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REPORT

AQUACULTURE FOR LOCAL COMMUNITY DEVELOPMENT PROGRAMME

Victoria Falls,
Zimbabwe,
4-7 December
1990

Gender issues in fisheries and aquaculture

**including proceedings of the
workshop on enhanced
women's participation in
fisheries development**



Swedish International Development Authority



Food and Agriculture Organization
of the United Nations

	GENDER ISSUES IN FISHERIES AND AQUACULTURE
	including the proceedings of the Workshop on Enhanced Women's participation in Fisheries Development
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PREFACE

This document is the report on gender issues in fisheries and aquaculture which includes the proceedings of the Workshop on Enhanced Women's Participation in Fisheries Development held at Victoria Falls, Zimbabwe during the 4-7 December 1990.

The Workshop was a collaborative effort between ALCOM, the Fisheries Policy and Planning Division of the FAO Fisheries Department supported by the Core Group on Women in Fisheries, with contributions from FAO field projects in Africa.

The document should be regarded as a contribution to the overall development of strategies for FAO to integrate gender issues and enhance the participation of women in fisheries and aquaculture development.

ALCOM (Aquaculture for Local Community Development) is executed by FAO and funded by Sweden (SIDA). It is an inter-regional programme, although focussing its activities to the SADCC countries in southern Africa. The main objective of the Programme is to develop, test and demonstrate methods and techniques by which rural communities can improve their standards of living through aquaculture and to assist participating countries apply the results of methodology development.

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GENDER ISSUES IN FISHERIES AND AQUACULTURE

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EXECUTIVESUMMARY

FAO is committed to integrate and enhance the role of women in fisheries and aquaculture development. However, field experience indicates that the development of operational strategies has been difficult. In recognition of this limited success and with the aim of identifying operational strategies for the full integration of gender issues in fisheries and aquaculture development/ FAO/SIDA Aquaculture for Local Community Development Programme (ALCOM), in collaboration with the FAO Policy and Planning Division and the Core Group on Women in Fisheries, hosted a regional workshop on Enhanced Women's Participation in Fisheries Development during 4-7 December 1990 at Victoria Falls, Zimbabwe. FAO project position papers and case studies on the integration of women in fisheries and aquaculture were presented.

This report elaborates on the discussions of the workshop by describing the issues considered critical to the integration of gender concerns in development activities. Components of overall operational strategies to address these issues are also discussed. The report is also intended to serve as a basis for future seminars on gender issues in fisheries and aquaculture by providing material for discussion, corroboration or refutation.

Based on project experience, one of the main conclusions of the workshop was that strategies to enhance the role of women in fisheries and aquaculture development had to be addressed within the broader issues of gender.

Integrating gender issues into mainstream development activities implies addressing both practical and strategic gender needs. Practical gender needs relate to addressing the existing roles of men and women (eg. the introduction of labour-saving technologies) and addressing strategic gender needs relate to changing their roles in society (eg. improving educational opportunities). Activities should therefore focus on the community as a whole, with equal importance accorded to addressing the different needs of men and women.

The workshop also concluded that activities to enhance the role of women fail when they are considered as an homogenous group. Like any other broad target group, women are socio-economically differentiated and face different constraints regarding access to and control over resources. Furthermore, men can also face the same constraints as women.

Failure to fully integrate gender issues at all stages of the project cycle from identification through to evaluation has been caused by a number of reasons. These include a lack of gender-disaggregated socio-economic information, poor and inflexible project design, and limited training on gender issues given to project and extension staff. Addressing these issues is the responsibility of the agents of the institutional framework of the project cycle: FAO Fisheries Department, FAO member governments and donors.

Gender issues specific to fisheries or aquaculture development relate to the access to and control over, resources. For fisheries, the critical issues generally relate to enhancing women's roles in development activities. For aquaculture, the critical issues relate to the participation of women in an activity which has been predominantly targeted at men. -

The critical issues are complemented with strategy components intended to contribute to the development of an overall strategy to address these issues. Further documentation of experience and testing of approaches still needs to be carried out, before an overall operational strategy can be developed.

The report concludes with five areas for immediate follow-up action for FAO Fisheries Department, Regional Offices and global, regional or national programmes. These areas of action focus on improving information bases, strengthening support to all stages of the project cycle, research and development of operational methods to integrate gender issues, strengthening institutional capabilities and integrating gender issues in planning process.

1. INTRODUCTION

1.1 Background

The 1979 World Conference on Agrarian Reform and Rural Development recognised the vital role of women in agricultural and non-agricultural activities. Since then, FAO has developed and adopted a number of policy recommendations and strategies concerning the integration of women and gender concerns in all their activities, culminating in the Plan of Action for Women in Agricultural Development in 1988. For the fisheries and aquaculture sector, this was reinforced by the 1984 World Conference on Fisheries Management and Development which recommended that fisheries development programmes should enhance the role of women. As a result, a number of activities were implemented through FAO Regular and Field Programmes. By 1990, project experience had indicated that successful integration of women in development activities was taking place too slowly and a review of fisheries and aquaculture project experience in Africa (see Appendix 3) confirmed this conclusion.

In recognition of this limited progress and with the aim of identifying operational strategies for the full integration of gender issues in fisheries and aquaculture, the FAO/SIDA Aquaculture for Local Community Development Programme (ALCOM), in collaboration with the Core Group on Women in Fisheries and the Fisheries Planning and Policy Division, hosted a Regional Workshop on Enhanced Women's Participation in Fisheries Development during 4-7 December 1990 in Victoria Falls, Zimbabwe. The proceedings of the workshop are contained in this volume. The purpose of this report is to elaborate on the critical issues which were identified at the workshop, and to develop strategies to address these issues. These strategies should be regarded as components of an overall strategy for more effective methods to integrate gender issues in fisheries and aquaculture development, still to be developed and tested. Furthermore, the report is intended to serve as a structure for other seminars on gender issues so that future case studies on gender can be linked to this structure, either to verify or to dispute the conclusions and proposed strategies put forward in this report.

1.2 What are gender issues?

Gender issues relate to addressing the practical and strategic gender needs of the community.

Practical gender needs

Addressing practical gender needs refers to satisfying the needs of men and women within their existing roles in society. They are usually a response to an immediate necessity and they do not challenge the prevailing norms of society. Development activities which address practical needs of women include those which:

- reduce workloads, such as wells and grinding mills;
- improve health, such as primary health centres, family planning/birth spacing advice;
- increase incomes through improved access to markets and skills training.

Strategic gender needs

Addressing strategic gender needs refers to changing the structure and nature of relationships between men and women, often affecting economic and social processes within the community.

Examples of development activities which address strategic gender needs relating to women include those which:

- improve educational opportunities, such as literacy classes;
- improve access to productive assets such as access to agricultural land and common property resources.

Throughout the workshop discussions, it was considered that the integration of issues around men and women's roles in society (ie. gender), should be an integral and important part of project design and implementation. By dealing with gender issues in this way, women within a community would not be isolated as a target group, because development activities would focus on the community as a whole.

1.3 Sustainability

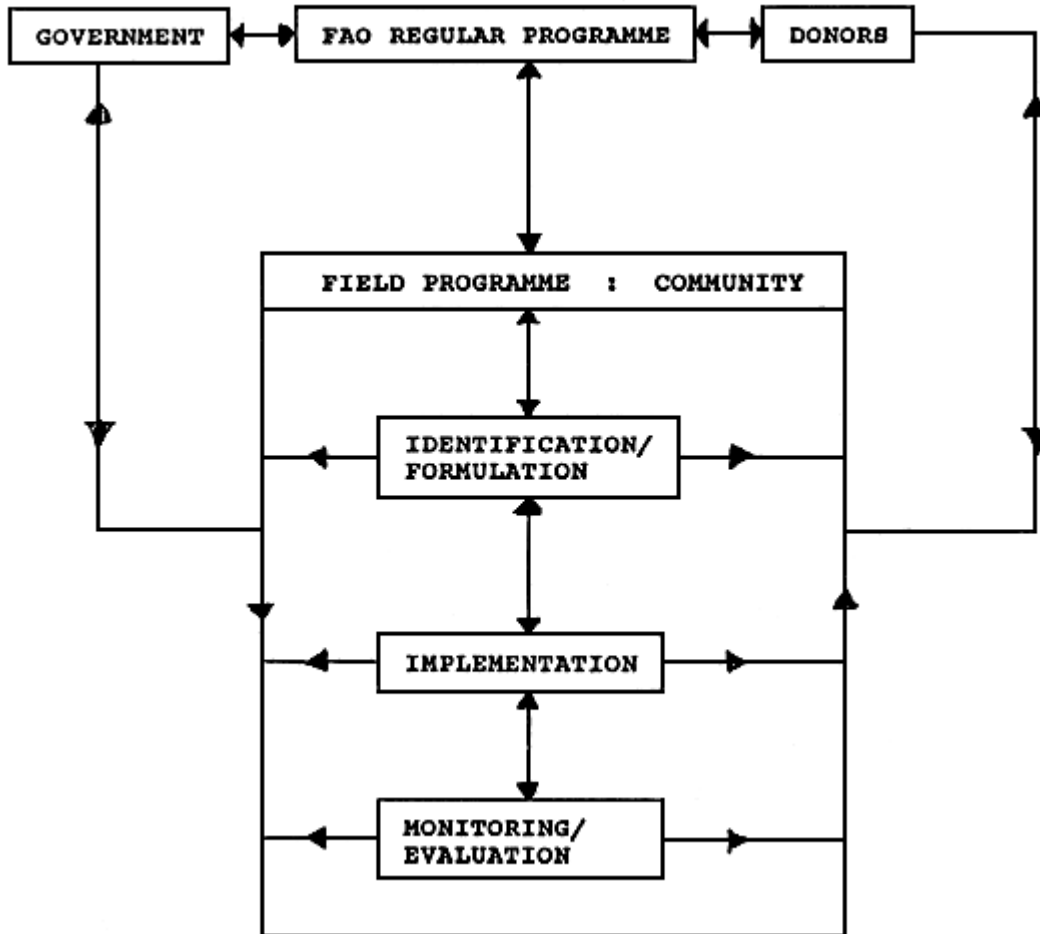
A fundamental assumption throughout the paper is that fisheries and aquaculture development activities must ensure long-term sustainability by achieving economic, socio-cultural and ecological/environmental viability. This, in turn, depends on the socio-cultural norms of the communities and the changes brought about by realising strategic gender needs, such as the introduction of new economic activities for women, like fish farming.

