of gender-based monitoring and evaluation systems, may avoid unnecessary tensions to project directors and technical staff during the evaluation processes, as they will have a clear knowledge regarding the progress made towards the achievement of their sustainable and equitable development objectives.

In this step, management should determine how participatory the monitoring and evaluation system will be, since there are methodological and conceptual implications as far as budget and time schedules is concerned.

Consideration should also be given to the consequence of providing participation opportunities to many people regarding the definition of indicators, methods and analysis.

Skills should be developed to work with different people and groups, each one with their own specific interests and concerns. Clear negotiation and partnership abilities may strengthen the participating groups.

b. Selection of participants

The participation of the people will vary depending on the system implemented.

For example

- If the system is to be built on a participatory basis, the participating groups should be identified in accordance with project objectives. In this sense, the summoning method is just as important, because if project summons to a workshop to build a monitoring system, this might cause a negative effect on the group, due to their ignorance about the topics. It would be more convenient to present the session as a means to learn about the progress of the process, and relate it to activities' follow up.

- Whether the system is implemented by project personnel alone or with the help of some community representatives, a clear identification should be made, first, about the people it will be directed to, and then about the people through whom the data will be gathered. There are times when there might exist a trend to address the same community members, which entails the risk of strengthening power concentration and "traditional leadership". It should be kept in mind that the majority of women neither participate in decision-making processes, nor hold formal power positions within the communities and, yet, have informal power spaces in connection with the school or church, for example.

Consideration should always be given to the general objectives of the organization and the project, in order to determine the best way to implement the system and choose the participants. The active participation of women may also be considered in the definition of variables and indicators, as well as for data gathering purposes. The projects that have appointed women for these activities, have generated personal empowerment processes with significant results with respect to community impact.

c. Building indicators

It was not until recent times that environmental conservation criteria and the application of a gender equity approach began being incorporated into planning processes. It is important to keep a balance between the evaluation system and the formulation of institutional and project objectives. For example, the impact of institutions and projects is evaluated with respect to the modification of gender relations, and the result is expressed: *Gender relations are not being affected*. What is more, it is considered that traditional gender relations are being affirmed, both within the institution and the participating population. The reason behind the above is simple: The institutional, program, or project agenda did **not** consider affecting gender relations.

Therefore, the existence of rural development, education, gender, and environment indicator databases, is useful to make reality approximations, but do not contribute sufficient validity and objectivity to the monitoring and evaluation process as an institutional or project system. Consequently, they are unable to generate accurate data for social management to make timely and relevant decisions.

Given the importance of more specific and appropriate indicators for marine-coastal zones, we have devoted section two of this chapter to the creation and construction of indicators.

An effective monitoring system should be precise and limited to essential aspects

Of great importance at the time of defining indicators, is for these to be concentrated on the priority matters of the initiative. For a monitoring system to work effectively, it must be global and precise, and be limited to **essential** aspects. The monitoring system may consider all the aspects included in the plan: Objectives, results, activities, procedures and means. Nevertheless, keeping such a complex system involves an excessive amount of time. Therefore, the project should prioritize a manageable number of variables to be monitored.

An extremely quantitative monitoring, where figures are prioritized, may generate a "data cemetery", by having figures for most of the activities and expected results, but without having the opportunity or capacity for their analysis and interpretation.

Thus, the indicators selected for the monitoring system are closely linked to the expected objective. In this way, a selection is made of the activities that better reflect the progress made. It should also be taken into consideration that the system may be gradually implemented. For example, some indicators are selected for the first semester, and a few others for the second semester. Thus, the evaluation has vital information to measure the progress made with respect to equity relations and sustainability.

The **pace** of the monitoring system should be in line with the needs of the program or project; if it is too slow, the end result will be that the information needed will not be ready when needed for decision-making purposes. Focusing on essential matters and establishing **clear priorities** is a vital principle. *More or less exact and fast is better than exact and too late.* Consideration should be given not only to quantitative aspects, but also to quality and participation.

d. Performance scales

Upon determining the indicators, it is necessary to define their performance scale.

One of the most common criticisms among projects, is the criteria used by the evaluators as well as the way they are used to measure progress. This situation is even more difficult when the projects have been evaluated in terms of gender equity.

"When we arrived in this community, there were a series of taboos and restrictions surrounding the participation of women in fishing cooperatives; in fact, not a single woman belonged to this type of structures. Through project support, great efforts were made towards changing this attitude, and by the end of one year, two women were participating. When the project's external evaluation was conducted, the evaluators used as indicator 40% of female participation in positions of power. Naturally, the project got a negative evaluation".

Frequent complaints are received regarding the impact indicators used, which do not reflect the reality upon which the project was implemented.

The scales of performance are created to avoid this type of situations. A scale is built as of a certain number of equal parts, proportionately to the units that will be used.

For example, a scale like the following may be defined:

Number of women in decision-making positions			
5	-		Excellent
2	-		Good
1	-		Fair
0	-		Bad

The advantage of performance scales is that they are built taking into consideration the realities of the environment. This is extremely important in the case of gender relations, as it avoids using standard indicators or indicators built in countries where progress has been made towards more equitable relations.

Through a performance scale it is possible to obtain the most appropriate measurement. Income and added value are measured through money, health is measured in relation to mortality and morbidity, occupation is measured through jobs, the diversity of species through percentages of endangered species, etc. Subsequently, a determination is made regarding the levels of good and bad income, the mortality rates, the unemployment rates, percentages of endangered species, etc. The end result is a series of performance measurements, where the same scale is used, making it thus possible to use them together and in combination (IDRC-IUCN, 1997).

A performance scale needs to be built for each indicator selected. This implies defining the highest and lowest value.

The highest values are, necessarily, the goals. A country with a child mortality rate of 180 per 1000 children born alive, should establish the highest value for 60 deaths, because the international objective is to reduce by 2/3 child mortality by the year 2015. However, 600 deaths for every 1000 children born alive, still is a pretty high number. The rates in most of the developed countries prevail below 20 deaths and the best performance is five deaths. It would be preferable to define the highest value in zero deaths, setting the goal at 60.

e. Data gathering tools

The selection of data gathering mechanisms and tools depends, to a large extent, on the indicators selected, the time availability, the ability of the team, and the availability of resources and technology. In order to obtain the best quality and more useful data, it is important to identify the most appropriate moment when this information may be gathered.

Key questions for data gathering

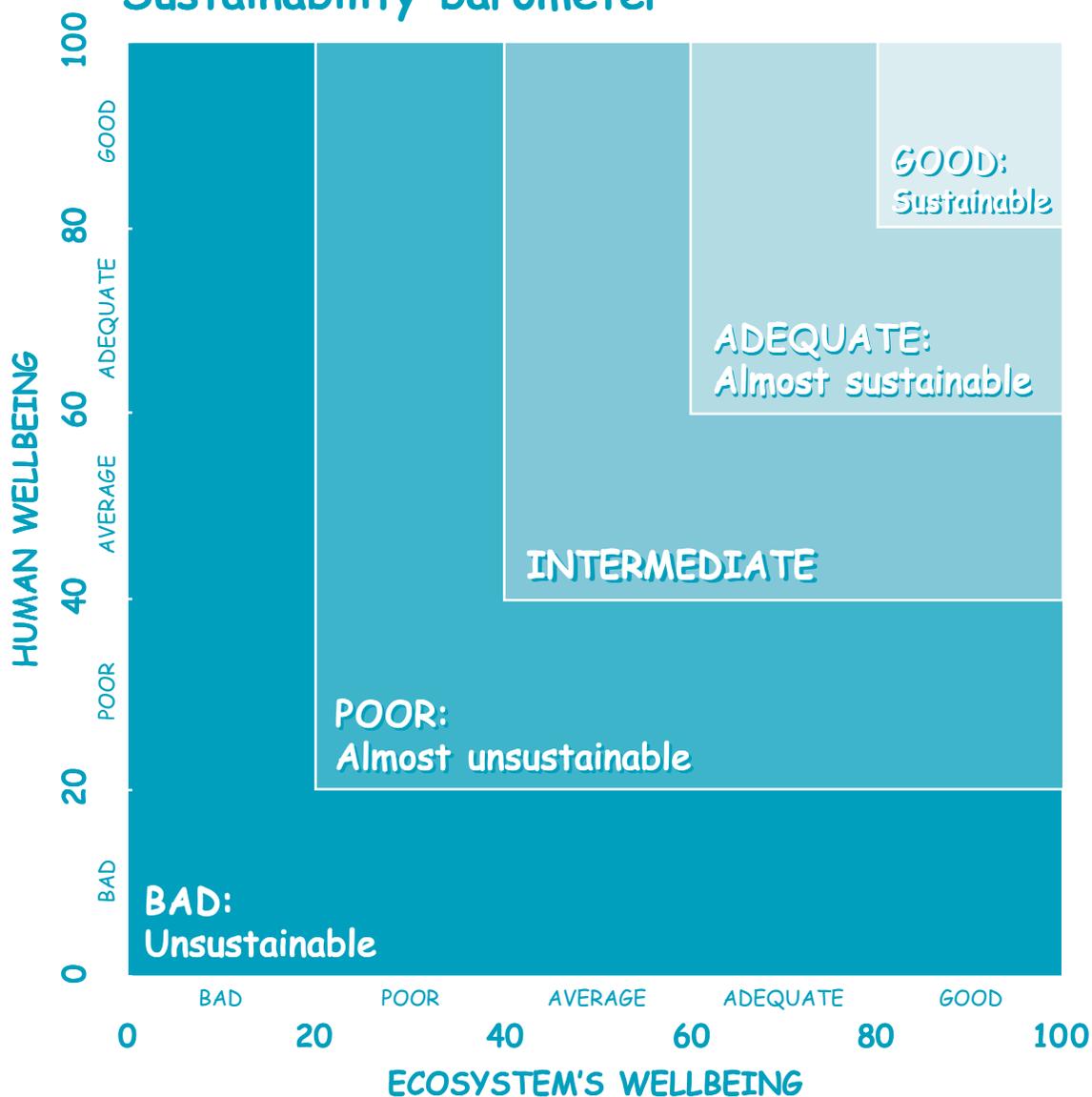
- Where will the information be obtained?
- Who has the information?
- What would have to be observed to gather the information?
- What would have to be measured or counted to gather the information?
- How would the data be gathered?

- How frequently and who would gather the data?
- How and where would the data be recorded?
- How will women's participation and empowerment be strengthened?
- Which mechanisms promote this empowerment?

It is essential for the selected tools to be designed in such a way that the data to be gathered provides information desegregated by sex, makes reference to the sexual division of work, access, use and control of resources and benefits, to the impact differentiated by sex, and to the modification of power relations, among others. To this effect, a revision should be conducted about the reports, interviews, registration cards, visit controls, memoirs and every single recording and information mechanism.

The following two exercises illustrate some information gathering techniques.

Sustainability barometer



The purpose of this tool is to allow a project's participating population to conduct an analysis about the quality of their life with respect to their personal and environmental setting. It pursues to strengthen the idea of working with human well being as well as the ecosystem's well being in a parallel manner.

The idea about the barometer is presented at a community meeting, a vertical axle is drawn, explaining that the axle represents all the members of the community, women and men of all ages.

The line should be divided into five sectors starting down and going up, and each sector should be named with a life quality category, for example, from bad (it is placed at the lower end) to good (upper end), using words contributed by the participants. The facilitator should encourage the group to discuss and analyze each category, in order to make sure there is a similar interpretation for each meaning.

Subsequently, a horizontal axle should be drawn, explaining that it represents the ecosystem. The line should be divided into five sectors from left to right. Each sector should, once again, be identified with a category, now about the ecosystem's well being, from bad (left) to good (right), using the words contributed by the population. Each category should also be analyzed.

The facilitator should ask participants: Where do they place themselves on the human development scale? Consideration should be given to elements about the living conditions, such as availability to meet the basic needs, of both women and men, access to housing, roads, health, work, land ownership, social and organizational aspects, like democracy, constitutional rights, equitable political participation, expressions against intra-domestic violence, representation in local governments, partnership capability, coordination with other groups, etc.

Gender difference may well be expressed when trying to determine which category the community fits in. If there is no consensus, point out the different categories proposed by each group.

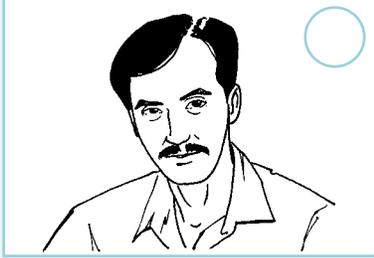
The same process should be repeated to point out the environment or ecosystem where participants live. The initial location of the community is the point where both lines cross.

The central objective is to identify the factors through which people measure improvements on the quality of life and their environment. The exercise may be repeated considering the past and specifying a period of time (one year, five years, ten years), in order to analyze the trends of development. The future may also be considered, by identifying the direction of the efforts made by the people and the community.

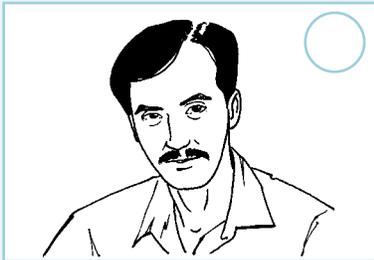
Community Data Gathering

Sheet for community data gathering

WHO MAKES THE DECISIONS ABOUT INCOME-GENERATING ACTIVITIES?



WHO DETERMINES THE FATE OF THE WOMEN?



HOW ARE CHILDREN CARED FOR AT HOME?



WHO LOOKS AFTER PLANTED TREES?



Mark with an X the image selected.

Other important tools are community records. These consist on proposals with drawings, through which the community's women and men are able to record the information on an individual or collective basis.

f. **Data processing, report preparation, and data giving back**

The channels through which the organization gathers and processes the information, should be defined. The monthly reports submitted by the promoters and specialists are generally gathered in the area or specific component, and they are used to elaborate the quarterly or bi-annual report, depending on the frequency determined by the project or organization.

If the system is intended for community participation, it will be necessary to design how this information will be fed into the system, and how it will be "intersected" with the information submitted by the specialists.

It should be borne in mind that the role of the reports originated by the monitoring system, is to provide information for decision-making purposes, as well as to determine necessary changes and corrections. They are not evaluation documents.

Just as important is to design the manner through which the progress-related information will be shared with the communities. It is advisable to use simple and clear forms and procedures for this purpose. Adequately handled and planned, this type of spaces represents an essential factor to define new directions or reaffirm actions.

The elaboration of reports containing judgments and assessments generally hinders the process, delays it and reduces the information to the biased vision of the person who prepares the report. It is for this reason that the monitoring reports should make a precise comparison between the changes analyzed and the trends vs. compliance with the established goals.

It is useful to establish a simple system for result representation; for example, making use of an electronic sheet where it is possible to establish compliance percentages, presenting, at the same time, the information on charts and graphics.

3. Building gender equity indicators for the marine-coastal sector

What are indicators?

In common language, the term “indicators” refers to data of a quantitative nature, which indicates the current status of things with respect to a given aspect of the reality one wants to learn about.

In this case, this relates to measuring aspects related to gender (in)equity relations, which may be quantified and systematized.

On the other hand, it is difficult—and impossible at times—to measure or quantify the qualitative or subjective dimensions of power relations between genders. However, there are methodological procedures to systematize these dimensions and build “qualitative indicators”, which may serve as the basis to define priorities and guide the planning, implementation and evaluation processes of the sustainable development projects.

The indicators are **signs**, such as:

- The S.O.S. letters denote danger.
- A green light indicates that the street may be crossed.
- A footprint indicates that an animal passed through a given place.

Indicators may be measurements, numbers, facts, opinions or perceptions pointing at specific conditions or situations.

For example

Measurement: The amount of rainfall in one day.

Number: Number of children born alive per woman.

Fact: Since 1991, in Costa Rica exists a Law about Social Equality for Women and Men.

Opinion: We are not in agreement with the fact that women are paid lower wages than men, when both do the same work during a similar work shift.

Perception: It seems to us that poverty has increased in Latin America.

Why are indicators important?

- They allow to assess changes over time about a given condition or situation.
- They facilitate a close observation about the results of initiatives or actions.
- They are very important tools to evaluate and follow up sustainable development processes.
- They are valuable tools to help achieve better results in projects implemented in marine-coastal zones, and evaluate the extent to which gender equity interacts with the project's environmental sustainability.

How can good indicators be built?

Following are some criteria to build good indicators:

Measurement: The ability to measure or systematize the aspect that the project wishes to learn about.

Analysis: The ability to capture qualitative and quantitative aspects about the realities the project wishes to measure or systematize.

Relevance: The ability to express what the project wishes to measure.

Well-built indicators combine all of the above three criteria.

What are gender equity indicators?

- The role of gender equity indicators is to point out the changes that have taken place over time in the relations between women and men.
- They point at measuring whether or not progress is being made towards equity between men and women.

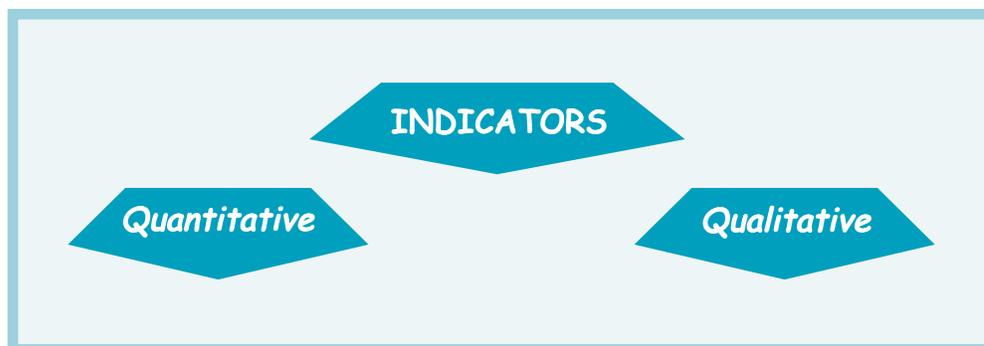
- Gender equity indicators are important for sustainable development projects' planning, execution and evaluation.

In other words, these indicators are signs that help to **take the pulse** of equity between women and men in a given place, whether it is the world, a region, a province, or a community. Furthermore, through the indicators it is possible to watch how equity or inequity occurs between genders. It could then be said that gender equity indicators will play the role of a **permanent observatory** to see their progress or set back (Álvaro-Page, M., 1994).

Types of indicators

The relations between men and women involve certain dimensions that are hard if not impossible to measure. However, there are procedures whereby it is possible to systematize those dimensions and build "qualitative indicators" or "substitute indicators" through which approximations may be obtained to the situations which cannot be measured in the traditional way.

Thus, we have:



Quantitative indicators

Are the indicators that directly refer to measurements in numbers or amounts, such as the number of women who own boats in a community.

Qualitative indicators

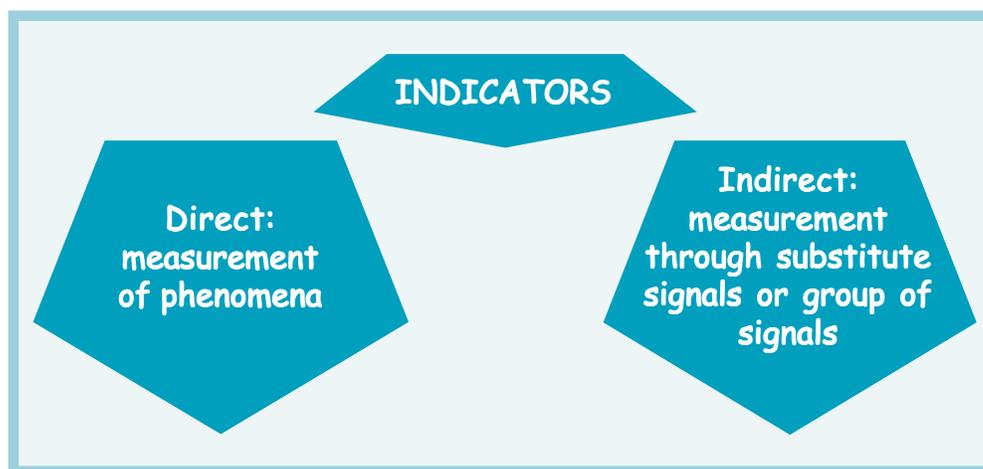
Are the indicators that refer to qualities. They deal with aspects that are not directly quantifiable, opinions, perceptions or judgments from people about something, such as the women's reliance on their boats as an instrument of economic independence.

There is a general **trend towards placing more importance on quantitative indicators** than on qualitative indicators, for several reasons: Because they are easier to build; because many people believe that the things that are connected to numbers or amounts are the most important; because it is thought that qualitative data are more reliable in terms of learning about the reality; because there are times when by talking about quantitative things it is easier to see what is happening with discriminated social sectors (women, poor people, indigenous people, black people, youngsters, etc.).

Nevertheless, each type of indicator—qualitative and quantitative—expresses different dimensions about the reality wanted to be known. This is about the **two sides of a coin**, as they are complementary dimensions (both can be of help) to understand it.

It is necessary to realize that if things are observed from a quantitative point of view only, one is likely to lose information and knowledge about the other dimensions of the reality, which might not be measurable in terms of numbers or quantities, but which are equally important.

It also is important to distinguish between:



Direct indicators

Are the indicators through which a direct measurement of the phenomena is possible, like for example, the family's monthly income is a direct measurement of the household's economic condition.

Indirect indicators

When it is not possible to measure the family's economic condition, the project resorts to substitute indicators or group of indicators related to the phenomena we wish to measure or systematize, such as the quality of housing, the possession of electric appliances, etc.

The use of gender equity indicators

There are several reasons supporting the usefulness of utilizing gender equity indicators:

- **To make visible the invisible:** Through the indicators it is possible to determine whether there is equity or inequity between men and women in a community, in which fields, and the changes experienced over the course of time.
- **To compare the results with other communities:** The results from the application of the indicators show the status of gender equity in the community with respect to other communities, the province, the region, and the country.
- **To learn about the trends:** Through the results from the application of the same indicators, at different times, it is possible to learn whether a gender equity situation in the community has improved or worsened, that is, which way the situation tends to change.
- **To measure the impact of policies, programs or projects:** Through the indicators it is possible to determine whether or not the policies, programs or projects under implementation, contribute to gender equity in the community.

Methodological proposal for indicator building

The strategy presented below has been applied to different projects, for the purpose of building participatory gender equity indicators. This methodological proposal is based on a series of premises:

- **A participatory vision about knowledge building:** It involves a proposal which core axle is the collective building of gender equity indicators, together with the participation of project specialists, beneficiaries, community coordinating organizations, and people who, on account of their specialization, make important contributions to the subject.
- **A vision of process:** Project development is not lineal, much less the results. There are moments of progress, set backs, and even paralysis; these are part of the dynamics of the projects' field of action and impact. To this effect, gender equity indicator building is not exempt from this consideration.

*The
purpose
of qualitative
indicators
is to:*

- **Gender relations are based on power relations:** Power relations are conformed by interconnected dimensions of a personal, social, cultural, political and economic nature, Thus, it is important to take into consideration not only these levels, but also the social, economic, cultural and political context of each community, each region and each country, where projects are executed. In this sense, it is also important to build general indicators, flexible enough to incorporate specific characteristics of the various contexts.
- **The indicators should cover qualitative aspects:** Consideration is given to the fact that in certain power relations between genders, there are some dimensions that are difficult or impossible to measure. However, there are procedures through which it is possible to systematize those dimensions and build either "qualitative indicators" or "substitute indicators", in order to reach an approximation to the phenomena which cannot be measured in a direct or convenient way.
- Evaluate the impact of sustainable development initiatives regarding the transformation of inequality relations between genders, in marine-coastal communities.
- Show how women and men participate, and how gender power relations are modified over time, within the organizations or projects working on the sustainable development of marine-coastal resources.

Starting from these objectives, methodological design involves the following processes:

1. A workshop on indicator building.
2. Data analysis and construction of the monitoring and evaluation system.

Workshop on indicator building

The women and men from the communities where the project will be implemented, are invited to attend a workshop on participatory indicator building. Prior to the workshop, the project's team should have determined the dimensions where indicators will be developed, depending on the objectives and goals of the project (for illustrative purposes, the power relations, decision making, social relations, use, access and control of the resources, violence and personal growth and life quality, have been selected for this unit). In addition to focusing on the essential aspects, the integral side of community life should not be ignored, so there might exist an interest to establish indicators related to fishing, but also to the quality of life or organizational aspects, among others.

With the purpose of illustrating the dynamic of a workshop to develop gender indicators, in the following pages a scheme to carry out a three day workshop is presented. In the annexes of this document, there is a detailed description of each of the techniques that can be applied.

The workshop is designed to work with two groups simultaneously. The projects may conduct independent sessions. The important aspect is the creation of discussion spaces where the community's women and men are able to define "which are the signs whereby they are allowed to identify equity".

FIRST DAY

OBJECTIVES	ACTIVITIES AND TECHNIQUES
Workshop presentation.	Welcome and presentation about the workshop's characteristics.
Participants' introduction.	Introduction dynamics.
Introduction of the indicator-related subject through other references.	<p>The dynamics found in annex 3 is used.</p> <p>After the paragraph about the dreams has been read, the facilitator puts forth the catchword <i>Let us dream also</i>. To this effect, the group may be split into subgroups. The facilitator should ask questions about: How do you believe things might be if power relations between men and women changed? If I could see mi ideal community in 10 years' time, what would I see? It is important to indicate the likelihood of a lot of dreams, and that a consensus might not necessarily be reached. The participants make drawings about their proposals.</p>

Exploring possible progress indicators within gender relations.

The groups submit their work and time is allowed for collective comments. Lists of signs (indicators) are prepared, expressing equity and equality, should these exist.