However, it is recognised that sustainability is not a static process but depends external factors, such as changes in exchange rates, civil war etc. which may be difficult to predict.

2. INSTITUTIONAL FRAMEWORK; CRITICAL ISSUES AND STRATEGIES

The institutional framework within which FAO development activities operate is described in Appendix 5. This is summarised in Figure 1. A number of critical gender issues have been identified with regard to the agents of this framework. The following chapter describes these issues and proposes a number of strategy components.

Figure 1 : Institutional Framework



2.1 FAO Fisheries Department

Despite FAOs commitment to integrate women in development activities, there remain a number of critical issues that require priority action by the Fisheries Department.

Information

When sectoral plans are prepared for fisheries and aquaculture, there is a paucity of gender-specific socio-economic information. However, where the data does exist, no systematic method of consolidation and dissemination of gender disaggregated information has been established.

Expertise

Briefing of consultants, experts and other project field staff does not systematically incorporate gender aspects. Also, the experts and consultants who are directly involved in field project identification/formulation missions are often not competent to carry out gender analysis and in some cases, are unaware of the importance of taking gender issues into consideration. This leads to insubstantial consideration of gender issues in project formulation missions and consequently, in the project design. There has also been very limited technical backstopping concerning socio-economics and gender issues in particular, because no expertise is currently available.

Budget allocation

Up to now, only a very limited budget coordinated by the Core Group on Women in Fisheries has been allocated to gender issues in fisheries or aquaculture. These resources have been used to produce a bibliography on women in fisheries, prepare guidelines for women in fisheries, audio-visual 'awareness' material and the sponsoring of workshops.

Inter-departmental linkages

Other departments within FAO, such as forestry and agriculture are also developing strategies and field methodologies to integrate gender concerns in their projects. Despite the activities of the Interdepartmental Working Group on Women in Development, communication and coordination of activities between departments and coordination of workplans, is limited.

STRATEGY COMPONENTS FOR FAO FISHERIES DEPARTMENT

INFORMATION

- Gender related socio-economic information and gender-specific indicators should be consolidated and utilized for the purposes of project identification/formulation, implementation, monitoring and evaluation and for fisheries and aquaculture planning.
- Examination and documentation of different development approaches towards the integration of gender issues, including exchange of experiences and information among field programmes.
- Global and regional programmes should be promoted in order to support member countries in the establishment of a socio-economic database including data on gender, which will assist in the identification and formulation of fisheries and aquaculture development projects. These programmes should also promote and facilitate the exchange of information among member countries, programmes/projects and FAO (HQ and regional offices).

EXPERTISE

- Project formulation missions should be given briefing kits, which include gender-relevant information.
- Screening of the project documents should ensure that gender concerns are explicitly recognized and addressed in project activities.
- There should be greater dissemination of practical methodologies and approaches to assess and integrate gender concerns.
- Professional staff, as well as consultants, should be sensitized and become fully aware of the importance of gender issues in fisheries and aquaculture development. Material from gender analysis workshops currently held for FAO Headquarters staff should be modified for consultants and field staff.
- Full-time expertise should be appointed to assist in carrying out the above tasks, in consultation with the Core Group on Women.

BUDGET ALLOCATION

- A roster of experts with relevant experience should be prepared.

- In order to effectively carry out the above strategy component, a specific budget line for the integration of gender issues, should be allocated in the Programme of Work and Budget. Based on this budget, the Core Group on Women in Fisheries could develop a workplan.

INTER-DEPARTMENTAL LINKAGES

• Inter-departmental linkages should be further developed at FAO headquarters to provide effective and appropriate technical support to various aspects of community development activities.

2.2 FAO Member governments

Although in many countries socio-economic aspects of fisheries and aquaculture development have gained importance in government priorities, gender issues have seldom been addressed in sectoral plans. The following issues are considered to be the most important factors contributing to this situation.

Information

Gender specific socio-economic information is often not collected or accessible to national development planners. This makes it difficult for the incorporation of these issues into sectoral plans. The problem is compounded by a lack of documentation about the advantages of integrating gender concerns into the development planning process and the disadvantages of neglecting them.

Awareness of Government staff

Senior government staff in fisheries administrations and institutions are often not aware of the relevance of the integration of gender issues, or are not equipped with skills to incorporate them in their work plans.

Policy Formulation/Development Planning

The absence of gender sensitive socio-economic analysis in sectoral reviews together with the lack of awareness of government staff, has led to limited integration of gender issues into general sectoral development plans. Although, national development plans in developing countries often consider "women in development" as a separate sector, such issues are not integrated into the sectoral plans for fisheries and aquaculture.

Inter-sectoral linkages

Integration of different government ministries and institutions is often not facilitated, hindering effective implementation of integrated development projects. Lack of close coordination among agencies concerned with agriculture, forestry, commerce, health, nutrition, education, and other social services, increases the likelihood of unsustainable development. This lack of coordination has been partially attributed to highly centralized government in many countries.

STRATEGY COMPONENTS FOR MEMBER GOVERNMENTS

- | | |
|---|--|
| INFORMATION | <ul style="list-style-type: none">• Gender disaggregated socio-economic data on fisheries and aquaculture should be collected, compiled or made available to sectoral planners. |
| GOVERNMENT STAFF | <ul style="list-style-type: none">• Sensitization of fisheries professional staff should be carried out through the documentation of project experiences, exposure visits to project sites and the conduct of gender training workshops. |
| POLICY FORMULATION/
DEVELOPMENT
PLANNING | <ul style="list-style-type: none">• Policy formulation and development planning in the fisheries and aquaculture sector have to include gender issues. |
| INTER-SECTORAL
COORDINATION | <ul style="list-style-type: none">• Coordination among different government ministries, institutions and international/national development agencies should be promoted.• Coordinating mechanisms with other ministries (eg. agriculture, health, commerce, education) should be created in order to meet specific practical and strategic gender needs.• Linkages should be established between NGOs and various technical assistance projects executed by development agencies, including FAO.• Decentralization of development efforts should be encouraged to effectively ensure the implementation of participatory development planning and to assess the socio-economic impact of development efforts.• Community initiatives should be encouraged by providing greater authority to local institutions and/or community-based organizations. |

2.3 Donors

Funding commitments

Donor's commitments to project financing are usually for periods of 2 or 3 years. Such a policy does not allow long-term project planning or the implementation of an effective community based development approach.

Furthermore, few projects are allocated specific funding for a preparatory phase which would include the collection of socio-economic information, identification of gender-specific development needs and carrying out pilot activities. These three activities are necessary to enable the identification of more specific activities related to community needs.

Follow-up responsibilities

Decisions with regard to the follow-up responsibilities of donors and host governments after the completion of the project are often not taken. Donors rarely commit medium-term low level funding to assist the community in the transition phase from high level project support to self-sustainable development activities.

Integration of development efforts

Integration of various external assistance programmes is not facilitated, particularly at the community level. As a result, duplication and overlapping of development interventions are common and may worsen the situation of some members of the target group, by, for example, placing additional time constraints on women.

STRATEGY COMPONENTS FOR DONORS

FUNDING COMMITMENTS

- Funds for preparatory phase assistance, and where necessary, initial socio-economic investigations, should become an essential component of donor funding policies.

FOLLOW-UP RESPONSIBILITIES

- Following the completion of the project, commitment to medium-term low level funding (10–15 years) with minimum external technical assistance is necessary to foster long-term project sustainability.

INTEGRATION OF DEVELOPMENT EFFORTS

- Donors should coordinate their areas of support in consultation with governments, other bilateral and multilateral agencies, NGOs, and communities.

3. THE PROJECT CYCLE: CRITICAL ISSUES AND STRATEGIES

Critical issues and related strategies, common to both fisheries and aquaculture projects, during the three main stages of the project cycle, are discussed in this chapter.

3.1 Project identification and formulation

Information

National and regional gender-disaggregated data as well as key socio-economic data is often not available when project identification and formulation missions are fielded. Consequently, this affects final project design which may not adequately take into account gender aspects of development activities. For example, a credit scheme for fish catchers, may not be accessible to women if it is designed under the assumption that all fish catchers were male.

Needs assessment and community participation

Needs assessment and associated constraints analysis have often not been carried out with the full participation of the community. This has led to needs being perceived by the project formulators rather than the community. For example, in aquaculture projects, women may not necessarily perceive fish farming to be in their interests, although project formulators assume that they should become fish pond owners in order to increase their incomes and access to cheap fish.

Impact assessment

Potential short-term and long-term positive or negative impacts of project activities on practical and strategic gender needs, have often not been identified. Positive impacts may include improving women's decision-making powers whilst negative impacts may include increasing conflict between men and women in the community because women are taking a more active role in community decision making processes.

Target groups

The criteria used to select target groups are often vague which has led to the selection of the broad target group 'women'. In communities which are socially and economically highly differentiated these 'women' are seldom a homogeneous group. Furthermore, socio-economic variables other than sex (such as age, ethnic group, kinship, access/constraints to various resources) are also important criteria for target group selection.

Often female-headed households are selected as one broad target group in projects, although in many areas, there are big variations between female-headed households. For example, in southern Africa, these households have been further subdivided into three categories:

- de jure female-headed households where the head is either unmarried, divorced or widowed;
- de facto female-headed households due to male migration, and desertion;
- periodically female-headed households which may be one of several units attached to an adult male through polygynous marriage, or households where male migration is on a seasonal basis.

Even within these sub-groups, other factors affect their access to resources besides the fact that, for example, the woman is divorced or an unmarried mother. These factors can include the presence of adult sons, residence patterns and remittances from household members.

Moreover, the identification of target groups is frequently limited to the project beneficiaries without including the participants in the strategy, such as extension agents. Carrying out a gender-balanced programme critically depends on the gender awareness and competency in gender analysis of the managers (project staff and their counterparts) as well as the implementers (extension agents). When these participants are not considered part of the target group, gender-related activities may fail.

Final Project design

Often projects are designed without a preparatory phase or provision for an initial socio-economic study and, as a result, are inflexible in terms of time frame, target group selection, and planned activities.