SECOND DAY

OBJECTIVES	ACTIVITIES AND TECHNIQUES
<p>Presentation of the dimensions.</p>	<p>A brief explanation is made about the importance and significance of indicators. The dimensions are presented through drawings that in some way symbolize their content. Time should be allowed for clarification and comments. Participants are asked to split into two subgroups throughout the day, and are informed that each subgroup will work on the following three dimensions.</p> <p>Group 1. Work, power relations and decision making, and social relations.</p> <p>Group 2. Use, access and control of the resources, violence and individual growth, and quality of life.</p>
<p>Building gender equality-inequality indicators around the subject of use, access and control of the resources/work.</p>	<p>(Refer to annex 4 on clippings' technique).</p> <p>Group 1. Topic: Work.</p> <p>Participants are handed a series of photos showing different environments, spaces and types of work to which this dimension refers. They will be placed in the middle and on the floor of the workplace. Participants should classify them as follows: -Generally men. - Generally women. -Both. (Three flipchart sheets are placed on the blackboard: One with the silhouette of a man, another with the silhouette of a woman, and another with the silhouette of both). The photographs will be placed in one place or another, depending on the answers provided by the group during the process. Emphasis should be placed on the group's reasoning for placing the photos in one place or another.</p> <p>Group 2. Topic: Access to resources.</p> <p>Participants are handed a series of photos showing the different resources this dimension refers to. They will be placed in the middle and on the floor of the workplace. Participants are asked to classify them (similarly to the above procedure). To this effect, three flipchart sheets are placed on the blackboard:</p>

	<ul style="list-style-type: none"> -One with the silhouette of a man. -Another with the silhouette of a woman. -Another with the silhouette of both. <p>The facilitator should take into consideration that, in spite of the fact that this is about access, this dimension also considers the use and control of said resources. Emphasis should be placed on the group's reasoning for placing the photos in one place or another</p>
<p>Building gender equality-inequality indicators around the subject of use, access and control of the resources/work.</p>	<p>For both groups:</p> <p>The morning's work is briefly reviewed, following which the groups proceed working on the basis of the following core questions:</p> <ul style="list-style-type: none"> -How would the above be if equity existed between men and women? -How do you think one might realize that what we have just seen is changing? -Of all the things you said, which seem like the most important ones? <p>All signs should be written down, as the indicators are built around them.</p>
<p>Building gender equality-inequality indicators around the subject of violence-power relations and decision making.</p>	<p>Group 1. Topic: Power relations.</p> <p>The group should hold a brainstorming session about examples of situations where power is used in a different manner between men and women. One example should be chosen to be dramatized during the next day's plenary session; planning will be rapidly made early the next morning (See annex 6).</p> <p>Discussions are held about the following questions:</p> <ul style="list-style-type: none"> -What should be done to change power relations between men and women? -How could it be known when power relations are improving? <p>All the signals should be written down, as the indicators will be built around them.</p> <p>Group 2. Topic: Gender violence.</p> <p>The group should hold a brainstorming session about examples of situations where gender violence might be seen. One example should be chosen to be dramatized during the next day's plenary session; planning will be rapidly made early the next morning (See annex 6).</p>

	<p>Discussions are held about the following questions:</p> <ul style="list-style-type: none"> -What should be done to change the situation regarding gender violence? -How could it be known when the situation about gender violence is improving? <p>All the signals should be written down, as the indicators will be built around them.</p>
<p>Building gender equality-inequality indicators around the subject of social relations-personal growth and quality of life.</p>	<p>(See annex 5) Group 1. Topic: Social relations.</p> <p>To encourage the discussion process, the facilitator presents a series of incomplete phrases related to social relations. Each participant completes the phrases in writing. When finished, they are tossed and distributed again among the group's participants. The different answers are written on flipchart paper, and at the end, the facilitator addresses the group to make an interpretation of what has been built on a collective basis.</p> <p>Time will be allowed to reflect on social relations in terms of:</p> <ul style="list-style-type: none"> -How could there exist more equitable relations between women and men in the organizations, between the couples, and in the projects? <p>Group 2. Topic: Personal growth and quality of life.</p> <p>To encourage the discussion process, the facilitator presents a series of incomplete phrases related to personal growth and quality of life. Each participant completes the phrases in writing. When finished, they are tossed and distributed again among the group's participants. The various answers are written on flipchart paper, and at the end, the facilitator addresses the group to make an interpretation of what the group has collectively built.</p> <p>Time will be allowed to reflect about personal growth and quality of life in terms of:</p> <ul style="list-style-type: none"> -When would it be possible to state that a project is equitably promoting better conditions for personal growth and quality of life?

THIRD DAY

OBJECTIVES	ACTIVITIES AND TECHNIQUES
Presentation and group plenary sessions.	<p>Plenary session: Using the flipchart sheets collected the day before, each subgroup should prepare a presentation about their results. The group should also quickly prepare the dramatization of the example on the activity of violence or power relations from the previous day.</p>
Analysis of proposals.	<p>Focal group: Analysis guide. -What is your opinion regarding your peers' presentations? -Are there any other things that could be added to what they have said? -Do you feel some things have been left out? In other words, things which have not been discussed at all and which might or might not be important to make improvements regarding gender equality-inequality. -What is your suggestion to incorporate these things into the projects? or How could they be applied to the projects?</p>
Assigning a value to the dimensions and their desegregated components.	<p>(See annex 7) The facilitator should prepare cards with five different types of value: Shark, tuna, lobster, crab, shrimp, and oyster. A value is awarded to the dimensions. Each person is handed one card with each one of the above animals, and the group is asked to pick for each one of the dimensions, the animal which value they feel deserves the dimension. Together with the group, the facilitator makes a synthesis to determine the distribution of values (according to collective voting). The same procedure is followed for each one of the dimensions' contents. Nevertheless, in this case the facilitator may ask the prioritization of only three.</p>
Synthesis and discussion about the workshop. To promote the participants' opinion and recommendations about the workshop.	<p>Wrap-up: The facilitator makes some final comments about the workshop, and opens a space for participants' to express their opinion about the activity.</p>

Data analysis and indicator system building

The information gathered at the workshop should be synthesized and analyzed, in order to define the indicators to be used by the project. It is important to “clean” the information after the workshop. Following are some of the actions that should be taken to this effect:

- Once the material has been analyzed, the indicators proposed are classified according to the dimensions defined and sub-dimensions elaborated.
- The contents proposed are precisely stated and converted into single-minded and exclusive indicators, yet related to one another.
- For greater clarity and precision, in some cases, it may become necessary to modify the wording.
- The indicators are prioritized, according to the results obtained from the sum of the values assigned by the participants.

Examples of gender equity indicators

Following is a list of indicators elaborated by women and men from various communities.

The indicators have been clustered in seven **dimensions or areas**. The first six correspond to community space, and the last to internal aspects of the project.

- **Work:** Included here are not only the characteristics of the productive work, but also the working conditions and the personal, family and social consequences entailed.
- **Resources:** Consideration is given to resources such as information; natural resources like the mangroves, firewood, land, coral reefs; technology; space resources like housing, recreational areas; money and credit; transportation and other public services. These indicators are used to try to evaluate the access, use-management and control of these resources.
- **Education:** It takes into consideration formal and informal education, as well as the training processes.

- **Power relations:** It includes all public and private decision-making settings. In addition, consideration is also given to indicators relating to the various democratic or authoritarian forms found in power exercising, whether at a private level (couple, family, friends, peer groups), or at a public level (organizations, institutions, governments). Complementarity is what is sought, not competition.
- **Social relations:** The purpose is to determine how relations take place at the level of the family, the couple, within the projects, organizations, institutions, communities, with friends and other groups of people.
- **Personal growth and quality of life:** This dimension contemplates objective circumstances, such as: Women's participation in recreational, sports, or artistic activities. Relatively subjective circumstances are also included, like: The capacity for expression, satisfaction and autonomy. In other words, it's about feelings, sensations, opinions or perceptions about the different scopes of life.
- **Organizational structure:** It refers to the operation and management of non-governmental organizations, governmental projects and offices responsible for the execution of sustainable development initiatives in marine-coastal zones. Unlike the other dimensions, a series of preconditions should be met prior to starting a project. These preconditions are conformed by an articulated set of policies, actions and resources directed towards the implementing organization's achievement of gender equity.

*Among
them are:*

Operational forms

- Horizontal or vertical participation models.
- Team work.
- Target population's participation at the project's decision-making levels.

- Various democratic/authoritarian forms of power exercising or leadership.
- Programs promoting "self-administered" businesses.
- Information and consultation activities, involving the participation of the community's men and women.

Human resources

- Mechanisms to hire gender sensitive people.
- Level of remuneration of the gender specialist.
- Application of ethical criteria for personnel selection, to avoid behaviors that are in opposition to the objectives.
- Affirmative policies for women, involving respect towards the labor rights of men and women.
- Application of labor laws.
- Respect towards the dignity and integrity of all workers.
- By-laws and regulations governing the work of women and men.
- Respect prevailing environment.
- Equity policies applied to the distribution of responsibilities.
- Steps to avoid the exploitation and utilization of young people.
- Inclusion (in the planning, implementation and assessment stages) of reproductive work.
- Recognition regarding the contributions made by women, men, youngsters, boys and girls.

- Support of peers who work on gender-related matters in the field.

Budget

- Allocation of financial resources to support or remunerate the work of female leaders.
- Distribution of actual budget according to gender.
- Budget assigned to follow up gender-related activities.

Access to resources

- Availability of human and material resources within the communities, in comparison with the resources available in the main office.
- Information related to community projects and work, desegregated by sex.
- Men's and women's access to the media.
- General equity policies with respect to the access to resources.
- Resource management honesty on the part of the technical promoters.

Gender policy

- General policy regarding gender equity.
- Policies regarding equitable work.
- Application of gender policies to all projects instead of just to a few.

- Incorporation of a differentiated attention to the needs of women and men into the operating plans.
- Policies to oppose violence.
- Adequate spaces and an atmosphere of confidence whereby community members feel free to talk about situations involving violence that were or are being experienced by participating people.

Decision making

- Management's interest on gender-related matters.
- Direct election and voting system, wherein women are fully incorporated.

4. Indicators' system

It is advisable for each organization or project to determine their own equity indicators to measure progress and for follow-up purposes, using as a reference the context and indicators stemming from the communities.

Following is an example of an indicators' system building. A set of indicators must be selected for each one of the dimensions (there will be instances where it will be necessary to create other dimensions), in order to conduct an integral evaluation about the impact caused on the power relations between genders.

The system has one base indicator and three ranges:

From 0
to 20%

From 20
to 40%

From 40
to 60%

When using qualitative indicators, these categories could be replaced by adjectives such as:

- Frequently-seldom-usually
- Low-average-high
- Never-some times-always

Example

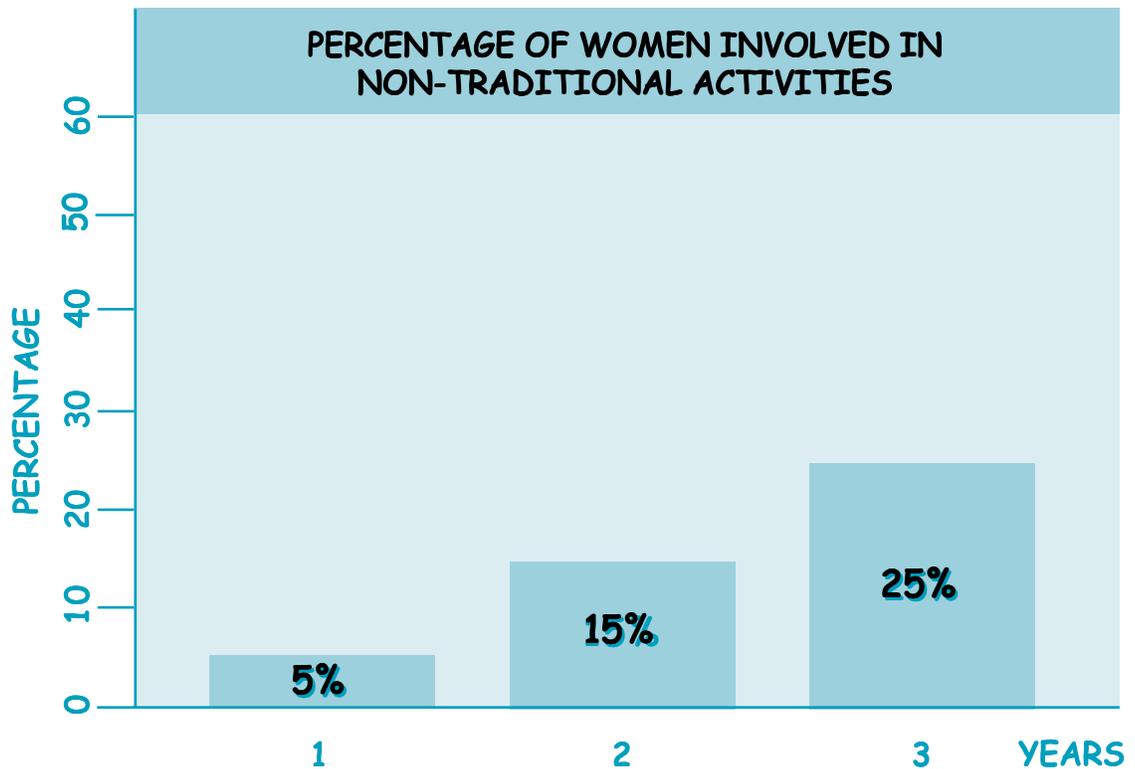
0 - 20%	20 - 40%	40 - 60%
People possess a low level of information about the women's right to live without violence.	People possess an average level of information about the women's right to live without violence.	People possess a high level of information about the women's right to live without violence.
Women never participate in the couple's decision making.	Women some times participate in the couple's decision making.	Women always participate in the couple's decision making.

To establish a system, the first reading refers to the community's situation at the time a project is initiated. This will serve as a reference point to determine the project's change and impact over time.

Subsequently, it is advisable to collect information every six months, over a period of time of one or two years, as the project seeks to determine the progress or set backs regarding gender equity. This information should be used for report elaboration purposes. The reports should connect the data obtained from the latest data collected, but making a constant reference to the results of previous applications, as the study of trends is one of the most significant qualities of this process. While the results of the reports should be grouped by dimensions in a detailed manner, they should also provide a global view about the status of the matter in question.

Through the following table, it will be possible to record the progress and set backs experienced by the project on gender equity matters, both at a global scale, as well as by dimensions. Thus, while at a given time it will be possible to advance further on the project's internal dimension, little or no progress is being made on the dimension of work.

For example, if at the beginning of a project, there are only 2% of women participating in non-traditional activities, this will be placed within the first range (i.e., between 0 and 20%). If a 21% was achieved during the first year, then this will be placed within the second range. If necessary, and for added clarification purposes, the project may resort to the use of graphics.



It should be noted that the process will neither start always at the first range of indicators, nor will it necessarily advance towards greater equity. Set backs may occur in some areas. Furthermore, it should be stressed that the above-mentioned percentages constitute flexible ranges, rather than straight jackets; thus the importance of establishing performance scales.

Break even point

Another aspect that should be highlighted is the so-called **break even point**. For example, when a project finds no women participating in a group of organized fishermen in a community, a large amount of time and resources (i.e., training, negotiations) will have to be invested before a woman is accepted in the group. This break even point has an initial investment and a higher added value, as it marks the difference and sets a precedent towards more equitable relations. Therefore, it is essential to clearly indicate this type of situation, as sometimes it is believed that advancing from 0% to 5% is very low, when this 5% does, in fact, have a higher added value as it constitutes the break even point.

WORK

INDICATOR

First range
0 - 20%

Second range
20 - 40%

Third range
40 - 60%

NO TRADITIONAL

Men involved in non-traditional occupations or careers.⁵

Women involved in non-traditional occupations or careers for women.⁶

Men and women involved in fishing, marine, agricultural, cattle or forestry productive activities.

Level of community recognition regarding the non-remunerated work carried out by women with regard to gathering, processing, storage and commercialization of fish products.

Level of recognition towards the women who carry out water and underwater activities.

Level of community recognition regarding the work carried out by women, with regard to fishing activities (preparing food for the fishing trips, repair of fishing nets and bait).

Level of acceptance regarding women working outside of the house.⁷

5 ____ It refers to non-traditional occupations or careers for men, such as: nurses, teachers, paid house maids. In each context, it is essential to determine which are the non-traditional activities for men in a given zone.

6 ____ It refers to non-traditional occupations or careers for women, such as: master divers, fish traders, electricians, welders, carpenters, taxi drivers, chauffeurs, policewomen, construction workers, mechanics, agronomists, technicians, administrators. In each context, it is essential to determine which are the non-traditional activities for women in a given zone.

7 ____ Acceptance by men and women of women working outside of their home. This is directly associated with the men's support towards letting the women fully assume the responsibilities involved in working outside of the house.

WORK

INDICATOR	First range 0 - 20%	Second range 20 - 40%	Third range 40 - 60%
Women recognize themselves as fisherwomen.			
Acceptance about men carrying out non-remunerated housework. ⁸			
Acceptance about women carrying out non-traditional jobs. ⁹			
Recognition with respect to the importance of non-remunerated housework.			
Employment opportunities for women within the tourist sector, not limited exclusively to the area of services (cooks, laundresses, chambermaids).			
CAPACITY RECOGNITION			
Level of community recognition regarding the fact that women and men possess the same capacities to undertake the same type of job. ¹⁰			
Women are recognized as fisherwomen within the community, local NGOs and governmental offices.			
Women act as agents between the government and the banks to obtain permits and concessions related to the use of marine-coastal resources.			
<p>8 ____ It refers to the degree of acceptance by men and women about men carrying out non-remunerated housework, for example, no mockery or criticism regarding the men involved in this type of work.</p> <p>9 ____ It refers to the degree of acceptance by men and women about women carrying out non-traditional jobs, for example, no mockery or criticism regarding the women involved in jobs that within each context, are considered as non traditional for women.</p> <p>10 ____ Examples: Does a woman president perform as effectively as a man?, Are men better salesmen than women?, Who is generally a better boss: a woman or a man?, Are women as capable as men when undertaking field work?, Are there things which women are unable to do in the field?, Are female technicians as accurate in their appreciations as men?, "There are times when the opinion of a male technician is considered more reliable than the opinion of a female technician".</p>			

WORK

INDICATOR	First range 0 - 20%	Second range 20 - 40%	Third range 40 - 60%
Women and men are paid equal salary for the same type of job and work shift (particularly in fish processing plants).			

PRODUCTIVE PROJECTS

Women participate in and manage successful productive projects (i.e., marine farms, ponds, zoo-farms, eco-shelters).			
Women's satisfaction regarding remunerated jobs related to marine-coastal resources.			
Women and men are acquainted with adequate marketing and accounting techniques.			

RESOURCES

INDICATOR	First range 0 - 20%	Second range 20 - 40%	Third range 40 - 60%
TECHNOLOGY			
Women are skilled on the repair of fishing gear, boats and outboard motors.			
Women who use specialized equipment (production, processing, storage and commercialization of fish products).			
INFORMATION			
Women and men possess information about natural resources management, both at a domestic and community level.			

RESOURCES

INDICATOR	First range 0 - 20%	Second range 20 - 40%	Third range 40 - 60%
Women and men have access to information about fishing activities in other zones.			
Women and men have access to information about environmental legislation and regulations.			
Women and men are acquainted with national and international legislation on human rights and equity.			
PROPERTY			
Women land owners-co-owners. ¹¹			
Women home owners-co-owners.			
Women owners of fishing gear and of the seafood products gathered.			
Women owners of fish processing equipment.			
Women owners of fish storage and commercialization equipment.			
Bank savings accounts in the name of women and men.			
Women business owners-co-owners (gathering, processing, storage and commercialization of fish products).			

11 ____ In some communities, land ownership may be regulated by a collective code; therefore, this indicator should be adapted to the legal codes of each country or region.

RESOURCES

INDICATOR

First range
0 - 20%

Second range
20 - 40%

Third range
40 - 60%

ACCESS

Women with their own income.

Women and men participate actively in the conservation of marine-coastal resources.

Inheritance legislation allows women and men to inherit land, boats, property and other assets.

Women may benefit from natural resources' concessions.

Women's organizations formally incorporated.

CREDIT

Women may benefit from credit programs.

Women and men are subject to equitable credit amounts.

Collateral requirements of the credit systems are established based on a gender approach.¹²

EDUCATION AND TRAINING

INDICATOR

First range
0 - 20%

Second range
20 - 40%

Third range
40 - 60%

TRAINING

Women trained on technical-productive areas (i.e., fishing, processing of fish products, tourism, administration, commercialization).

¹² ____ Through a gender-based pledge system, women are allowed to pledge assets they own, such as *guipiles* (in Guatemala), stoves, sewing machines, etc.

EDUCATION AND TRAINING

INDICATOR	First range 0 - 20%	Second range 20 - 40%	Third range 40 - 60%
Men trained on gender and masculinity.			
Women trained to assume responsibilities in power or decision-making positions.			
Women trained in organization or leadership.			
Community women train other women.			
Women trained on the operation of their own projects.			
Women trained to manage Aquaculture and fishing projects.			
There are households where women training is encouraged.			
Women and men alike have access to environmental education.			
Women and men trained on the sustainable use of coastal resources.			
FORMAL EDUCATION			
Literate women.			
Women complete their formal education.			
Women participate in non-traditional education programs.			

POWER RELATIONS

INDICATOR

First range
0 - 20%

Second range
20 - 40%

Third range
40 - 60%

PARTICIPATION

Women and men participate in mixed organizations (i.e., fishing cooperatives).

Number of women's organizations.

Women and men participate in self-administered projects.

Women and men participate in environmental activities.

Women's presence in public spaces.

Women participate as technicians in the community.

Women participate in natural resource management committees.

DECISION

Women participate in the couple's decision making spaces.

Women hold management positions in local organizations.

Women hold public positions in local institutions.

Perception that there are no set backs preventing women from holding public positions.

Community members recognize that women are capable of making decisions.

POWER RELATIONS

INDICATOR	First range 0 - 20%	Second range 20 - 40%	Third range 40 - 60%
Women participate in the decisions made about fishing and livestock activities.			
Women participate in the decisions made about credit management.			
Women participate in the decisions made about the use of natural resources.			

LIDERSHIP

Community members recognize the work of female leaders.			
Community members appreciate the success achieved by female leaders.			
Community members are willing to support the work carried out by female leaders.			
Female leaders who are pleased with the work they do.			

SOCIAL RELATIONS

INDICATOR	First range 0 - 20%	Second range 20 - 40%	Third range 40 - 60%
WITHIN THE HOUSEHOLD			
Men take over children's care. ¹³			
Fathers attend school meetings related to the education of their children.			
The family rules are applied to boys and girls alike.			

13 ____ It refers to feeding, diaper changing, tending to sick kids, helping with school homework, and picking up kids at school.

SOCIAL RELATIONS

INDICATOR	First range 0 - 20%	Second range 20 - 40%	Third range 40 - 60%
Boys and men participate in household tasks.			
Food is equally distributed among men and women in the household.			
AT A COUPLE LEVEL			
Mutual respect prevails between couples. ¹⁴			
The relationship between a couple is mutually binding (expressions of mutual support and help).			
Men express affection (affection and tenderness) within the couple.			
Men's attitude from a couple's point of view, is that the woman and the man are equally responsible for the housework and the role of supplier.			
Women's attitude from a couple's point of view is that the man and the woman are equally responsible for the role of supplier and the housework.			
Women who ask their partner permission to carry out different activities.			
Women who feel owned by the men (it refers to spouses, partners).			
AT A COMMUNITY LEVEL			
The community listens to the opinions and proposals submitted by women.			

¹⁴ ____ It refers to the various signs of understanding and pleasant treatment between couples. To build this type of indicator, a quick survey may be carried out within the community, or work may be conducted with focal groups.

SOCIAL RELATIONS

INDICATOR	First range 0 - 20%	Second range 20 - 40%	Third range 40 - 60%
The community shows respect for the decisions made by women's groups.			
Women and men resort to dialogue or negotiations for problem-solving purposes.			

INDIVIDUAL GROWTH AND QUALITY OF LIFE

INDICATOR	First range 0 - 20%	Second range 20 - 40%	Third range 40 - 60%
PARTICIPATION			
Women's participation in recreational activities.			
Women's participation in sports activities.			
Women's participation in artistic activities.			
EXPRESSION			
Women are capable of making proposals. ¹⁵			
Women feel they are able to express well their opinions.			
Women have control over the assets, goods or income belonging to them (own or family assets, goods or income).			
AUTONOMY			
Women who feel willing to take over responsibilities. ¹⁶			

15 ____ It refers to the perception about the women's capacity to make proposals, hold discussions, debate, stand up to their ideas. To build this type of indicator, a quick survey may be conducted in the community, or work may be carried out with focal groups.

16 ____ This refers to responsibilities such as handling the funds of an organization, or managing a community initiative.

INDIVIDUAL GROWTH AND QUALITY OF LIFE

INDICATOR	First range 0 - 20%	Second range 20 - 40%	Third range 40 - 60%
Women who are conscious about their right to make decisions pertaining to their own bodies. ¹⁷			
Women who think that equality between men and women should be achieved at all levels (household, groups, work, community, institutions).			
Women and men who recognize the value of women as individuals. ¹⁸			
Persons who positively value the success achieved by women.			

RECOGNITION - VALUE

Men who are conscious about the rights of women.			
Women who are conscious about the rights of women.			
Men who are willing to participate in training or sensitization processes, dealing with masculinity or gender issues.			

LIFE PROJECT

Young women who think about becoming professionals.			
Women who are aware of their sexual rights and responsibilities.			

17 ____ This refers to the women's right to decide about their sexuality and their bodies. What to do about their hair? What to wear? To build this type of indicator, a quick survey may be conducted among the women in the community, in order to learn whether or not they recognize this right and exercise it.

18 ____ It relates to feeling important, useful and capable.

INDIVIDUAL GROWTH AND QUALITY OF LIFE

INDICATOR	First range 0 - 20%	Second range 20 - 40%	Third range 40 - 60%
REPOSE AND REST			
Men respect the women's periods of repose and rest.			
Women enjoy the repose and rest periods.			
STEREOTYPE			
Persons who perceive women as bold (smart, capable or courageous).			
Persons who perceive men as affectionate.			
Men who comply with their parental responsibility. ¹⁹			

ORGANIZATIONAL STRUCTURE²⁰

INDICATOR	First range 0 - 20%	Second range 20 - 40%	Third range 40 - 60%
Women and men who share the project-generated benefits (productive, training, credit).			
Women and men who participate in training activities.			
Support to women who are the victims of violence within the organization.			
Women in the organization's board of directors.			

19 ___ It refers particularly to situations where men are forced to recognize their sons/daughters as theirs, to pay alimony, to not abandon children.

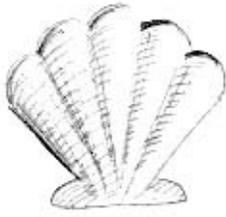
20 ___ This dimension refers to the subject of operation and management within an NGO, governmental projects and offices.

ORGANIZATIONAL STRUCTURE

INDICATOR	First range 0 - 20%	Second range 20 - 40%	Third range 40 - 60%
Men and women participate in activities related to gender equity.			
Women hold management or supervisory positions.			
Men who participate in miscellaneous implementation activities. ²¹			
Men who participate in the organization of social activities. ²²			
Women and men participate in the elaboration of work plans.			

21 ____ It refers to activities like selling food at fairs, handing out flyers, making tickets and decorating rooms, preparing the premises for a training session.

22 ____ It refers to activities like celebrating Mother's Day, Children's Day, or Father's Day.



VII PRACTICING WHAT WE PREACH: Managing marine-coastal projects from an equity perspective¹

This chapter deals with the subject of management and decision making within the organizations or projects implementing initiatives in marine-coastal zones.

The application of a gender equity perspective at the management level of local and national development projects, is an incipient process, particularly in the case of projects focused on marine-coastal natural resources. To achieve equitable relations in these projects, the work mechanisms should be modified, and the constitution and operation within each organization and project, should be reviewed. Thus, the social and environmental impact of these projects will be more equitable and sustainable.

The need to adapt the institutional policies and the internal structure of the organizations and projects, stems from an **ethical** demand to secure democratic and equitable work spaces. It results also from an **operational** demand, given the fact that, without a process of internal change, the structure of the organization or project will become a straight jacket that will hinder the successful execution of efforts to incorporate equity in projects and external actions. Thus, this need is linked to a demand for project projection and organization towards the promotion and development of local structures, as a result of which the latter will be in a situation where it will be possible to create spaces for equity.

*It starts from the premise that the equity and equality promoting initiatives, should not be directed to the communities only, but quite the opposite, the organizations, regardless of their type, need to count on specific proposals to address these topics: thus, the need to **practice what we preach**.*

¹ ____ This chapter is adapted from Module 7 of the **Toward Equity** series. Blanco, L. and Rodríguez, G., 1999.