Time lag

The time lag between project identification/formulation and implementation can be up to 5 - 6 years. This can mean that project objectives and proposed activities which were appropriate at the time of formulation may be inappropriate at the time of implementation, since technologies, community and gender needs, as well as the general socio-economic situation can change.

STRATEGY COMPONENTS FOR PROJECT FORMULATION

- NEEDS ASSESSMENT** • Identification of practical and strategic gender needs, including constraints analysis, should be carried out with the full participation of the community in question, if long-term sustainability of project activities is to be achieved.
- IMPACT ASSESSMENT** • Assessment of the potential impact of project activities in relation to gender should be carried out.
- TARGET GROUPS** • The initial target group during project formulation should be the whole community.
- PROJECT DESIGN** • All projects should have a preparatory phase which carries out the following activities:
 - (a) Collection of relevant socio-economic information including data on gender. For fisheries, the “Guidelines on Women in Fishing Communities” can be used, but guidelines for aquaculture should be developed.
 - (b) Methodologies to integrate gender concerns in fisheries and aquaculture development should be developed, documented and incorporated in preparatory phase activities. Gender-oriented pilot activities and case studies should be carried out as part of this process.
 - (c) Analysis of the economic and social viability and an assessment of the potential impact of pilot activities on strategic and practical gender needs should be carried out.
 - (d) Gender-awareness training of project personnel and extension staff, including development of training materials which are region-specific.
- Project objectives, defined during this preparatory phase, should be broad in order to provide flexibility in activities and approach.
- The project design should also incorporate a system for easy revision of project objectives when monitoring information indicates a need for change.

3.2 Project implementation

Extension services

Often, fisheries extension services are given less emphasis than agriculture extension services, irrespective of gender. However, where a service does exist, the main focus tends to be on harvesting technologies, leading to the neglect of other sub-sectors where more women are involved, such as processing and marketing. Consequently, there is a general recognition that reaching women through extension

services can be more problematic because traditionally, they have not been recipients of extension advice.

One method often proposed to remedy this situation is that governments and projects should employ more female extension agents. However, experience has now shown that the sex of the extension agent is not necessarily a critical issue in reaching women - good communication skills and sound technical knowledge are more critical. Nevertheless, there are obviously exceptions to this general observation. Examples of such exceptions would include situations where a male agent would be culturally unacceptable or where a new activity, such as fish farming, might be more acceptable to women, if a woman was giving extension advice.

Extension methods which use a top-down approach, have not worked. Extension agents who are familiar with adult education techniques are usually more successful. Moreover, in communities where literacy levels of one group in the community (such as women) are lower, extension methods have sometimes not taken this into account.

Extension advice on aspects of community development such as health and nutrition have traditionally been targeted at women because they are usually responsible for these aspects in the household. Experience has shown that the inclusion of the whole community in these extension activities has led to greater acceptance of new ideas and methods.

Finally, in situations where there is a lack of a reliable, qualified and effective extension service, training members within the community has been an effective method to convey extension messages.

Approaches to involve women

Two main approaches are currently used by field projects to include women in their development activities: credit and groups. Frequently, they are combined. Whilst the factors affecting the general success of these approaches have been well documented, a number of critical gender issues have emerged from project experiences in fisheries and aquaculture.

Credit: Women's access to formal credit in many communities has been inhibited by a number of factors, including low literacy levels, lack of collateral, the absence of legal rights, gender-biased policies of lending institutions and limited access for women to these institutions. Sometimes, the credit requirements of women are different to those of men and do not fit in with policies of existing credit institutions. For example, in fishing communities, women traders and processors require working capital instead of a tangible asset such as an outboard engine, which can easily be reclaimed should the borrower default.

Many projects have tried to overcome some of these constraints but the schemes have been unsuccessful in situations where projects have failed to assess the economic viability of the activities, or to ensure that the recipient has understood the conditions attached to the loan.

Moreover, the identification of the credit needs of both men and women before a scheme is implemented has often not been carried out effectively or with due consideration to the capacity of the resource base on which the viability of the scheme relies.

Groups: The formation of groups has often been seen as a way to assist the socio-economic poorer members of communities, such as women, increase their ability

to identify their own needs and, mobilize and share scarce resources. However, field experience has shown that groups have not always been successful. The problems are related to the fact that the identification of the needs of the groups, criteria for adhesion, objectives, pace of development, purpose and mode of operation have frequently been identified by outsiders. However, when successful cooperation has occurred, it has been when a real need and real benefits were readily identified by all members and tangible results were produced in the short term.

Sometimes, the promotion of women's groups does not take into account that women are not a homogeneous group in a community and are divided among themselves along lines such as age, wealth, social standing, and ethnic group. Gender is only one among several lines of social stratification and may not be strong enough for group adhesion.

Sources of conflict

Addressing practical and strategic gender needs can lead to many sources of conflict within communities. Most of these sources of conflict relate to changes in the access and/or control of resources or benefits, as a result of development activities.

The introduction of a new economic activity such as aquaculture, often means that shifts in resource allocation (eg. land, labour, capital) are necessary. This can lead to a possible conflict of interest with the existing owners or users of the resources. This conflict, which arises as a result of apparent or real changes in resource control may lead either to the unwillingness of women to participate or, obstruction by men who see themselves as threatened. In fact, the possibility of conflict is implicit in the notion of addressing strategic needs. Where projects fail to predict and develop ways for the community to deal with these conflicts, development activities may fail.

In fisheries, the entry of women into the harvesting sub-sector may also be a potential area of conflict especially if they are simply owners of equipment and not active participants. In addition, where these women obtain greater access to fish, the control over the fish may be concentrated in the hands of fewer and fewer people, men or women, thereby creating conflict.

Projects which initiate activities addressing one group of women may also experience conflicts of interest between this group of women and another group of women. For example, addressing the needs of small-scale women fish processors through improved access to credit, may have a negative effect on their relations with large-scale women processors who compete in the same market.

Conflicts can also occur when project activities increase the profitability of one group of people in one economic sub-sector. For example, improved smoking ovens which lead to lower processing costs and higher profits, may attract more men with better access to fish and/or credit into the sector. This can lead to small-scale women fish processors being excluded or marginalised in a sector they have been traditionally involved in.

Finally, where access to institutional credit is improved for certain sectors of the community, this may disrupt traditional informal credit systems and also become a potential source of conflict.

STRATEGY COMPONENTS FOR THE PROJECT CYCLE

EXTENSION SERVICES

- A purposefully designed communication process should be formulated to reach women.
- Target group to target group communication should be encouraged through, for example:
 - (a) training extension officers in adult education and the use of two-way communication processes;
 - (b) encouraging target groups to develop confidence in themselves through group discussions, without the presence of an extension agent. In communities where cultural factors may inhibit free discussions between men and women, it is important that a formula be found for integrating women in this dialogue. The extension agent should assist in establishing these relations.
 - (c) establishing community based expertise able to reach all members of the target group as well as serving as permanent contact points for extension agents.
- Except in situations where socio-cultural norms require female extension agents, existing male extension agents should be utilised, and where necessary, trained in extension methods which effectively reach women. Examples of aspects which should be covered are:
 - (a) awareness and motivation of extension staff to integrate gender issues (identification of gender issues, the justification for a gender sensitive approach and identification of the attitudes of the extension staff);
 - (b) appreciation and understanding of the various roles of men and women in general and in fisheries and aquaculture in particular;
 - (c) identification and appraisal of the obstacles different target categories are facing and examination of possible solutions to overcome them;
 - (d) provision of skills to gather and analyze information by gender, sector and activity;
 - (e) development of extension methodologies to increase women's participation in fisheries and aquaculture projects.

GROUPS

- Approaches which are used to involve women in project activities should be critically evaluated in terms of gender specific aspects. The results should be documented and the information disseminated.

CONFLICTS

- Impact analysis should be carried out during the preparatory phase of the project and potential sources of conflict identified and evaluated.
Communities should become involved in monitoring project activities and taught skills in conflict management and crisis control.

3.3 Project monitoring and evaluation

An effective monitoring and evaluation system to assess the positive and negative impacts of project activities on practical and strategic gender needs has not been developed. The reason for this has been attributed to a combination of poor information, insufficient commitment and tendency to rely on quantitative criteria (how many women fish ponds owners?, how many more women fish processors? etc.) to measure project success. These quantitative indicators may not be able to assess qualitative changes in the community such as improved decision-making skills or improved status.

STRATEGY COMPONENTS FOR MONITORING AND EVALUATION

MONITORING

- Monitoring for gender related aspects should be built into the project design.
- Progress reports should include gender related aspects.

EVALUATION

- Criteria for evaluating project activities on gender should be disseminated and where gaps exist, developed (especially in aquaculture) to include qualitative valuables (eg. decision-making, leadership skills, changes in status) as well as quantitative ones (eg. increased fish production, reduction in post harvest losses). Relevant evaluation criteria should be devised in consultation with project staff and communities.

4. FISHERIES DEVELOPMENT : CRITICAL ISSUES AND STRATEGIES

The critical gender issues which are specific to fisheries development are described in the following chapter.

Issues related to fisheries resources

Access to fishery resources have gender-related aspects. For example, in many countries, women find it difficult to enter the fish harvesting sub-sector, although they may wish to secure better access to fish for processing and trading so that they can expand their businesses. However, project activities which encourage this development through expansion of the fishery sometimes do not take into account the possibilities of further intensification of fishing effort, over-exploitation of the resource and increased competition between individual operators, both men and women.

With regard to the management of the resource, often the responsibilities and contribution of women to decisions concerning resource management are not taken into account by communities or projects, because processors and traders are not seen as direct users of the resource.

Issues relating to fuelwood resources

In many coastal communities, increased pressure on fuelwood resources for fish-smoking and cooking, is causing deforestation and environmental degradation. As a result, fish processors are facing serious constraints in terms of the availability and time required to collect firewood. This places a constraint on the long term viability of their processing businesses and has a negative impact on the environment (deforestation, erosion, destruction of breeding grounds in mangrove areas). Projects which increase fish supplies by improving the harvesting sector but do not address fuelwood needs and shortages, may not only increase the time and costs required by women processors' to collect more fuelwood, but also place additional stresses on the environment.

Labour

In many fishing communities, processing activities and travelling back and forth to markets takes up a great deal of time and places a constraint on the time available for other activities. Thus, the opportunity cost of labour is frequently high and the introduction of new activities such as literacy classes or group formation often do not take this into account.