The debate about democratization and participation is enriched by the incorporation of a gender category, as a result of which, these concepts become more specific and human. Therefore, the discussions about the best way to carry forward or promote equity when undertaking development work in marine-coastal zones, will only be possible, if this subject is addressed seriously and consistently.

1 . Revision and elaboration of traditional concepts

Prior to discussing the recommendations, it is necessary to review certain concepts applicable to this field:

Reviewing and re-elaborating traditional concepts

- The projects or programs that promote an adequate social and ecological use of marine-coastal resources, will be called organizations. By **organization** is understood any structure established with a level of internal coherence, a specific mission, strategic policies or principles, and work mechanisms, through which its objectives are achieved. The organizations conform one more player within the community-society and, thus, hold a degree of social power. Internally, they have resources, such as information, assets and influence, which are distributed and are appropriated under certain principles.
- **Management** is conceptualized as the institutional action whereby it is possible to make an optimal utilization of the resources available to achieve the marine-coastal zones' development objectives. This action takes place through a decision-making process, which is constantly fed with accurate and timely information. It is a cooperative process oriented towards the solution of problems or needs, the timely detection of work spaces, the development of partnerships, skills for team work, and socio-political analysis.
- To take steps towards equitable management, **affirmative actions** are necessary; they constitute "a strategy aimed at establishing the basis for equal opportunities, by implementing measures through which it is possible to correct discriminations resulting from practices or social systems. Their purpose is to implement specific programs to provide women with specific advantages" (Camacho, R., 1996).

Examples of affirmative actions

- Training to encourage women to hold posts of responsibility, and participate in decision-making spaces, etc.
- Financial support to provide better conditions for women to achieve a given objective.
- Determining goals and deadlines about the inclusion of women in certain managerial or executive posts.
- Preferential treatment to enable women to have access to positions or benefits.
- Quotas of participation in positions of responsibility, promotions or vacancies.

2. Practicing what we preach

In order to practice what we preach about equity and equality within an organization, a series of actions and procedures need to be determined and developed. Among these are:

Gender equity policy.

A gender equity policy is conformed by a set of principles, actions and steps, structured in a logical, continuous and systematic form; it is aimed at achieving more equitable relations between women and men, both within the organization and in the impact sphere of their work.² It is the result of expressly acknowledging the inequalities existing between men and women.

To begin this change, the organizations involved in marine-coastal development, should adopt the gender equity policy that entails repercussions inside and outside of the organization.

This policy should be written on a document explaining the intention and commitment assumed by the organization. It should, furthermore, include an action plan to turn this intention into actions

Policy

² ____ The book *La ineludible corriente: políticas de equidad de género en el sector ambiental mesoamericano*, contains a proposal to build a gender equity policy together with the corresponding action plan. Aguilar, L. et. al., 1999.

and guaranteed results. In this way, it will be possible to avoid isolated and uncoordinated actions, dependent only upon timely and occasional events. It also favors a permanent process, which implies the deconstruction and reconstruction of social identities.

An organizational structure for gender equity.



Structure

Through the organizational structure it is possible to define the relationship, communication, distribution of responsibilities, roles and tasks for the various work areas of an organization (Espiral, 1998). It refers to the manner in which the parts are arranged in an organization: the distribution of people by areas, components or units, and the respective role assignment.

The availability of an **organization chart** and **labor regulations**, clearly worded, known and discussed by the entire personnel of an organization or project, contributes to an environment of respect and personal growth.

As a general rule, women do not hold major leading positions, and have less access to these posts. They act within the parameters established by the organization. If such parameters are not defined and contemplated, the prevailing uncertainty results in less freedom of action.

Thus, personal performance is facilitated when clear processes are in place to assign and delegate the authority and responsibility involved in the various posts, and when a precise description exists about the availability of decision-related possibilities. Through these processes it is possible to apply one's own criteria to comply with the responsibilities assigned, as well as to undertake consultation with the corresponding organizations (which fact is positive for women to adequately direct the specific problems and set backs related to their work).

The establishment of **clear communication channels**, through which personnel may express their concerns or disagreements, or discuss how power is exercised within work relations, may be a measure of affirmative action, as it provides certainty about the procedures, channels and the possibilities inherent to the defense of rights.

An official capacity should also exist in order to present violence and harassment cases. The verbal violence is common in the organizations, particularly to the cleaning personnel, logistic staff such as secretaries, drivers, etc. When this situations occur, generally the personnel does not count with institutional established mechanisms to express their feelings and defend their rights.

The role of management.

The topic of hierarchies or levels of management within marine-coastal organizations and projects, is not easily tackled. However open people may be about participatory processes, the consideration of hierarchies constitute an automatic reference to power relations. Yet, it cannot be denied that the organizations have a process related to the distribution of work, responsibilities and benefits.

Management plays an important role in the process involving work division. This role consists on guiding the actions towards the development objective proposed, by making an efficient use of the resources available. Marine-coastal development projects make evident that one of the "Achilles' heels" to mainstream a gender equity perspective, is the open opposition or mere lack of interest shown by the various management levels, which—in most cases—represent the top or only power existing within the organizations in question.

Case studies have, in fact, shown that in all instances where the organization's management maintains an open attitude, and is fully committed with its pursuit of gender equity, the processes are faster and have greater impact.

On the other hand, management is directly related to the ability of the organization or project to operate in a smooth, methodical, and coherent manner, with a certain degree of prediction and continuity. Thus, management requires leaning on developing a **transforming leadership** throughout the various organizational levels.

Another of the priority aspects at management level is based upon the need for the organizations to recognize the characteristics and advantages inherent to feminine leadership. If it is admitted that men and women have been socialized in a different form, then it is only logical to conclude that feminine leadership will have particular characteristics. As a result of the experience of feminine socialization, women have developed abilities related to the perception of and dealing with subjectivity, which makes it easier for them to identify the needs of other people, including understanding, for instance, qualitative aspects about the personnel or the communities. Another of the strengths inherent to women lies on their negotiating capacity and ability to develop joint actions, which fact contributes to creating a holistic and integral vision about institutional work.

Creation of opportunities for the implementation of a gender equity perspective.

For gender equity mainstreaming purposes, projects have resorted to a series of organic solutions, among which are worth noting:

- Appointing a woman responsible for gender-related issues or a section specialized on the subject.
- Hiring of a gender consultant.
- Assigning the responsibility in a mainstreamed form.

Some of the advantages or limitations of these solutions have been:

In the first case, the responsible person is, generally, isolated from essential activities, does not have the budget or personnel to carry out her functions, and, in most cases, finds herself located in a position within the institution's organization chart, which hampers her from having influence on the rest of the components or work areas. It also occurs with great frequency that the gender topic is assigned to a team specialist because of her feminine condition, without necessarily having any experience on the subject.

One of the consequences resulting from this situation is for the gender responsible person to become overloaded with work for the sole purpose of proving the importance of the subject. In other cases, the position becomes invisible, lacking power and resources. This gender inequality may generate more radical reactions in the person designated, which results in an attitude of rejection by the other specialists. Nevertheless, should the above-mentioned limitations be overcome and, for instance, the person or unit were assigned a managerial position within the organization, including budget allocation, personnel, and authority, the presence of a person responsible for gender issues, may be an important driving force in equity promotion.

In the second case, highly specialized women are usually hired, who conduct a research, an appraisal or a report of a high technical quality. Unfortunately, even if the consultant were hired for successive periods, she would continue being an external person who does not interact on a permanent basis with the dynamics of the work and the team.

The third option is related to the mainstreamed assignment of responsibility to all team members. Experience has shown that this delegation to the entire staff, without creating specific mechanisms,

results in nobody's responsibility and, eventually, falls into general oblivion. This type of alternatives could be favorable if the organization's objectives and responsibilities were clearly defined with respect to the implementation of the perspective.

In view of the above, one of the proposals currently posed, is the simultaneous implementation of several of the above-mentioned strategies. For example, hiring the gender responsible female, with participation in the organization's decision making, and designating responsible persons for each one of the work areas. In this way, it is always possible to count on a high-ranking executive to promote a gender proposal, counting at the same time, on the support provided by a team which is fully representative of the institution's work.

*Encouraging
the
conformation
of a driving
group*

It is also necessary to form what is called a **driving group**. This group would be conformed by representatives from each area or by individuals fully identified with the application of a gender equity policy and its affirmative actions, to break away from inequality. The group should be officially constituted, although it may operate as an informal group. In other words, its creation should be officially encouraged, and its role within the organization should be recognized, as part of the efforts guided towards the so called "institutional strengthening". The work carried out by this driving group should be related to the institutional operation, in coordination with managerial functions.

The group should include women as well as men interested in and committed to the process. Thus, personnel sensitization should also include masculinity-related topics. Some proposals (Macdonald, M., 1997) suggest that at least 30% of the staff of a gender-sensitive organization should be committed to the application of equity-driven actions.

Equity-based human resources.

The efforts made towards the equitable operation of human resources, is a process that does not stop to delimit the technical functions of personnel; it goes beyond. Personnel are approached by these efforts, considering the premise that each person is a key resource of the organization. For this reason, there must exist a definition about human resources policies, in order to guarantee, at all times, clear relations between the organization and its personnel and, in general, in labor relations and conditions.

*Human
resources*

One of the newest topics to be considered under this section, is the topic dealing with the sexual work division. A gender-sensitive organization is one that has established mechanisms to solve the tension existing among its personnel's productive and reproductive

functions. The impact that traditional sexual work division causes on women, makes it necessary to take into consideration their particular situation, assuming the existence of an additional workload with respect to reproductive tasks, which fact does, indeed, need to be included in the methodologies, strategic planning, organizational infrastructure and administration policies.

The tension that prevails between the person's family and working life, lies at the core of this discussion, given the fact that the rules within the working scope, were created from the perspective of the patriarchal system, assuming that it is the men, whose reproductive needs are fulfilled (thanks to some woman's work), the ones who enter the labor marketplace. Women, in turn, even when they work outside of their home, continue performing most of the reproductive tasks, which involve large amounts of time and energy that, in many cases, are impossible to anticipate or plan.

This implies that, until such a time when the sexual division of work is modified towards a more equitable distribution of household responsibilities between women and men, special support should be provided to the women, in order to help them to endure better the burden of reproductive work, thus providing them with better conditions to perform and develop their productive work. However, at an organizational level, the performance of reproductive roles within their household, should also be promoted among masculine personnel.

Following these observations, we should also discuss other activities related to human resource management, to implement equity relations within the organizations.

Hiring policies, including the determination of criteria, the internal promotion within the organizations, the manner in which new positions, interviews, and other personnel selection means, as well as the induction process, are disclosed and disseminated, should be conducted based on a gender equity approach.

This approach should also be considered with respect to salary policies, to a gender-sensitive labor environment, and the processes involving training and reflections from the personnel, in order to promote the workers' individual growth and have permanent evaluation programs.

Annex 1

GLOSSARY¹

Access and control of resources, benefits and opportunities:

The subordinate position of women with respect to men, defines a type of access and limited control (some times even non existent) of resources and opportunities. This situation has been used as the gender analysis element within development.

- **Access** is defined as the possibility for participation, utilization and benefit.
- **Control** refers to the authority, property and power of decision. In some circumstances, women may have access (the possibility of using) to a resource, land, for example, and have a limited control over it (they are not allowed to decide whether to sell or rent it).
- **Resources** are goods and means. There are several types of resources, among which are: economic or productive (such as land, equipment, tools, work, credit); political (like leadership capacity, information and organization); and time (which is one of the most scarce resources for women).
- The **benefits** are the economic, social, political and psychological retributions derived from the utilization of the resources. Benefits include meeting basic and strategic needs: housing, food, education, training, political power, *status*, etc.
- **Opportunities** are the possibilities for physical and emotional realization, through which it is possible to achieve the goals set in our life.

1 ____ This glossary was elaborated based on the following documents:

- a) Aguilar, G., *Guía de Procedimientos para el Manejo de Humedales en Costa Rica*. Ed. by Córdoba, R. and Calvo, V. Published by: World Conservation Union, Office for Mesoamerica, Ministry of Energy and Environment, Embassy of The Netherlands, Tropical Agronomic Center for Research and Education, San Jose, Costa Rica, 1996.
- b) Bravo, J. and Windevoxhel, N. *Manual para la Identificación y Clasificación de Humedales en Costa Rica*. Published by: Ministry of Energy and Environment, World Conservation Union, Embassy of The Netherlands. San José, Costa Rica, 1997.
- c) IUCN-Arias Foundation. *Unveiling Gender: Basic Conceptual Elements for Understanding Equity*. **Towards Equity** series, Module 9. San José, Costa Rica, 1999.

Acid:

Term applied to the water with a Ph. below 5.5.

Affirmative actions:

Consist on "strategies aiming at the achievement of equal opportunities, through actions whereby it is possible to offset or correct discriminations, which are the direct result of social practices or systems. They aim at implementing specific programs to provide women with specific advantages".

The affirmative action is "the most valid and accepted tool at an international level, to overcome the obstacles which hinder the achievement of equality between men and women".

Although affirmative actions are usually identified with actions directed towards increasing the political participation of women, these may be designed to eliminate or decrease discriminatory situations, and may be adjusted to the reality of the organizations and the rural development projects.

Age groups:

Classification of the population according to groups of age. For example, girls and boys, teenagers, adult women and elderly men.

Alkaline:

Term applied to water with a Ph. above 7.4.

Anaerobic:

Condition where the oxygen molecules are absent from the environment.

Aquaculture:

Several management procedures, designed to increase the production of live aquatic organisms, to levels above those normally obtained from natural fish captures.