Inputs

Recently, development agents have realised that women are also interested in owning fishing inputs in order to actively participate in the fishery. This can be direct participation or indirect through rent receiving from fishermen and improved access to a supply of fish.

Technological developments in one sub-sector may place additional constraints on other sub-sectors, such as processing, which may not be able to cope with increased fish supplies.

Credit

One of the biggest constraints to fisheries development has been identified as access to, and availability of credit in all fisheries sub-sectors. Most women in fishing communities have greater difficulties in obtaining formal credit than men for reasons which have been described in Chapter 4.

In general, credit is required by women to purchase and/or gain access to a supply of fish for processing and/or trading. Where husbands are boatowners or fishermen, there is no guarantee that his wife or wives will have access to his supply of fish, unless they are able to provide credit for his operational expenses. Poor access to formal and informal credit can place a significant constraint on the ability of women to expand their businesses.

Development activities which increase credit requirements of fishermen, may therefore have a negative impact on women processors and intra-household relations.

Project Staff

The effectiveness of project activities in reaching women and addressing gender concerns in fishing communities has been strengthened by the appointment of women-in-development officers. In cases where women's needs have been previously neglected, this has contributed significantly to women's participation and benefit from project activities.

STRATEGY COMPONENTS FOR FISHERIES DEVELOPMENT

- | | |
|----------------------|---|
| RESOURCES | <ul style="list-style-type: none">• Resource management (fisheries and fuelwood) awareness programmes should be developed for the whole community. |
| FUELWOOD | <ul style="list-style-type: none">• Linkages with government forestry departments and projects should be promoted to ensure that development activities are complementary to each other. |
| CREDIT | <ul style="list-style-type: none">• Credit programmes should thoroughly identify the needs of all sectors of the fishing community, and assess the viability of credit schemes for each sub-sector. |
| PROJECT STAFF | <ul style="list-style-type: none">• Where a need is identified for development officers to deal with women's needs, community-based expertise should be developed by these officers in order to ensure sustainability of support. |

5. AQUACULTURE DEVELOPMENT I CRITICAL ISSUE8 AND STRATEGIES

The critical gender issues which are specific to aquaculture development are described in the following chapter.

5.1 Access to and control over resources

The issues of access to and control over resources necessary for aquaculture is critical in determining whether women can participate in aquaculture. It is important to point out that those that have access to resources, may not be the same as those that have control over these resources.

Land

In most areas in Africa, women have difficulty in gaining access to land. Land is traditionally allocated to, and inherited by men in patrilineal societies. Even in matrilineal societies, the pattern of land allocation and inheritance has been changing and now mostly follows the male line. Depending on the activity(ies) they wish to undertake, women can obtain usufruct over land through their husband or relatives, who remain the owners and accordingly take decisions about it's use. Therefore, this tenure situation creates uncertainty for women who want to invest in aquaculture.

Labour and time

In general, it is easier for men to cope with the extra work involved in fish farming since their labour requirements are seasonal. Women find it more difficult to devote time to fish farming because they are usually assigned household duties, which are repetitive and time consuming. Therefore women's spare time is a scarce resource, a factor often not taken into account when calculating the opportunity costs of a new activity like fish farming. Moreover, female-headed households often have an extra disadvantage, because they find it difficult to obtain access to male labour for pond construction.

An alternative to using own labour or family labour is to employ labour. This option is only available to the small proportion of women in rural communities who can afford to pay for such labour.

Credit

Extending credit to women or men farmers can be a disservice to them, because farmers may be burdened with debt obligations and lenders faced with a difficult debt collection problem. However, where the preconditions for the effective use of credit exist or are created, such schemes may be appropriate.

Equipment for pond construction

Hoes are owned by most agricultural households, but access to other farm implements (eg. shovels and wheelbarrows) which make pond construction easier, varies between men and women. Because men usually excavate ponds, women find it more difficult to borrow this equipment as they will not be using it themselves.

Provision of equipment on terms similar to that of a credit scheme is subject to the same conditions and constraints.

Extension services

Because the majority of fish farming extension agents is male, they often contact men as the head of the household. This occurs despite the fact that several studies have shown that women and children also participate in fish farming. This gender-bias in the

extension service, has led to aquaculture being regarded as a male activity in many countries.

Transfer of information within the household, for example between husband and wife, is almost non-existent. Even in cases where the husband does transmit extension messages relating to aquaculture, women cannot control how much of the information is being transferred to them. In many rural communities, women also have less access to extension material because as a group they have lower literacy rates, which existing extension material does not address.

Because aquaculture is frequently a secondary economic activity of the household, the justification and cost-effectiveness of an exclusive aquaculture extension service is questionable. Aquaculture extension may be more effective and have a more comprehensive coverage, through agriculture extension services. This has been recognised in some countries, where agriculture extension agents have been trained in basic aquaculture.

Fingerlings

Men generally have closer contacts with extension agents than women, and consequently have easier access to fingerlings. In situations where there is a shortage of government-supplied fingerlings, women will have to buy them from other fish farmers who usually charge higher prices than the official government price.

5.2 Access to, and control over benefits

Access to, and control over the benefits derived from the aquaculture refer to both quantitative (fish and cash income) and qualitative benefits (eg. household food security). As with resources, it is important to differentiate between the **access** to and control over benefits from aquaculture. Therefore, in terms of gender issues, the benefits to the household from aquaculture may not accrue to some members, such as women.

Although fish ponds may be owned by the male household head, household members often work together in fish farming . In this context, women's access to, and control over benefits from aquaculture should be seen in the light of their contribution to the fish farming activities of their husbands.

Quantitative benefits

Fish from ponds is usually partially consumed within the family. In some countries the decision to eat fish from the pond(s) is taken jointly by husband and wife.

Decisions concerning distribution of fish outside the household are usually taken by the owner of the fish pond. As owners are usually men, their wives will rarely have control over the use of the money obtained through the sales of fish although they often benefit from the proceeds of fish. For example, in cases where the revenue is substantial or a wife contributed in terms of labour, a husband may buy/barter goods for household use, or buy something for her.

Qualitative benefits

Aquaculture may benefit the household in terms of overall household food security. However, access to and control over these benefits may be unequal and there may be changes in the nutritional status of different household members, such as men, women and children.

Aquaculture may also increase the value of land in cases where it is carried out, especially on land previously considered to have no other worthwhile use.

Control of the income generated by aquaculture may have implications for both expenditure responsibilities and access to resources within the household, particularly between husband and wife. There may also be changes in the relative status of men and women within the household following changes in cash income.

STRATEGIES COMPONENTS FOR AQUACULTURE DEVELOPMENT

- | | |
|-----------------------------|--|
| LABOUR AND TIME | <ul style="list-style-type: none">• Time-saving technologies for women in the domestic sphere (eg. water pumps) should be introduced in order to free labour time for other economic activities such as aquaculture. |
| CREDIT AND EQUIPMENT | <ul style="list-style-type: none">• The viability of schemes which provide credit or equipment should be critically assessed before they are introduced. This assessment should include investigations of alternative activities which could produce comparable results. |
| EXTENSION SERVICES | <ul style="list-style-type: none">• Women fish farmers should be used as an example for other women so that they perceive aquaculture as a female activity.• Existing extension services, such as agriculture, should be utilized for transfer of information on aquaculture. These services should be supported by gender-sensitized technical staff. Other services, such as health and nutrition could also be possible channels for aquaculture extension.• Extension material showing women as active participants in aquaculture should be prepared. |

6.FOLLOW-UP ACTION

The follow-up described in this chapter relates to actions that can be undertaken by FAO, either through the Fisheries Department, Regional Offices or, global, regional and national programmes.

ACTION I : Development of gender focused socio-economic information base and establishment of dissemination and exchange mechanisms

FAO FISHERIES DEPARTMENT

- identification of institutions with expertise and/or socio-economic information with regard to gender issues and consolidation of information exchange mechanisms with other multilateral and bilateral organizations, NGOs, research institutions on gender issues in fisheries and aquaculture development;
- development of mechanisms of regular consolidation and dissemination of information from and to field projects;
- development of gender focused socio-economic information base for fisheries and aquaculture development;
- consolidation of working level contacts with other FAO departments .

FAO REGIONAL OFFICES

- investigation and dissemination of available gender focused socio-economic information;
- establishment and consolidation of information exchange mechanisms with regional and national development institutions and NGOs on gender issues;
- preparation and dissemination of a directory of institutions (national and regional fisheries/ aquaculture development institutes, NGOs, universities) with the potential of building up information bases.

GLOBAL/REGIONAL/ NATIONAL PROGRAMMES

- initiation of socio-economic baseline data collection including gender related indicators in pilot project areas;
- consolidation and dissemination of information, survey results and case study reports on gender issues;
- collection and dissemination of gender related information from/ to participating countries and exchange of information with other global and regional programmes;
- facilitation of inter-agency dialogue at the field level by inviting participation of other bilateral, multilateral agencies and NGOs to workshops/meetings.

ACTION 2: Strengthening support to project formulation, implementation, monitoring and evaluation

FAO FISHERIES DEPARTMENT

- preparation of inventories of international institutions and a roster of international experts with expertise on gender issues;
- preparation of briefing kits on gender issues in fisheries and aquaculture for consultants, experts and associate experts;
- preparation of a training package on gender analysis for FAO field staff and national counterparts (in collaboration with regional offices);
- consolidation of mechanisms for screening projects on gender issues;
- elaboration of criteria for project monitoring and evaluation with regard to gender issues (in collaboration with global/ regional programmes).

FAO REGIONAL OFFICES

- preparation of inventories of institutions (national/regional) and roster of experts (particularly national experts) with expertise on gender issues.

GLOBAL/REGIONAL/ NATIONAL PROGRAMMES

- assistance in the identification and formulation of field projects on relevant gender concerns;
- development of field manuals for quick (cost effective) socio-economic data collection on gender issues in fisheries and aquaculture.

ACTION 3: Research and development of practical tools and methods for integrating gender issues in fisheries and aquaculture

FAO FISHERIES DEPARTMENT

- conduct of gender policy studies on gender related issues in fisheries and aquaculture development (eg. legislation, lending policies of financial institutions, formal and informal marketing structure, trade policies, subsidies, common property resource management etc) .

FAO REGIONAL OFFICES

- organization of expert consultations and regional meetings on practical approaches and methodologies for integrating gender issues in fisheries and aquaculture development.