Aquatic bed:

It includes wetlands dominated by plants which grow mainly over or under the surface of the water, includes a sub-tidal water system, irregularly exposed, regularly flooded, seasonally flooded, permanently flooded, intermittently exposed, semi-permanently flooded. The water bed represents a diverse group of plant communities that require a water surface to maximize growth and reproduction.

Beach:

Sloping ground on the shore of a large amount of salt water bodies,

generated by the surge and the currents, which extends over a considerable distance.

Biophysical:

Environmental factors which involve biotic and physical (abiotic) aspects and characteristics.

Bushes:

Are areas dominated by vegetation which height is less than 6 m.; it includes bushes, young trees and small bushes and badly shaped bushes (forked, bent).

Calcareous:

Formed by calcium carbonate (lime-forming material).

Carbon:

Organic form of carbon, which is the main element of living beings (organic matter).

Coast:

The strip of land that lies immediately after the sea on the dry land, covering the area that is directly affected by the ocean. It includes cliffs, lowlands (coastal plains), steep marine terraces, swamps and lagoon systems.

Coastal energy:

It basically refers to the strength of the surge present on the different types of coast. In protected coasts (such as bays and gulfs), the energy is usually low (small surge); in open and exposed coasts (open sea) the energy is high (strong surge).

Coastal:

It refers to the habitats extending from the coast limits to an underwater depth of 2 m.

Coastal area:

Area delimited at its uppermost part by the maximum level of high tide up to a depth of about 200 m. The area located between 60 and 200 m. is generally called sub-coastal.

Common law right:

Are the unwritten standards, which generate a right based on traditions and customs.

Concession over state-owned property:

Exclusive occupation of state-owned property, granted to a private person by the government agencies responsible for the property's

administration, through the payment of a fee. They are granted for private purposes. The concessions over state-owned property are different from the simple occupation permits (i.e., the concession of a water tap).

Condition and position, practical and strategic needs:

Based on the unequal reality existing between women and men and their opportunities for development, two gender-supporting categories have been proposed. These categories contribute to determine the differentiated situation of women and men, in order to support strategies to minimize existing inequalities at a community level and effectively solve the needs of women and men, through priority actions directed towards the people at the greatest disadvantage with respect to the achievement of their development.

- **Condition:**

It refers to the conditions under which people live, that is, how they live. It specifically points towards the so called practical needs (poverty, access to services, productive resources, health care and education, among others).

- **Position:**

It refers to social positioning and recognition, to the *status* assigned to women with respect to men (inclusion in decision-making spaces at community level, equal wages for equal work, limitations about their access to education and training, for example). As it may be easily inferred, condition and position refer to practical and strategic needs and interests.

- **Practical interests and needs:**

Are the result of material shortages and non-fulfillment of basic needs; they are related to survival: shelter, food, water, housing, etc.

- **Strategic interests and needs:**

Through them it is possible to place women in a better position in society with respect to men. They involve aspects such as citizen participation, possibilities involving decision making under equal conditions, autonomy and solidarity, education and training opportunities, inequality regarding decision making, access to and decisions about the control and use of resources, cultural barriers limiting equal participation in public and private matters.

It should be noted that, although it is convenient to clearly distinguish between practical and strategic needs for work facilitation purposes, it is not convenient to sharply separate them. It is possible to make positive contributions to the position enjoyed

by women, through actions taken to satisfy their practical needs, by strategically directing them towards interests leading to the empowerment of women. Practical needs are important, and their consideration may significantly contribute to decrease the inequalities between women and men, and improve the population's quality of life.

Coral reefs:

Are formed mainly by massive deposits of calcium carbonate, which produce a group of organisms known as *Phylum cnidaria* corals of the *Anthozoa* class. Coral colonies are accompanied by a wide variety of related flora and fauna, which provide it with an immense biological diversity,

Diversity:

In the context of this manual, it refers to the variety of living forms existing in a region.

Draining:

Artificial or natural evacuation (through a flow system) of water from a previously marshy area.

Ecosystem:

Group or system formed by one or more biotic communities (living beings) with the physical environment (abiotic resources) surrounding it in a given area. It is a unit of physical and environmental factors, biological elements and organisms, that represent an operating and self-regulating structure, as a result of the multiple mutual functions among all its components. They are characteristic of the different life zones of the biosphere.

Emerging hydrophytes:

Erect rooted herbaceous plants that may remain permanently or temporarily flooded at the base of the stem, although these plants cannot tolerate being totally flooded during extensive periods of time.

Emerging mosses:

Mosses that are not covered by water.

Emerging vegetation:

Vegetation coming or emerging from the waters.

Environmental impact assessment:

The purpose of these studies is to identify and interpret, as well as to prevent and mitigate, the consequence or effects that certain actions or projects may have on the well being of the beings and their environment from a natural and social perspective.

Equality:

Condition of one thing being "equal" to another. It implies the existence of parity and identity.

- **Equal opportunities:**

It is the situation where men and women have equal opportunities to become intellectually, physically and emotionally fulfilled, to achieve the goals they set for their life, and develop their potential abilities, regardless of gender, class, sex, age, religion and ethnic group.

- **Equal rights:**

Involve an equalitarian situation, where women and men share equal economic, political, civil, cultural and social rights.

- **Equal treatment:**

It presupposes the right to equal social conditions of safety, remuneration and work conditions for women and men alike.

Equity:

It seeks people's access to development under equal conditions and opportunities. This means that the barriers hindering economic and political opportunities, as well as the access to education and basic services, should be eliminated, so that men and women of all ages, conditions and positions, may be able to take advantage of such opportunities and benefit from them. It involves the participation of every person in the development processes and the application of the gender approach in all activities.

It means justice, that is, giving each one what belongs to her/him, recognizing the conditions or characteristics particular to each person or human group (sex, gender, class, religion, age), the diversity, without discriminations.

Erosion:

Set of ground surface-shaping processes carried out by certain agents (water, streams, wind, surge), including the transportation of material, without causing its disintegration.

- **Wind erosion:** Erosion caused by the wind.

- **Water erosion:** Erosion caused by the water.

Estuary:

Semi-enclosed body of water on the marine coastline, which presents the influence of marine waters, continental fresh waters (originating from rivers, creeks, etc.) and rain waters.

Ethnic groups:

It refers to the classification of the population according to its social and cultural organization, which conform particular ways of life for all its members. As a general rule, the people who integrate an ethnic group share similar characteristics, such as race, language, territory and, most of all, their way of looking at and interpreting the world. Each ethnic group defines specific ways of life for women and men, which determines the particular condition and position of women.

Fishing:

Capture, through the use of fishing gear or equipment, of live aquatic organisms that move with a certain speed.

Flooded:

Flooded by water.

Fresh water:

Term applied to water, which salinity is below 0.5 ppm.

Gender:

Genders are bio-socio-cultural groups, historically built from the identification of sexual characteristics that physically classify human beings. Once classified, they are assigned a differentiated set of functions, activities, social relations, forms and standards of behavior. It is a set of economic, social, legal, political and psychological determinations and characteristics, that is, cultural, which create that which in each time, society and culture, constitutes the specific contents of being a man or a woman.

Gender analysis:

Theoretical-practical process through which it is possible to conduct a differentiated analysis about the roles between men and women, as well as the responsibilities, access, use and control about the resources, problems or needs, characteristics and opportunities, to enable carrying out development plans based on efficiency and equity, in order to overcome prevailing discriminations which limit the possibility of women to express their needs and preferences.

This analysis should not be limited to the role of women in society; it should, unquestionably, imply the study of the diverse forms of organization and operation existing within the various societies, based on the social relations between women and men, in order to identify the productive and reproductive work, the access and control of benefits, limitations and opportunities, as well as the capacity of organization of women and men to promote equality.

Geomorphology:

Scientific interpretation about the origin and development of the contours of the earth's cortex.

Habitat:

Combination of environmental conditions within a specific site, where living beings develop.

Haline:

Term used to indicate the prevalence of oceanic salts.

Harvest:

Product obtained or harvested through a growing or breeding process.

High tide:

The highest level reached by the sea at the culmination of the high tide flow.

Homophobia:

Fear of and aversion towards homosexual people (men and women). This term has traditionally been used to especially designate the aversion towards homosexual men.

Hydrophytes:

Plants growing in the water or a substratum that periodically lacks oxygen as a result of excessive amounts of water. For example, the mangrove.

Hydro soil:

Soil formed under water saturation conditions.

Hydro vegetation:

Vegetation that is either present in or prefers the water.

Hydrology:

It is the science that studies the waters of the earth, their forms of existence, circulation and distribution throughout the planet, their physical and chemical properties, and the correspondence that exists between them and the environment.

Hypersaline:

Term used to characterize the waters with a salinity above 40 ppm, derived from salts from inner land.

Immersed plant:

These are vascular or non-vascular, rooted or non-rooted, absorbent plants, totally immersed in the water, with the exception of the blooming portion of some species.

Inlet:

Tidal canal that communicates a coastal lagoon or the muddy and sandy swamps of the low coast plains, directly from the sea or from an estuary.

Intertidal:

The substratum is exposed to and flooded by tides.

Intertidal zone:

Extension of the coastline delimited by the level of the high tide and the level of the low tide.

Intermittent:

The canal contains water that flows only during part of the year.

Intermittently flooded:

The substratum is usually exposed, but the surface of the water shows on variable periods without detecting seasonal frequency, by weeks, months or years, or flooding periods may occur.

Lacustrine:

Pertaining or relative to the lakes.

Lentic:

Body of continental waters that are stagnant, settled, or have very little movement.

Lichen:

Close association between a photosynthetic algae (which produces its food through solar energy) and a fungus that settles on rocky surfaces.

Limnetic:

Are all the deep sea habitats.

Lotic:

Systems of waters in movement.

Low tide:

Lowest level reached by the sea at the end of the ebb tide.

Macrophyte:

Macroscopic plants immersed in water, visible at a glance. The opposite of this term are the microscopic plants, such as some types of algae, which cannot be observed at a glance.

Mainstreaming:

Gender mainstreaming means that continuous attention should be paid to equality between men and women in development policies, strategies and development interventions. Gender mainstreaming does not only mean ascertaining the participation of women in a previously established development program. It also aims at guaranteeing the participation of men and women in the definition of objectives and planning stages, so as to make certain that development meets the needs and priorities of women and men alike. Therefore, equality should be considered with respect to the analysis, policies, planning processes and institutional practices which determine the global conditions for development.

Gender mainstreaming requires undertaking an analysis about the impact that development-related interventions might have on women and men in all areas of social development. The analysis should be undertaken prior to making important decisions about the goals, strategies and resource allocation.

Marine phanerogams (sea grasses and phanerogam prairies):

Communities of vascular plants (usually called superior) found below the surface of shallow marine waters, generally on low energy or protected coasts. Their name derives from their grass-like appearance, although they are in no way related to the family of dry land grasses.

Mesohaline:

Term used to characterize waters with a salinity from 5 to 18 ppm, deriving from ocean salts.

Mesophyte:

Plants growing where a combination of extreme dryness and extreme humidity prevails.

Mesophytic:

Plants growing in moderately humid environmental conditions.

Mire:

Soil predominantly composed of mud and clay, fine mineral sediments less than 0,074 mm. in diameter.

Misogyny:

Attitude of hatred or contempt towards women, merely for being women.

Mixohaline:

Term used to characterize waters with a salinity from 0.5 to 30 ppm deriving from salts of an ocean origin.

Mollusks:

This sub-class is found in the sub-tidal and inter-tidal sub-systems of the estuary system. They cover extensive areas and adapt to various levels of water, salinity and temperature, and these factors have control over certain factors related to their distribution.

Mosses:

These are non-blooming plants, without a vascular system or roots. They grow on the soil, rocks and tree bark. They live in humid and shady places, and are reproduced by spores.

Multiple use areas:

These are geographical areas that may be put to various uses, in order to maintain a sustainable production of the existing resources and the conservation of nature. Their main purpose is to provide support to economic activities (although they may also be defined as areas intended for the achievement of conservation objectives).

Non tidal:

It refers to the water system that is not influenced by the ocean. It can be affected by the wind from the lakes and the water system; it is defined according to the various periods (dry, humid).

Oligosaline:

Term, which characterizes the water with a salinity of 0.5% to 5%, derived from non-oceanic salts.

Organism' gathering:

The action of gathering live organisms having little mobility or non at all.

Patriarchy:

Patriarchy consists on a power order, a domination form which paradigm is the man. It is based on the supremacy of men and anything of a masculine character, and the inferiorization of women and anything female. It also entails the power of some men over other men, and alienation among women. Men dominate our world. In it, women, to different extents, are expropriated and subjected to oppression, in a predetermined way. In this order, men are placed

as the owners and leaders of the world—regardless of the social structure—they hold power over women and their sons and daughters, and are allowed to expropriate them from their creations, material and symbolic assets. The resulting world is asymmetric, unequal, alienated, androcentric, misogynist, and homophobic. In this world, the subject is not only the man, but also the patriarch.

Peatland:

Is constituted by flooded and soggy areas, with large accumulations of organic material, covered by a layer of poor vegetation associated with a certain degree of acidity, and which presents a characteristic amber color.

Plankton:

Aquatic microscopic organisms, that swim slowly or not at all, and which are not capable of swimming against the current.

Physical-chemical:

Physical and chemical factors which interact simultaneously within the environment.

Phytoplankton:

Plankton-related organisms capable of carrying out the photosynthesis process (organic production through the utilization of solar light).

Phytoplanktonic:

Related to phytoplankton.

Power:

Dominion, authority or jurisdiction to command, define and control something or someone.

The dominion-related powers are social, collective and personal; they enable the alienation, exploitation and oppression of another person. They result in concatenated processes related to forms of interfering in the life of other people from a superiority rank (value, hierarchy, power). The dominion powers are the set of capacities through which it is possible to have control over other people's lives, to expropriate their assets, subordinate them and run their existence. Domination implies judgment, punishment and ultimately, forgiveness.

Dependency characterizes the relations of dominion. By holding hierarchical and superior positions, the person holding the domination powers, becomes, at the same time, the owner of the truth, the reason and the strength.

Gender systems may be understood considering the distribution of power. Within the patriarchal system, asymmetric relations are established between men and women, ascertaining the monopolistic power of anything masculine. Thus, the feminine gender and the women are relegated to a situation of subjection. Therefore, men may run and control women in an almost unquestionable manner. Men build the rules and women must abide by them.

Established as judges, they may evaluate their actions, behavior and thoughts, discriminate them, consider them guilty and even forgive them. Men pass sentence by way of social and personal criticism, and may exert coercion over them in various ways, ranging from the laws, to eroticism and love, to the suppression of assets and violence.

Several power relations may be found in patriarchal societies: Inter-gender (of men over women) and intra-gender (among men and among women), and both are dependent upon other factors such as race, ethnic group, age group, and the social class the individual belongs to.

Public interest (social):

Are the interests of the collectivity of citizens from a country. Said interest is established by law, and there are legal regulations protecting these interests to the benefit of the collectivity.

Public-owned assets (national):

State-owned assets which direct use, or use by the population, is limited by law. They are inalienable assets (not subject to trading), not subject to prescription (impossibility of acquiring ownership of a public asset through an act of prescription), and unattachable.

Ramsar Convention:

It is an intergovernmental treaty, known as Ramsar Convention on Wetlands. This Convention was signed in Ramsar, Iran, in 1971. It provides the basis for international cooperation in matters related to the conservation of the wetlands' habitat.

Rational use:

The Ramsar Convention defines it as the sustainable utilization through which benefits are provided to mankind in full compatibility with the upkeep of the ecosystem's natural properties.

River mouth:

The place where a river or estuary meets the sea, extending its area of influence one kilometer on each side of the river mouth, in order to complete a semicircle taking the center of the mouth as the starting point.

Role:

Duty or representation played by a person within society, based on a system of values and customs that determines the type of activities a person should carry out.

- **Triple role:**

A triple role consists on the participation of women in productive, reproductive and community activities at the same time (refer to productive work, reproductive work, and community work).

- **Multiple roles:**

This occurs when two or three different roles are played at the same time. This is the situation of many women and men, to a lesser extent. Women are responsible for balancing out the multiple roles assigned to them, finding, at times, contradictions with respect to their reproductive, productive and community activities. No consideration is given to the fact that the extra burden of having to play two or three roles at the same time, places a limitation on women.

Salinity:

The amount of salt dissolved in sea water. It is the amount of salt dissolved in parts per one thousand (ppm).

Salty:

Water which proportion of dissolved salt makes it unsuitable for drinking.

Sea bed:

Surface of an area covered by sea water, regardless of the tidal system.

Sedimentation:

Deposition and accumulation of organic or mineral matters originated from the erosion of the contours of the ground, through chemical, physical or biological processes. Sediments may be transported from their origin to their place of deposition through gravity and wind, and by water, especially in tropical zones.

Sex:

Refers to the biological characteristics that organize individuals in two categories: man and woman.

Shallow:

Slight depth of a body of water.

Socialization:

The psycho-social processes where the individual is historically developed as a person and member of a society. During this process the personal and social identity is acquired or built, as part of the social group the individual belongs to. The individual is shaped as a person, with its own characteristics and features, which are the result of this shaping process.

Sustainable Human Development (SHD):

"It entails a complex process involving the social, economic, cultural and political improvement of individuals and society itself. In this sense, improvement means the capacity of society to meet the physical, emotional and creative needs of the population to an acceptable historical level. It does, thus, imply an increase on the living standards, but not a blind consumerism, based on a type of society where an equitable distribution of social wealth may be allowed".

Thus, SHD is conceptualized as "the process that broadens the opportunities of the people" and goes beyond economic income and growth, to cover the human capacity's full flourishing. This development conceptualization places the human being (its needs, its expectations, its opportunities) in the middle of the concerns and activities of development, for men and women alike, as well as for present and future generations.

This conceptualization is in opposition to economic growth without employment, without equity, without participation, without roots and without future; it does, in summary, oppose a growth through which current inequalities are perpetuated, as this is not sustainable. Therefore, human development and economic growth must move forward in a parallel manner, based on mutual strong ties, where the market and the information become the encounter mechanisms and the means whereby balanced relations may be achieved.

SHD implies, in the first place, to meet present needs without compromising meeting the needs of future generations; in the second place, to acknowledge that children represent the population's most vulnerable group to environmental degradation. In the third place, to bear in mind that young people possess greater energy and vision to seek solutions for the future, and is, therefore, the group facing the greatest disadvantage with respect to the irrational exploitation of the planet's resources. In the fourth place, to accept the fact that boys, girls and youngsters constitute the largest age group of many of the developing countries' population, for which reason an integrated, humanistic and responsible approach should be established over environmental management and economic and social policies, in order to seek solutions that are appropriate to their problems.

Sustainable use of natural resources:

Integral utilization of ecosystems and species, in full compatibility with the characteristics and potential of the natural environments, to reproduce and preserve the conditions which make their existence feasible, without impairing their future regenerative capacity.

Tidal:

It refers to the system of water influenced by the ocean.

Topographical depression:

Any concavity in the surface of the ground, is a low area surrounded by higher areas that provide no way out for surface drainage.

Wetlands:

Ecosystems dependent upon aquatic regimes, natural or artificial, permanent or temporary, lentic or lotic, fresh or salty nature, including marine extensions up to the rear limit of marine phanerogams or coral reefs or, in their absence, up to a six-meter depth in low tide.

Women's empowerment:

It consists on endowing women with greater power and control over their own lives. It involves aspects such as conscience-raising, development of self confidence, extended opportunities and greater access to and control of resources. Empowerment stems from an internal process, women empower themselves. The "external agents", like the donors, are unable to empower women. Nevertheless, donors may play an important role as facilitators. The instruments used to promote the empowerment of women, should make simpler the process of communicating the needs and priorities of women, and encourage a more active role regarding the promotion of these interests and needs. Information and networks are some of the most important empowerment instruments. Women's empowerment cannot occur in an empty space. The supporters of women empowerment also advocate for the incorporation of men into the process of change.

The impact that female empowerment may have on men should also be determined, including its potential effect on their attitudes and behaviors. However, the empowerment of women should not always be considered as an adding or deducting game, where the benefits for women translate into damages for men. The benefits inherent to society and men should also be identified and disclosed.

Women's invisibilization:

Society's devaluation regarding the activities carried out by women. A clear example of this fact is society's concept about housework or animal tending.

Work division:

It refers to the differentiated attribution which is conventionally made about the capacities and skills of women and men, and consequently, to the distribution of different tasks and responsibilities within social life. For example, men are usually assigned the role of "supplier" of the household, and women are assigned a "reproductive" role, being responsible for the household and children rearing. Work division by gender is specific to each particular culture and time. It is flexible and may be adapted to the household's changing conditions (illness or absence of a key member, changes regarding economic income or the need for money), to the natural resources, the impact of a local development project, and to the effects of education, among other causes. Three types of work may be differentiated:

- **Productive work:**

It includes the production of goods and services for consumption or sale (agriculture, fishing). This type of work generally refers to income-generating work, which is the type usually considered in national census and statistics.

- **Reproductive work:**

It includes care and maintenance of the household unit and its members, as well as child procreation and care, food preparation, water collection, purchase of supplies, housework, and family health care. This type of work is not considered as such by society, and has no trading value.

- **Community work:**

It includes the collective organization of social and service events. This type of work is not considered in economic analysis, even when it involves many hours of voluntary work.

Annex 2

LEGAL AND REGULATORY FRAMEWORK

A strategic element that should be considered when formulating projects to promote gender-based sustainable development, is full knowledge about the existing legal instruments. To this effect, it is essential to identify all the legal and regulatory dispositions (agreements, laws, regulations, official procedures, decrees and notifications) directly related to marine-coastal resource management, as well as to those promoting gender equity.

Management of the above-mentioned instruments constitutes a useful tool to validate and support development projects and operations. Quite frequently, most communities ignore their rights, the case of coastal fishing communities is no exception.

There is general ignorance about environmental legislation, which fact does, often times, have influence on group or individual decisions which either limit the operation or execution of actions undertaken, or violate legal precepts.

Consequently, particular consideration should be given to this chapter, as its purpose is to provide a clear and integral outlook about the legal and regulatory instruments for the specialists responsible for resource management and protection, researchers, professionals, administrators, legislators, and users in general. Throughout the analysis of these instruments, it should be

kept in mind that the legal dispositions have a differentiated effect on the various populations, including men and women.

It should be stressed that it is practically impossible to master all the legal and regulatory instruments, and that specialists are required for this. However, knowledge about these dispositions is an important part of the empowerment process, and adequate mechanisms should be established to facilitate their understanding, in order to anticipate and deal in an expeditious manner with any contradiction or doubt arising in the formulation and operation of the projects.

The application of existing procedures and regulations is one of the most difficult aspects to implement, both in developed and developing countries. The goal would be to establish regulations which may be generally accepted and implemented by the majority of the community.

This depends on the level of knowledge of the community and the credibility of the government's programs. In any case, it is usually necessary to apply the law in an objective and strong manner, when the parties are in clear non compliance.

Source: *Lineamientos para manejo integrado de zonas costeras*. World Bank, 1996.

This effort may also be undertaken at a regional and national level; for this reason, it is advisable to be acquainted with specific legislation, in order to understand the diverse aspects related to the use of marine-coastal resources and other natural resources, as well as the existing dispositions in terms of equality of rights and opportunities between men and women. This would contribute to the acceptance of the development proposal by the various sectors involved.

When coastal management plans or projects are complex, they usually require the cooperation of multiple governmental and non-governmental institutions. Needless to say, the greater the amount of approval-related steps, the greater the possibility for obstacles and difficulties.

Example

A urban construction authority may seek to invalidate a coastal management policy designed to discourage wetlands' filling, as these sites are considered as the cheapest locations for low-cost housing. Likewise, a regional development authority, trying to promote industrial parks at a few key sites, might obstruct the mangrove protection programs...

Source: Olsen, S., *et. al.*, 1999.

This annex consists of five sections:

- I. Major international conventions and declarations, stipulating a series of commitments that signatory countries should assume, in order to promote equity between women and men.
- II. Synthesis about the most important actions taken throughout the Mesoamerican region in terms of environmental and gender equity policies.
- III. Brief description about the major programs included in Chapter 17 of Agenda 21: *Protection of the oceans, all kinds of seas, including enclosed and semi-enclosed seas, and coastal areas and the protection, rational use and development of their living resource*, elaborated during the United Nations' Conference on Environment and Development (Rio de Janeiro, 1992). Also the enumeration of the treaties on the subject elaborated by the Forum of Non-Governmental Organizations during said Conference.
- IV. Synthesis about the international legal frame related to the conservation and sustainable use of the wetlands, which consists on a descriptive compilation about the most significant environmental legislation existing at an international level.
- V. Brief description about the Strategy on Fishing Management and Development, formulated at the World Conference held by the United Nations' FAO, in 1984, wherein the role of women in fishing development is particularly highlighted.

The difficulties with respect to the achievement of a sustainable use of marine and fishing resources has been clearly emphasized at all the conferences held, as well as on the agreements, declarations and treaties signed, in addition to the fact that the seas continue being considered as a place with unlimited capacity for waste materials, on account of "their endless capacity for dilution" (Whizar, S., 1996).

Thus, an in-depth revision of the corresponding section is advised, in accordance with the specific interest and needs of each project.

I. Major international conventions and declarations, promoting equity between women and men

- Convention Against all Forms of Discrimination Against Women (1984).
- United Nations' Conference on Environment and Development (1992).
- United Nations' Conference on Population and Development (1994).
- Fourth World Conference on Women (1995).
- Convention to Combat Desertification (1997).

Among the above, it is worth highlighting the commitments adopted at the United Nations' Conference on Environment and Development (Rio de Janeiro, 1992), where the guidelines of Agenda 21 are taken up again with respect to the participation of women in the ecosystems' management activities and the fight against environmental degradation, at a national level; the elimination of sex-based discrimination, and guaranteeing women's access to the resources (land and other), as well as to education and safe employment (Chapter 24).

At the Fourth World Conference on Women (1995), the commitments recognize and support the participation of women in natural resources management as well as on the protection of the environment, through their effective action regarding decision making, mainstreaming a gender perspective in policies and programs promoting sustainable development, and in the evaluation of the impact that development and environmental policies have on women.

II. Major steps taken throughout the Mesoamerican region regarding environmental and gender equity policies

Since 1997, the Mesoamerican governments, together with the collaboration of the civilian society and the advice of the World Conservation Union (IUCN), have been undertaking a series of activities and strategies to mainstream gender equity into the environmental policy.¹

Each country has undergone its own particular process; however, most of them have obtained similar achievements, which are synthesized as follows.

COUNTRY	POLICY DECLARATION	ACTION PLAN	GENDER AND ENVIRONMENT UNIT
Mexico	June 23, 1999	Process under revision	Was created and has been duly incorporated into the institutional organization chart
Guatemala	August 18, 1998	Yes	Does not exist
El Salvador	October, 1998	Action plan at a national and regional level for the period 1999-2004	Created by executive decree
Honduras	Under revision	Has not been elaborated	Is being created
Costa Rica	October 14, 1998	Yes	Created by executive decree
Panama	December, 1999	Yes	Does not exist

¹ ____ A detailed explanation about this process may be found in: *La ineludible corriente*, Aguilar, L., et. al., Ed. Absoluto, S. A., Costa Rica, 1999.