**GLOBAL/REGIONAL/
NATIONAL
PROGRAMMES**

- development, testing and documentation of different tools and methods for integrating gender issues in fisheries and aquaculture development through pilot activities (eg. community approach, groups, extension methods, participatory monitoring and evaluation);
- preparation of a field manual for carrying out basic socio-economic surveys incorporating gender issues, for aquaculture;
- development and testing of extension guidelines and training materials with a gender orientation for aquaculture;
- design and implementation of pilot/demonstration projects on fisheries and aquaculture development which integrate gender concerns;
- organization of inter-project meetings for exchanging experiences on the integration of gender issues;
- conduct of research and studies which assess critical issues in fisheries and aquaculture eg. women's role in fisheries resource management.

ACTION 4: strengthening expertise and institutional capabilities for integrating gender issues in fisheries and aquaculture development

**FAO FISHERIES
DEPARTMENT**

- preparation of a training package for staff in national fisheries institutions on gender planning (in collaboration with regional offices);
- participation of all professional staff in gender analysis workshops conducted by Women in Agricultural Production service.

**FAO REGIONAL
OFFICES**

- conduct of training workshops for senior staff of national fisheries institutions on gender planning;
- conduct gender analysis workshops for field project and Regular Programme staff.

**GLOBAL/REGIONAL/
NATIONAL
PROGRAMMES**

- organization of inter-project workshops on gender analysis for fisheries and aquaculture development;
- organization of training for national field project and extension staff.

ACTION 5 : Integration of gender considerations into national fisheries and aquaculture planning

**FAO FISHERIES
DEPARTMENT/
REGIONAL OFFICES**

- include gender-related socio-economic issues in the relevant agenda items of regional fisheries bodies;
- promote the use of the gender-disaggregated socio-economic database, (see chapter 6) in the process of national fisheries aquaculture development planning;
- include gender issues in sectoral reviews.

**GLOBAL/REGIONAL/
NATIONAL
PROGRAMMES**

- assist national fisheries and aquaculture development planning by coordinating and contributing results and findings of projects to national planning information systems.

**PROCEEDINGS OF THE WORKSHOP ON ENHANCED WOMEN'S
PARTICIPATION IN FISHERIES DEVELOPMENT**

**Victoria Falls, Zimbabwe
4–7 December, 1990**

1. INTRODUCTION

The workshop on Enhanced Women's Participation in Fisheries Development was jointly organized by ALCOM and Fisheries Policy and Planning Division, Fisheries Department, FAO, with support from the Fisheries Department Core Group on Women and contributions from fisheries and aquaculture projects in Africa and Asia. FAO headquarters and field staff, counterparts and invited experts participated. The list of participants and programme are presented in Appendices 1 and 2.

The objectives of the workshop were:

- (1) to discuss and exchange experiences among FAO staff, counterpart Government Officers and selected experts concerning current practices and social and economic issues with respect to the integration of women in fisheries;
- (2) to enhance awareness and sensitivity to gender issues through brainstorming and cross fertilizing experiences on the utility and relevance of various operational strategies;
- (3) to develop/recommend operational strategies of fisheries development planning and recommend measures for the implementation for effective integration of gender issues.

Specific tasks of the workshop were:

- (1) To review experiences of selected FAO field projects in which gender issues are directly or indirectly addressed and to assess the impact of the project strategies/activities on the involvement of women;
- (2) To evaluate relevance of the strategy of projects incorporating women specific activities in the fields of fisheries development and management;
- (3) To prepare recommendations for operational strategies for the integration of gender issues into fisheries development and management of FAO field projects and also FAO headquarters and regular programme.

FAO executed projects were invited to prepare position papers on their approaches to gender issues. The seven position papers received were used together with other project documentation to prepare a Synthesis Paper (commissioned by the Fisheries Policy and Planning Division), see Appendix 3.

Projects were also invited to prepare case studies on gender issues in fisheries and aquaculture development to be presented to the workshop. The 13 case studies are summarized in Appendix 4.

2. OPENING

Mr. Jean Louis Gaudet, Senior Planning Officer, Fisheries Policy and Planning Division, FAO, welcomed the participants on behalf of Dr. Edouard Saouma, Director General, and Dr. Armin Lindquist, Assistant Director General of FAO. He outlined how gender awareness had developed within FAO and specifically the Fisheries Department. The institutional framework to address gender issues consisted of Governments, Donors and FAO regular and field programmes, including FAOs Regional Fisheries Bodies, Regional Offices, global, regional, and national FAO executed fisheries and aquaculture projects. This is described in more detail in Appendix 5.

Mr. Gaudet stated that although efforts had been made to integrate gender issues in FAOs work, strategies and methods how to do so were still lacking. He wished the participants fruitful discussions and an outcome of the workshop which would improve the integration of gender issues in fisheries and aquaculture development in the future.

Mr. Samuel Chimbuya, Chief Ecologist (Aquatic), Department of National Parks and Wildlife Management, Ministry of Environment and Tourism, welcomed the participants on behalf of the hosting Government. He stressed the importance given to gender issues by the Government of Zimbabwe since independence, through its institutional set up, policies and legislation. In declaring the workshop open, he looked forward to the outcome of the workshop, which would improve the performance of projects and wished the participants a memorable week in the beautiful surroundings of the Victoria Falls.

3. CURRENT STATUS IN THE INTEGRATION OF GENDER ISSUES IN FISHERIES DEVELOPMENT

The Synthesis Paper on the Integration of Gender Issues in Fisheries Development (Appendix 3) was presented. An overview of changes in the concept of Women in Development was given, stating the current approach was to address gender issues rather than isolating women. Four types of fisheries and aquaculture projects were reviewed: projects designed exclusively for women; projects with a women's component; projects with an implicit women's component; and projects which during implementation were reformulated to include a women's component.

The conclusions and recommendations of the synthesis paper address information needs, monitoring and evaluation of projects, the role of FAO and national sectoral policies and institutions, project approaches (participatory, sub-sectoral), the concept of a 'homogenous woman', staffing needs and, differences between fisheries and aquaculture.

4. CASE STUDIES ON WOMEN IN FISHERIES AND AQUACULTURE

Four case studies on aquaculture and 9 case studies on fisheries were presented. Summaries are given in Appendix 4.

4.1. Aquaculture case studies - summary of discussion

It was concluded that constraints for women's participation in aquaculture development in terms of access to and control over resources such as land, labour and time, labour markets, capital, and equipment were also, although to a lesser extent, experienced by male fish farmers. Women often had less access to knowledge since extension officers mainly address the male head of households. The transfer of knowledge within the household was regarded as almost non-existent.

Access to and control over benefits from aquaculture were looked upon in the light of women's contribution to fish farming. Often decisions on the use of fish for home consumption, fish to share with relatives and the utilization of cash from sale of fish were jointly taken by men and women in the household.

The target group 'women' tends to be treated as a broad category in project design, without differentiating between different groups of women, each with their specific needs.

In most countries men are the owners of fish ponds. Fish farming, especially pond construction is regarded as man's work. The case studies discussed problems encountered by women when wishing to become owners themselves. The question of the importance of ownership was probed in relation to improvements in women's access to benefits from fish farming.

4.2. Fisheries case studies - summary of discussion

Based on the case study material, it was concluded that the main strategic gender needs of women in fishing communities were empowerment, crisis management, improved decision-making, leadership and management skills. Practical gender needs were access to credit, income generation, improved processing techniques, and, since fishing communities are often isolated, community facilities such as health and educational services. However, these two types of needs are not common to all women, and it was unclear as to how projects assessed the needs.

Groups have been used as a strategy used to enhance the role of women in fisheries. However, poor cohesion due to lack of consensus on key issues, socio-economic differences, externally identified needs and structures as well as external factors (e.g. migration) have meant that their success rate has been poor.

Another strategy used has been training in business and management skills. The constraints identified for this strategy have been low and different literacy levels as well as the long time required to achieve success.

The appointment of staff with appropriate skills in assessing the needs of women and developing ways to reach their needs has had a positive impact on the enhancement of women's participation in development activities.

The constraint to this strategy has been the availability of trained staff.

Some projects have not used any strategy to enhance the role of women, but have succeeded in doing so by developing activities that have attracted women.

The question which remained unanswered from the case studies and the discussion concerned the sustainability of the activities and how they have satisfied practical and strategic gender needs.

5. WORKING GROUPS ON AQUACULTURE AND FISHERIES

Four Working Groups (2 for aquaculture and 2 for fisheries) discussed fictitious situations. The working group guidelines are given in Appendix 6. The 'descriptions' included objectives, socio-economic information on the population, production, gender division of tasks etc. The Working groups were given the following topics for discussion and reporting:

- (1) Identify the different target groups. What criteria were used to distinguish the target groups? Why?
- (2) What are the needs of the different target groups?

- (3) Carry out a constraints analysis from a gender perspective.
- (4) What additional information would be needed to address gender issues in the projects?
- (5) What are the opportunities for the women and/or the project to solve the constraints?
- (6) Formulate strategies to ensure the reinforcement of women's participation in the project.

Aquaculture Working Group 1 Report:

The Working Group identified the following target groups:

- (1) Permanent female headed households and unmarried mothers (PFHH)
- (2) de facto female headed households (DFHH)
- (3) Women in male headed small scale farmers households without fish ponds (MHH W/FF)
- (4) Women in male headed households with fish ponds (MHHwFF)

Besides the direct target groups, the Working Group identified other 'participants': extension officers, other organizations, other community members, and village leaders. The main criteria for choosing the target groups were: sex (women) and access to factors of production.

The Working group carried out a constraints analysis (see table 1).

Table I : Constraint analysis (- is a constraint)

Target Group	Land	Labour/ Time	capital	Inputs	Equipment	Info./ knowledge
1. PFHH + unmarried mothers	Limited (-)	(-)/ (+)	(--)	(+)	(-)	(-)
2. D. FHH	Fair (+)	(+)	(+)	(+)	(+)	(-)
3. MHH w/o FF	(+)	(-)	(++)	(++)	(+)	(-)
4. MHH wFF	(+)	(-)	(++)	(+)	(+)	(+)

Besides constraints identified in the table the following were considered important: male obstruction, existing value systems/ norms and the low level of education and literacy.