III. Chapter 17 of Agenda 21

This chapter deals with seven program areas. Each area stipulates specific grounds for action, objectives, activities, principles and action plan. They are indicated below and, depending on the specific needs of each project, these areas should be discussed prior to proposal elaboration:

- a. Integrated management and sustainable development of marine-coastal zones and marine zones, among them the exclusive economic zones.
- b. Protection of the marine environment.
- c. Sustainable use and conservation of deep sea resources.
- d. Sustainable use and conservation of living marine resources subject to national jurisdiction.
- e. Solution to the major uncertainties posed regarding management of the marine environment and climatic change.
- f. Strengthening of international cooperation and regional cooperation and coordination.
- g. Sustainable development of small islands.

Given the importance of marine-coastal resources for social and economic development, Chapter 17 of Agenda 21 stresses the relationship between sustainable development and coastal environments, based on the following four points:

- Marine-coastal environments form an integral system which is essential to maintain life at a global level;
- Coasts and oceans present economic and social opportunities for sustainable development;
- The United Nations Convention on the Law of the Seas (1982), stipulates the rights and responsibilities of governments, and provides the international basis for the protection and sustainable development of the coasts, the seas and their resources; and
- In view of the increasing environmental loss and degradation, new preventive approaches are needed for marine-coastal zones' management (at a sub-regional, regional and global scale).

Main treaties on coast-fishing subjects signed at the Forum held by Non-Governmental Organizations, during the United Nations' Conference on Environment and Development (Rio de Janeiro, 1992).

The importance of these treaties lies on the fact that they were elaborated starting from proposals submitted by the civilian society, which is a significant precedent concerning the participation of men and women in the definition of a civilian agenda towards a sustainable society.

- Treaty on marine biodiversity.
- Treaty to decrease the physical alterations of marine ecosystems.
- Treaty on protected marine regions.
- Treaty for the protection of the seas in light of the planet's atmospheric changes.

IV. International and regional juridical frame regarding the conservation and sustainable use of the wetlands

THEMATIC AREA	INTERNATIONAL AND REGIONAL AGREEMENTS	
WETLANDS	The Ramsar Convention on Wetlands.	
MARINE RESOURCES	United Nations' Convention on the Law of the Sea. Convention about Territorial Sea and the Adjacent Zone.	Agreement on the Constitution of The Latin American Organization for Fishing Development.
BIOLOGICAL DIVERSITY	Convention on the Protection of the World's Cultural and Natural Heritage. Convention on the International Trade of Endangered Species of Wild Flora and Fauna (CITES). Convention on Biological Diversity.	Convention about the Conservation of the Wild Animals' Migratory Species. Protocol About the Areas and Wild Flora of the Agreement for the Protection of the Marine Environment of the Grand Caribbean Region. Agreement about the Conservation of Biodiversity and the Protection of Priority Wild Areas in Central America. Central American Agreement on Environmental Protection.
CONTAMINATION	Convention about Forestalling Sea Contamination by Dumping Waste and Other Matters. United Nations' Convention on the Law of the Seas. Convention about the Protection and Development of the Marine Environment throughout the Grand Caribbean Region and its Protocol on Cooperation to Oppose Hydrocarbon Spilling. United Nations' Framework on Climate Change.	International Agreement to Forestall Ship Contamination (MARPOL 73/78). Regional Agreement on Transboundary Movement of Hazardous Wastes. Agreement for the Protection of the Ozone Layer, Montreal Protocol about the Ozone Layer's Depleting Substances. Basles Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal.

V. FAO's World Conference on Fishing Management and Development (Rome, 1984)

The basis for fishing development in the developing world was established by the FAO's World Conference on Fishing Management and Development of 1984, which adopted a Fishing Management and Development Strategy and five action programs.

This strategy stresses the need for the full utilization of all fishing resources to reach economic, social and nutritional objectives; it promotes the inclusion of larger amounts of fish in the production of food for national self-sufficiency, and encourages the promotion of self-sufficiency in management and development of fishing activities.

In its strategy for Fishing Management and Development, FAO points out that in many countries women play an important role in production, elaboration and commercialization activities within the aquaculture and fishing sectors in various countries. The Conference endorsed the inclusion of women in all the appropriate development programs that may project that role.

The most important objective is for women to participate in a productive and self-sufficient manner, under conditions of equality, in the process related to the improvement of their own and their families' living and nutritional standards, and to develop all their potential as independent human beings and members of their household and community.

Women should have the opportunity of acquiring adequate theoretical and practical knowledge regarding the utilization of technologies, to be able to make as many economic and social contributions as possible. Experience shows that it is unrealistic to assume that the benefits—material, educational and psychological—of the programs addressed to men will automatically extend to women. Therefore, it is essential to directly support women in their household, economic and social endeavors.

This task involves the following aspects:

- Offering the opportunity to learn to read and write and attend elementary school; to organize educational activities related to child care, hygiene and nutrition.
- Establishing services to alleviate household burdens, such as water and fuel collection.
- Introduction of improved methods for food preparation and cooking.

- Introduction of improved techniques and methods, both in and outside of the fishing activities, to enable women to obtain added economic and productive benefits.
- Enable women to become direct beneficiaries of the training and extension services related to their economic and social needs.
- To increase the number of female staff engaged in training and extension activities.
- To enable women to have a right to the ownership of land and assets.
- To enable women to have an equitable access to credit.
- To create opportunities for an increased range of income-generating enterprises.
- To include women in the various phases of project planning, implementation, supervision and evaluation.
- To encourage women to actively participate in cooperative enterprises, as well as in community activities, and in the decision-making organizations.

**Objective:**

To imagine possible changes in gender relations at a community, household and personal level.

Resources & materials:

Comfortable and quiet physical space
Large sheets of paper
Markers

Procedure:

- 1- Participants are asked to sit in the most comfortable position.
- 2- Next, they are asked to close their eyes while the facilitator tells them a story. The following story is told in a slow, soft and relaxed voice:

"Let's imagine! I was very, very, very sleepy last night. As soon as I hit the bed... icataplum!, I fell right asleep! Despite my tiredness, I started dreaming. At first, I could not recognize what I was seeing. It was odd, different. It was as if in my community things were totally different. iThe men and women were different. iAnd even the boys and girls! I could not believe what I was seeing. However, little by little I started to see things I liked! I don't know what had happened, but it was like those things I had always dreamed would change. It seemed that everywhere women and men were treated equally. The men and women even felt equal. So much so, that even I felt those changes. I couldn't believe it! I just couldn't believe it! Inside I thought differently, felt differently, and even saw things in a different way. But there it was, and I simply sat

down to see it with a smile from ear to ear. The people, the attitudes, the gestures, the things they did, the things they could do, everything was different. Suddenly, iplum! I woke up. I had a strange feeling that only a few minutes had passed, but that several years had passed, too. You cannot imagine how surprised I was when I realized that I had slept for almost 23 hours. I think I really traveled in time and that makes me feel well. Could this dream be possible?

3- Participants are asked to open their eyes again. The facilitator asks: "What do you think that person dreamed?" Small groups are formed to work on this question.

4- After completing the work in groups, the dreams are drawn on the large sheets of paper, like a collective mural, and the results are displayed before the rest of the group.

5- A reflection is initiated about the possibilities and set backs to reach the dream.

**Objective:**

To identify and analyze the use, access and control of resources, as well as possible indicators of change, according to the reality of gender relations in each community.

Materials:

Magazine clippings
Tape
Large sheets of paper
Markers

Procedure:

1- Participants are divided into groups of five people. Each group is handed a series of magazine clippings showing different types of resources.

2- The groups are asked to classify each clipping within the following categories: "as a resource generally used and controlled by men"; "as a resource generally used and controlled by women"; or "as a resource which is generally used and controlled by both". Each category should be located on a large sheet of paper, so that clippings are taped on each sheet according to the groups' criteria.

3- Upon completing the classification work, the results are displayed to the rest of the group, and a plenary discussion is held about the possible manifestations or expressions described on the murals, which are likely to show some changes in terms of equity. The different indicators are written on large sheets of paper.

Annex 5 Completing sentences



Objective: To identify possible indicators of change in gender relations at a couple, community and household level.

Materials: Copies of incomplete sentences
Pencils with eraser
Large sheets of paper
Markers

Procedure:

- 1- A copy of the incomplete sentences is handed to each participant. They are asked to place themselves in a hypothetical situation: "If there were equal opportunities for women and men in my community". According to this, participants should complete the sentences handed to them. It is important to stress the fact that there are neither good nor bad answers, and that it is important to write down the first thing that comes to mind.
- 2- Once the individual answers have been completed, they are written on a large sheet of paper below the corresponding question.
- 3- Based on the answers gathered together, participants are asked to consider how the changes indicated might be expressed within the households, the couples and the community. The different indicators are written on large sheets of paper.

Work in groups

Objective: Building gender equity indicators.

Topic: Personal growth and quality of life.

INCOMPLETE SENTENCES

Should there be equal opportunities for women and men in my community, then...

1. in my house:

2. in my family:

3. my health would be:

4. the relations with my female friends would be:

5. the relations with my male friends would be:

If there were equal opportunities for women and men in my project/organization, then...

1. I could:

2. I could participate in:

3. I would have:

4. I would feel:

5. My female peers would be:

6. My male peers would be:

Work in groups

Objective: Building gender equity indicators.

Topic: Social relations.

INCOMPLETE SENTENCES

Should there be equal opportunities for women and men in my community, then...

1. The meetings of women (young/indigenous) from the project/organization would be:

2. The meetings of men (young/indigenous) from the project/organization would be:

3. The mixed meetings (men and women) from the project/organization would be:

4. The exchanges with other projects/organizations would be:

5. The participation of women (young/indigenous) in the project/organization would be:

6. The participation of men (young/indigenous) in the project/organization would be:

7. The relations between couples would be:

8. The women's contribution (young/indigenous) to the project/organization would be:

9. The men's contribution (young/indigenous) to the project/organization would be:

10. We would all feel:

11. Among all of us we would achieve:

12. Our community:

**Objective:**

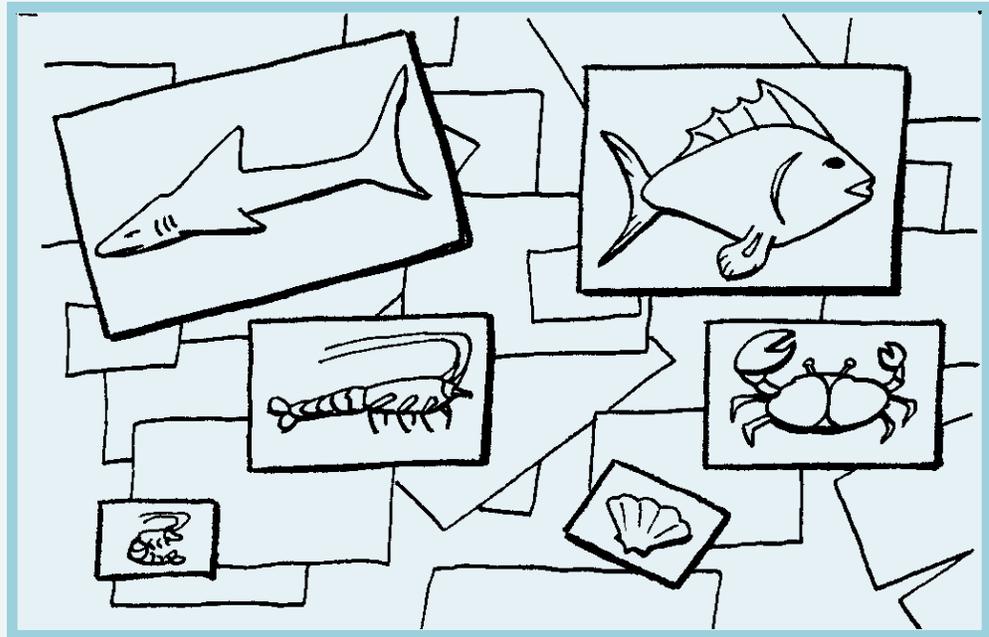
To identify the various forms taken by gender inequalities within power and decision-making relations, and build possible indicators of change.

Materials:

Large sheets of paper
Markers

Procedure:

- 1- Participants are split into groups of five people. The groups are asked to make like a "brainstorming of examples" from real life, showing inequalities regarding power and decision-making relations. At least one example should be given about the following settings: household, institutional, community and organizational.
- 2- Upon completing the brainstorming session, the group picks one of the examples and thinks what it would be like under gender equity conditions.
- 3- The group is asked to prepare a dramatization about the example selected for both scenarios: real life and under gender equity conditions between men and women.
- 4- The dramatizations are displayed before the entire group, and a group discussion begins about the forms where there is an indication of change regarding the issues represented and discussed. The different indicators are written down on large sheets of paper.



Objective: To prioritize the indicators considered most important for each dimension, according to each participant's criteria.

Materials: Animal drawings (with different weights to be able to make two weight sub-groups: shark-lobster-shrimp and tuna-crab-oyster)
Tape
Large sheets of paper
Markers

Procedure: 1- The papers showing the indicators of each dimension are placed, and each participant is handed a set of three animals with a different weight.
They are asked to think about the indicators they feel are the most important ones for each dimension.
The heaviest animal will be assigned to the most important indicator: a shark or a tuna, which weight is three points.
The second most important indicator will be assigned a lobster or a crab, which weight is two points.
The third most important indicator will be assigned a shrimp or an oyster, which weight is one point.
Each participant places the three animals next to the indicators assigned an importance similar to the weight assigned to the animal.

2- Once the participants have placed their animals, a collective account is made about the weights, so that the indicator with the highest weight assigned, will be considered as the most important for the group, the second highest will be the second, and so on.

This does not mean that the indicators that do not obtain any weight should be excluded; the purpose is to establish an order of priorities, according to the social importance assigned.

3- The same procedure is followed for each one of the large papers showing the indicators for each dimension.

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