The Group concluded that additional information was needed on:

- women's access to land suitable for fish farming (population pressure, changes in value of land, other land based economic activities, and mechanisms of land allocation) ;
- labour availability (demographic data, household composition, labour market, opportunity costs, practice of reciprocity and mobilization of labour);
- access to capital (remittances from migrated husbands, existing traditional credit systems, seasonality of capital needs, household income, and other income earning activities);
- access to inputs (agriculture by-products and seasonality in their availability);

- access to equipment (who owns the equipment, prices); marketing (transport, demand/supply, prices); information/knowledge (level of education, extension officers trained in gender issues);
- values/norms (attitudes towards female fish farmers, taboos).

Additional income, fish for food, decision making power, control over benefits and alleviation of the identified constraints were the main needs identified.

The Group stated the following strategy components:

- (1) Group organization among women as a support system to strengthen bargaining power to obtain land;
- (2) Common funds among women to hire labour and organized reciprocal labour supply;
- (3) An organized extension system supported by the project for timely supply of fingerlings, for dissemination of knowledge on available crop residues, and an extension message focusing on self-reliance among women;
- (4) Training of extension workers in gender issues, modified extension material giving the image of women farmers;
- (5) Introduction of project ideas through village leaders to facilitate cooperation among villagers and training of key male and female fish farmers.

Aquaculture working Group 2 Report:

The target group was defined as 'small scale farmers' with five sub-groups:

- small scale female headed households (F/Food)
- small scale male headed households (M/Food)
- semi commercial female farmers (F/Revenue)
- semi commercial male farmers (F/Revenue)
- school leavers (Youth)

The criteria chosen for the identification of target groups were sex of head of household and production objective.

The groups's constraints analysis is summarized in table 2.

Table 2 : Constraints analysis (- means constraint)

Constraint	M/Food	M/Revenue	F/Food	F/Revenue	youth
1. Access to land	?	?	-	-	-
2. Security of tenure	+	+	-	-	-
3. Lack of spare time (= Need extra Labour)	+	-	+	-	+
(= Crop substitution)	+	-	-	-	+
4. Equipment	+	-	+	-	+
5. Capital required	+	-	+	-	-
6. Access to credit	+	-	+	-	--
7. Access to information	?	?	-	-	-
8. Access to fingerlings	+	+	-	-	?
9. Inability to take risks	+	+	-	-	+

The Working Group felt that the information provided in the 'project document' (guidelines for the working group) needed to be complemented with:

- data on pressure on land as a resource
- data on water supply
- data on-farm byproducts
- labour division within the households, including the extended family
- information on formal and informal credit facilities
- information on the situation of the youth
- socio-cultural profile of the community
- information on other development projects' priorities and national development policies

The group concluded that problems/constraints identified were common for both men and women in rural areas, although some are more acute for women. Some constraints are also women specific such as access to knowledge and access to formal credit.

The group found that access to land was a problem beyond the scope of the project.

Time constraints for women could partly be overcome by introduction of new technologies for domestic activities, such as water pumps, and planting of trees for firewood close to the village.

Credit facilities should be included in the project to cope with women's access to capital. Access to equipment was also a problem which should be addressed by the project, by providing basic equipment for households starting fish farming.

Extension needs should be addressed by the project taking women's literacy level into account, and by using female fish farmers as examples for others and by promoting women's associations.

As a point of departure for the formulation of elements of strategies the Group stated that:

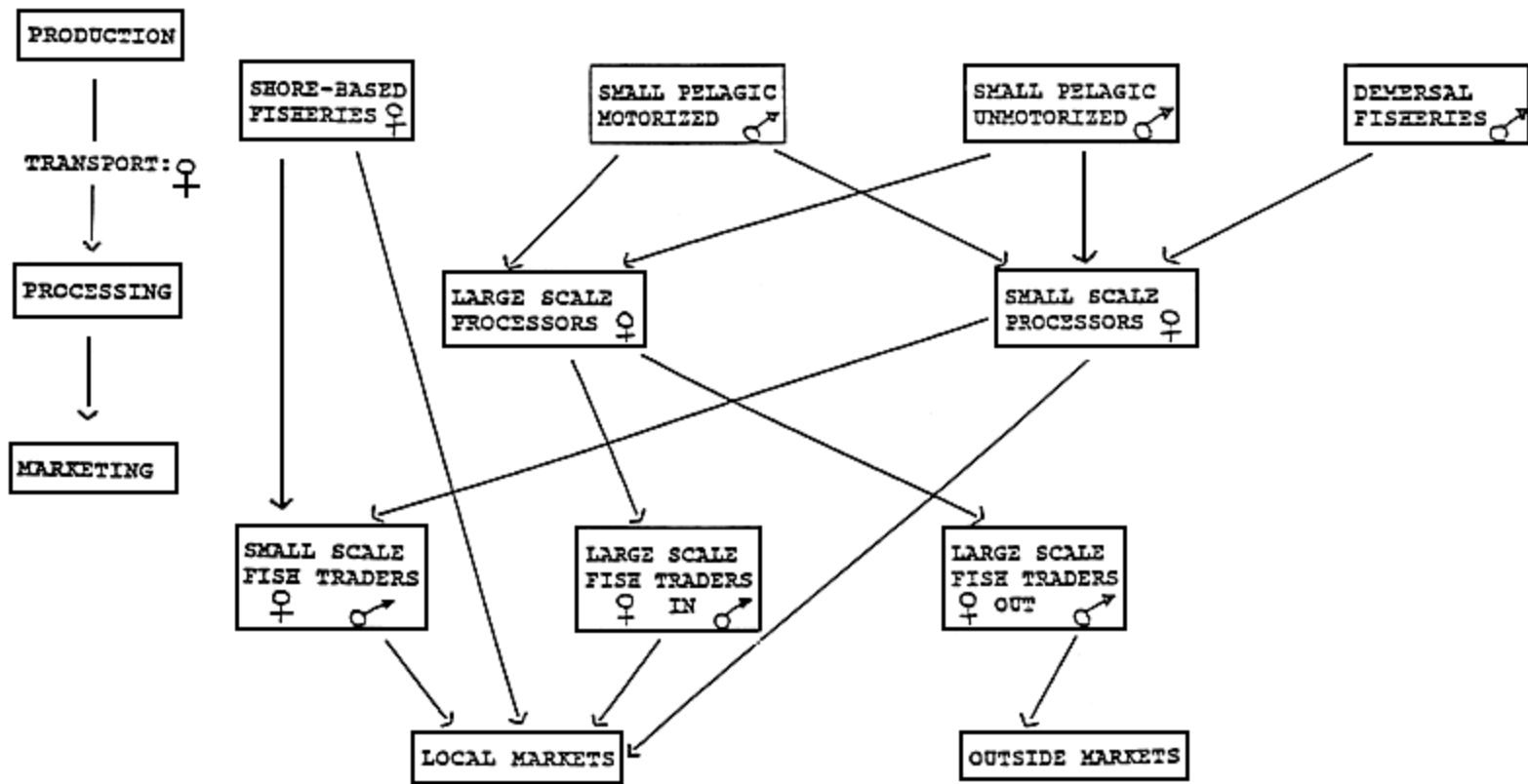
- approaches need to be revised taking into account that the end-user, often described as the small scale farmer, is not a homogenous group, and;
- projects need flexibility during implementation to be able to adapt to varying farmers conditions and to allow greater farmer participation.

The following elements for strategies were formulated:

- creation of gender awareness among policy makers, fisheries staff, FAO headquarters and field staff rather than establishing women specialists;
- increase end-user participation in project formulation and implementation, implying a slower, sensitive, evolutive process and more long term perspectives among Governments and Donors;
- project design to encourage flexibility to meet the needs of sub-target groups requirements, which for women would include the promotion of, and contacts with, organized/ informal groups, reliable technical packages suitable for a variety of situations, and improved delivery of extension messages through women to women contacts where norms make male to female contacts difficult, the use of existing channels for communication, communication media accessible for women, credit conditions not excluding women and training of extension staff in gender issues.

Fisheries Working Group 1 Report:

The Working Group described the fish production, processing and marketing system (see diagram) to identify the target groups.



FISHERIES WORKING GROUP 1: FISHERIES PRODUCTION, PROCESSING AND MARKETING SYSTEM

The potential target groups and their constraints were:

Constraints

- lack of capital to increase production and technical inputs
- lack of capital to provide credit for pelagic fishermen and lack of access to pelagic fish for processing
- large scale traders taking over financing of the fisheries sector marginalising small scale processors
- decreasing incomes from small scale processing
- lack of knowledge and skills for improved processing techniques and lack of fuel wood
- environmental degradation through deforestation
- lack of working capital

Target groups affected

- Non-motorized, small scale pelagic fishermen
- Small scale processors
- Small scale processors
- Small scale processors
- Large and small scale processors
- Whole community
- Small scale fish processors and traders

Based on the above analysis the group choose the **small scale processors** as the target group for a potential project, since this group suffered from most of the problems in the community.

The main need of the chosen target group was **increased earnings** among women fish processors through:

- access to capital for purchase of fish, for financing fish processing activities and improved techniques, and for financing fishing operations;
- improved knowledge, skills and technology in fish processing to reduce wastage, to improve quality, to increase quantity, reduce health hazards, reduce labour time and fuel consumption.

The group felt that the potential project could intervene to solve the following constraints:

- lack of capital for small scale fish processors through strengthening existing savings associations;
- assistance to link savings associations with credit institutions, alternatively provision of credit by the project;
- investigations of the feasibility of different forms of groups for small scale female fish processors;
- demonstration of improved fish processing techniques;
- investigations and trials for solving the fuel problem.

To adequately design the project, the Group felt there was need for additional information on:

- demography and socio-economics
- fisheries resources
- labour organization in fish processing (time requirements and groups)
- costs and earnings with different techniques
- marketing infrastructure and channels

- data for monitoring and evaluation (nutritional data, household economics etc)
- data to monitor changes in gender-related responsibilities in household budget due to increased earnings

The group considered the following elements of strategies:

- identification of women as a specific target group
- identification of working techniques which are sustainable and appropriate for women (for example credit mechanisms)
- increase gender awareness among project staff formulation of objectives for the project based on the real needs of the target group

Fisheries working Group 2 Report:

The group selected three target groups:

- households of small boat owners
- small scale fish processors/traders (all women)
- non-fishing poor households, including female headed households without access to fish for processing or marketing

The criteria used was based upon ownership and income level which determines opportunity for improvement in economic status and self reliance. In the potential project area, some of the most disadvantaged were linked by gender to groups affected by recent development in the area. Gender in itself was not a criteria used for selection of the target groups.

The small scale processors/traders were regarded as the primary target group. Their displacement by large scale traders destroys a system of short term credit based on trust and cooperation. The apparent take over by large scale traders will cause problems for the small scale processors/traders but also result in that value added earlier retained in the village will be realized outside.

The group identified **constraints** facing the target groups:

- (1) Households of small boat owners. Constraints from the perspective of male members of these households are lack of credit worthiness, lack of gear and inability to buy new gear, restricted fishing range, and competition with large boat operators for sale of fish. The female members of the households face low incomes from catching/processing of fish, lack of capital and credit to become purchasers/processors, and too low household income to cover family requirements.
- (2) Small scale processors/traders (all women). The constraints are lack of capital to extend credits to fishermen, for purchase of fish, and for processing of fish, inability to compete with the larger scale fish traders, shortage of firewood and the increasing time needed to collect wood for smoking fish, inefficiency in current smoking methods, and decreasing income resulting from being displaced by large scale fish traders and forced into wage labour as a fish processor.
- (3) Non-fishing households, including female headed households lack capital to gain access to income generating activities related to the fishing industry.

The group felt that the potential project could assist in overcoming constraints by:

- a socio-economic survey to clarify inter-relations between the different groups and to identify specific needs and means to meet them;
- establishing a credit system(s) for the target groups;
- improving fish processing methods;
- a community action programme amongst the small scale processors to enable them to compete with the large scale operators from outside the community; examining means to improve efficiency and reduce capital and running costs in the various fisheries, and;
- examining systems for forest management (for fuel supply and prevention of soil erosion).

It concluded that there was a need for additional information:

- breakdown of numbers of males and females in each household type and economic activity group
- number of external traders and changes over time
- amounts and value of fish sold within the village, in local markets and transported out (including seasonal and annual variations)
- processing, including types of smokers, numbers, waste, wood consumed, and shelf life of the product
- fuel wood resources
- income differences and average incomes of each target group migration
- income generation opportunities from non-fishing activities
- cost and earnings from fishing and non-fishing activities
- replacement costs and life expectancy of fishing boats, gear, and processing equipment
- seasonal variation and trends in demands for processed fish in local and other markets
- village infrastructure and services
- sources of supply of gear, boat building material, engines
- etc
- repair and service facilities for boats and engines
- literacy levels in the community

The group identified the following strategy components to ensure that gender issues are addressed:

- socio-economic study to clarify the economic conditions of the target groups with emphasis on gender related issues;

- the selection of target groups should be based on criteria as lack of opportunity rather than gender, but special needs of gender linked groups should be identified;
- community workers should be used for the mobilization of target groups. Consideration should be given to the need for appointing community workers of the appropriate gender;
- promotion of organization of gender linked target groups;
- revolving funds to be managed by the groups;
- use of outside resource persons for improvement of fish production and processing;
- training of the target groups.

6. CONCLUSIONS

In two plenary sessions (the first initiated with a panel discussion) the synthesis paper, the case studies and the outcome of the working groups were used to formulate conclusions and recommendations. The institutional framework consisting of the target communities, national, regional and global projects, FAO with its Regional Fishery Bodies and Regional Offices, Donors and Governments was used to systematise the conclusions and recommendations.

The workshop concluded:

1. Gender issues

Gender issues should be integrated into the overall development process and not considered in isolation. However, special needs associated with gender have to be addressed to ensure success of projects.

2. Community participation/people's participation

Projects are likely to fail without community participation. The identification of needs, selection of target groups, project activities and evaluation have earlier mainly been undertaken by outsiders.

3. Target Groups

Target group selection and identification of their needs have been too broad and often do not reflect or relate to women's needs.

4. Constraints to the participation of women

Access to and control over resources, knowledge, technology, information as well as socio-cultural factors were considered constraints for the enhancement of, or entry into fisheries and aquaculture development by women. However, these constraints are not exclusive to women.

5. Beneficiaries

Women's contribution to the development process may be more than the benefits they gain.

6. Conflicts and negative impacts

Activities which change the social relations between men and women within a community can also lead to conflict and a possible worsening of the situation of some members of the community.

7. Information needs

The importance of obtaining key socio-economic baseline information, including gender disaggregated data, was considered essential for the successful design, monitoring and evaluation of projects. This information was also important in serving as a feedback mechanism to governments, institutions, donors and FAO to assist in the formulation of new projects and technical back stopping. The potential of feed-back and exchange of information had not been fully utilized in the past.

8. Men and household welfare

Men should be included in community development such as nutrition and health extension. Failure to do so will alienate men and lead to unsuccessful implementation.

9. Groups

Establishment of groups have been, and is used as a strategy to involve women in the development process. The workshop concluded that the formation, organization and structure of groups were key elements in the success of the strategy.

10. Credit

Availability of and access to credit was considered a major constraint in fishing communities for the expansion of fisheries related activities.

For aquaculture, credit and/or provision of equipment had been used indiscriminately without ensuring profitability and viability of the activities.

11. Extension material

Gender sensitive extension material may assist successful dissemination of information. There was also a need to pay more attention to the low education and literacy levels among target groups when preparing extension material.

12. staff

Project and government counterpart staff are often not sensitized to gender issues. The hiring of female staff to deal with women's issues depends on the level of gender neutrality of the target population. Communication skills were regarded as the most important attribute for extension staff.

13. Community based expertise

The establishment of community based expertise was an essential requirement to the long-term sustainability of project activities.

14. Project flexibility

A flexible approach is essential to allow people's participation and adaption to changing socio-economic conditions.

15. Backstopping

Backstopping by FAO for gender-related issues and socio-economics in fisheries and aquaculture was inadequate.

16. Long-term commitments

There was often a lack of long-term commitments on behalf of Governments and donors to allow 'after project activities'

7. RECOMMENDED STRATEGY COMPONENTS

Based on the conclusions, the workshop elaborated on elements of strategies. The point of departure was that strategies to enhance the role of women should be sustainable both in economic and socio-cultural terms. The project cycle and its actors were used as the framework for the strategies.

1. Project design

- formulation missions should be briefed on gender issues;
- communities should identify their own needs;
- target groups should be selected in discussions with communities;
- opportunities and constraints should be identified;
- project time frame should be flexible;
- project targets should be flexible and take into account results of the preparatory phase;
- long term support should be committed at an early stage
- project design should incorporate information/findings/results of previous projects;
- separate budgets should be allocated to gender issues.

2. Project implementation

Preparatory phase

- collection of socio-economic information including gender disaggregated data;
- development of project objectives and strategies in consultation with communities;
- feasibility of activities tested should be determined.

Implementation phase

- people's participation should be an essential continuous process;
- project and extension staff should be gender sensitized and equipped with skills to use gender oriented extension methods effectively;
- community level expertise should be strengthened;
- linkages between other development agencies should be established;
- community development activities should involve both men and women;
- backstopping of project staff by FAO in socio-economic aspects of development is essential.

3. Monitoring and evaluation

- information collected regularly to monitor positive and negative impacts;
- success criteria should be redefined;
- impact on gender should be considered as a separate issue during evaluations.

4. Governments

- training of Government staff on gender issues. Experiences and results from earlier field projects should form the base for the training;
- development efforts should be decentralized to allow effective people's participation;
- socio-economic aspects, including gender issues, should be addressed in sector reviews and planning;
- linkages should be established between different Government ministries and departments, institutions and international/ national development agencies to facilitate coordination of efforts.

5. FAO

- special budget allocations should be made for socio-economic aspects, including gender, to assist project preparations;
- gender-related socio-economic information should be consolidated and used for project identification/ formulation, monitoring and evaluation. There should be an exchange of information on experiences from design and approaches;
- technical backstopping on gender issues should be systematized. Regular project reporting should include gender aspects;
- training of staff and consultants in gender issues;
- strengthening of inter-departmental contacts and coordination;
- promotion of global and regional programmes to support member countries in establishing data base which will assist in identification and formulation of national projects and to facilitate exchange of information between countries, programmes/projects, FAO and donors.

6. Donors

- funding policies should consider assistance to a preparatory phase of all projects, long-term funding for the implementation phase, and low level long-term funding for follow-up, to ensure sustainability;
- criteria for monitoring and evaluation should include qualitative as well as quantitative factors, since community development impacts often are intangible in the short term.

8. IMMEDIATE ACTION

The workshop realized that application of effective strategies for gender issues is an aim which will take time to realize and depend on practical tests and dissemination of information of results, and training of project and Government staff. However, there were a number of activities the workshop recommended should be initiated immediately to facilitate the process:

1. FAO Fisheries Department

- preparation of briefing kits on gender issues in fisheries and aquaculture for staff and consultants;
- preparation of training material for FAO staff and Government counterparts;
- elaboration of criteria for monitoring and evaluation of projects with regard to gender issues;
- effective dissemination of the report of the workshop.

2. FAO Regional Offices

- investigation and dissemination of available information/data on gender issues;
- preparation of a directory on training institutions with potential to deal with gender issues and dissemination of the directory to all projects in each region;
- effective dissemination of the report of the workshop.

3. Global/regional programmes

- organization of inter-project meetings to elaborate on gender issues and exchange experiences;
- case studies on the integration of women to be undertaken, experiences and results to be widely disseminated;
- dissemination of information on gender issues within regions;
- effective dissemination of the report from the workshop.

APPENDIX 1

WORKSHOP PARTICIPANTS

PARTICIPANTS

<u>Name</u>	<u>Designation</u>	<u>Address</u>
Andreasson, Arne	Programme Manager	ALCOM PO Box 3730 Harare
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Wilson, John	Fisheries Extension Adviser	GTZ MAGFAD PO Box 206 Zomba Malawi

APPENDIX 2

WORKSHOP PROGRAMME

PROGRAMME

Tuesday, 4 December

0900–1000 Opening

1000–1130 Presentation and discussion of FAO's synthesis paper on women in fisheries and aquaculture development

Donor agencies' policies for and experiences of, women in fisheries and aquaculture development

1130–1300 Presentation of/and discussion on aquaculture case studies prepared by projects.

LUNCH

1400–1630 Presentation of/and discussion on fisheries case studies prepared by projects

Wednesday, 5 December

0800–1000 Continuation of case studies

1000–1300 Working Groups on women in fisheries and aquaculture

LUNCH

1400–1500 Continuation of Working Groups

1500–1630 Working Groups report writing

Thursday, 6 December

0900–1000 Presentation of reports by Working Groups

1000–1300 Panel and Plenary session. Identification of crucial issues, elements of strategies/ methodologies and ideas for follow-up activities to test and demonstrate strategies/ methodologies

Afternoon Free

Friday, 7 December

0900–1300 Presentation and discussion of conclusions and recommendations. Adoption of main conclusions and recommendations.

Closing of the workshop

Afternoon Departure

APPENDIX 3

**SYNTHESIS PAPER FOR THE WORKSHOP ON ENHANCED WOMEN'S
PARTICIPATION IN FISHERIES DEVELOPMENT**

by

**Sevaly Sen
Consultant**

**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
Rome 1990**

EXECUTIVE SUMMARY

This paper was commissioned as part of the preparation for the Regional Workshop on Enhanced Women's Participation in Fisheries Development to be held in Zimbabwe during 4-7 December 1990.

In the first section, the paper presents a brief overview of general changes in development policy approaches to Women in Development (WID), developments in FAO headquarters policy on WID, and Fisheries Department policy and activities on WID issues. The next section of the paper reviews selected fisheries and aquaculture field projects largely using material from project position papers submitted for the Workshop. Finally, the paper discusses the policy implications of this experience and makes recommendations for further discussion.

Changes in development policy approaches towards WID have reflected changes in general development thought since the 1950's. Before the 1970's, project approaches towards WID had been welfare-oriented and policies tended to focus on socially 'vulnerable' groups, which included low-income and rural women. WID only emerged as a specific policy approach in the early 1970's, following recognition of the important role women play in agricultural production in developing countries. The first WID approach, concentrated on achieving equality between men and women across and between socio-economic groups because, it was argued, that current development processes were increasing inequality between the sexes. This proved politically unpopular as well as difficult to put into practice. The next WID approach reflected the change in development policy, prevalent in the late 1970's, from modernization to redistribution with growth and the implementation of basic needs strategies. This approach focussed on the alleviation of poverty through methods to increase productivity of women in low income households and increase employment and income-generating options through better access to productive resources.

With the worsening economic situation of developing countries in the 1980's, and the subsequent International Monetary Fund (IMF) and World Bank economic stabilization and adjustment policies, the WID approach shifted towards attempts to improve and increase women's contribution to economic growth and development and in order to achieve goals of equity. Concern has been expressed that such an approach depends on women increasing their time spent on such activities at the expense of their other activities such as child rearing.

The most recent WID approach has been to develop greater empowerment of women at the grass roots level, with an emphasis on women's self-reliance.

There has been another, more recent change in development thought on WID as a result of greater knowledge and understanding about the socio-economic dynamics of communities. This has led to the view, prevalent in academic circles for a long time, that the problems of women and men should be perceived in terms of socially and culturally defined roles distinguishing men from women and not simply as a biological difference, i.e. gender. These differences primarily relate to the household division of labour access to and control over production resources and assets, which condition women's and men's stakes and incentives in development or project activities.

FAO headquarters policy on WID has developed since the 1970's, especially after the 1979 World Conference on Agrarian Reform and Development (WCAARD). This conference was a major turning point in the recognition of women's role in agriculture production. By 1988, a Plan of Action for the Integration of Women in Development was

submitted to the 94th Session of the FAO Council. The Plan has objectives to ensure that women are accorded equal rights and opportunities, their potential contribution is put to good use by their societies through the augmentation of the information base on women in agricultural development and that policies and adequate programmes are formulated and promoted. Priority is given to training FAO staff in integrating gender concerns in FAO activities and strengthening technical divisions in order to incorporate WID concerns in their programme of work.

FAO Fisheries Department policy on WID issues was clearly stated at the 1984 World Conference on Fisheries. Recognition of the role of women in fisheries development, particularly in small scale fisheries and rural aquaculture, was incorporated into the Strategy for Fisheries Management and Development endorsed by the Conference. The Conference also recommended that fisheries development programmes should further enhance this role.

Since the Conference, Department policy has been coordinated and developed by the Core Group on Women in Fisheries, made up of representatives from all the different services. The Group's tasks are to review ongoing and pipeline projects to determine the possibility of including women in project activities, identify any negative impact on women's economic activities of development initiatives, organize or promote workshops, identify new pilot activities and sensitize counterpart experts and decision makers in recipient countries on gender issues.

In practice, the group's activities have been limited because it has no allocated funds for activities, and therefore has to rely on securing funds from the different divisions on an ad hoc basis. To date, the Group has commissioned studies on women in fisheries, a bibliography on women in fisheries, a set of guidelines 'Women in Fishing Communities' and produced some audio-visual material.

Fisheries Department policy has also been influenced by the demands of donors to include WID or gender concerns in project activities, especially from donors such as the United Nations Population Fund who see development activities closely associated with population concerns and the involvement of women.

Despite the efforts of the Core Group and individuals within the department, there appears to be no consensus within the Department on objectives or strategies to incorporate women or gender issues into fisheries development projects. This has led to unsystematic ad hoc measures being implemented and in some cases, the marginalisation of gender issues in project activities;

The experiences of fifteen FAO field projects in gender-related activities are reviewed. Projects were classified according to their objectives concerning the involvement of women. Three projects were concerned with aquaculture development and, with the exception of two projects, all were in sub-Saharan Africa. The classification was as follows:

- A. Projects which were designed exclusively for women;
- B. Projects which have a women's component;
- C. Projects which have an implicit women's component; i.e. projects which had not specifically targeted women but because project activities were in sectors dominated by women, they were included.
- D. Projects which have been reformulated to include a women's component at a later stage.

The review showed that the strategies employed to integrate women in the development process cut across these classifications. Two approaches were identified. The first approach, adopted and adapted by the Integrated Development of Artisanal Fisheries (IDAF) in West Africa and by the Bay of Bengal Programme in Asia is that the integration of gender concerns and the enhancement of women within fisheries development should not be treated as a separate component, but should be part of a community-participatory approach involving the whole community. The second approach, adopted by an artisanal fisheries development project in Cap Verde and an aquaculture project in Kenya is to focus some project activities on fisheries sub-sectors where women are involved or in the case of Kenya, to give access to extension services to all fish farmers, men, women and youth.

It was also found that projects which employed appropriate and skilled staff were better able to address the special needs of women.

The paper concludes by highlighting the eight main issues which have emerged from the review and suggesting recommendations, based on these issues, for further discussion. In brief, the main issues which have emerged are, the importance of basic socio-economic data for project design, monitoring and evaluation; the institutional weakness within FAO with regard to defining and implementing strategies on gender concerns; the lack of recognition of the importance of gender concerns at the national fisheries sectoral level; the selection of appropriate strategies (integrated or sub-sectoral approach); the quality and relevance of employing appropriate staff and the importance of differentiating between fisheries and aquaculture. Based on this, the following recommendations, intended for further discussion were made:

1. Socio-economic information including gender-related issues must be available before projects can be planned and implemented effectively to incorporate gender concerns.
2. National sectoral policies and reviews should, where appropriate, consider the contribution of women in the sector, and acknowledge their role in helping to achieve sectoral objectives.
3. FAO Fisheries Department has to improve its capabilities in incorporating gender concerns into activities at both the regular and field programme level. This should include staff training, allocation of specific funds and greater cooperation and exchange of experiences between the various divisions within headquarters on strategies developed on the integration of gender concerns.
4. Strategies to incorporate gender concerns at the project identification and formulation stages must be developed so that they can be implemented in a practical way.
5. Project documents and annual workplans should have clear objectives and strategies concerning the integration of gender concerns in their activities.
6. Projects which isolate women, except in particular instances have proved untenable. The policy, unless in certain circumstances, should not be pursued.
7. The temptation to employ a 'woman' to deal with 'women' in the community should be avoided, unless they are suitably qualified. Emphasis should therefore be placed on training staff and/or hiring experienced staff.

8. The differences between rural aquaculture and fisheries are important enough to justify advocating that strategies for the enhancement of gender concerns in projects may have to be formulated differently for the aquaculture sector.

1. INTRODUCTION

The following paper was commissioned as part of the preparation for the Regional Workshop on Enhanced Women's Participation in Fisheries Development to be held in Zimbabwe during the 4-7 December 1990.

The paper presents a very brief overview of changes in general development policy approaches towards women in development (WID) issues, a brief analytical review of selected fisheries development projects and programmes executed by FAO as part of their Regular and Field programmes and discusses policy implications and strategies for integrating gender concerns into fisheries development and management.

It should be stressed at the outset, that the purpose of this paper is not to present a synopsis of Women in Fisheries, an area which has been competently covered by a number of authors. It is also assumed that readers are aware of, and understand, the important role played by women in fishing and fish farming communities in many countries. Instead, therefore, the paper aims to move a step further forward by first reviewing current approaches to involve women in fisheries and aquaculture based on project position papers and then discussing the question of strategies to incorporate gender and more particularly, women, into fisheries and aquaculture development projects.

2. BRIEF OVERVIEW OF CHANGES IN DEVELOPMENT POLICY TO WOMEN IN DEVELOPMENT

2.1 Changes in WID Policies

There are a number of approaches towards WID issues, which reflect the change in development policies from that of modernization through accelerated growth to basic needs strategies associated with redistribution, to the more recent compensatory measures and private sector development policies associated with structural adjustment. Each approach puts emphasis on one or more of the three roles of women, their reproductive role, their productive role or their community management role.¹

Although none of these approaches are mutually or spatially exclusive, one approach has generally been more popular at a particular time. This paper only briefly discusses these changes of approach. The discussion is based on the work of Moser² and for more detailed information the reader is requested to refer to the original work.

Before the concept of 'WID policies' had emerged (1950-70), approaches to women in developing countries were welfare-oriented. Women were regarded as passive beneficiaries of development so that policies focussed on socially 'vulnerable' groups, which included low-income and rural women. The policies concentrated on improving these women's reproductive role through, for example, the alleviation of malnutrition and the introduction of family planning. Policies to promote economic growth were targeted at increasing the productive capacity of the male labour force. To some extent, these policies are still favoured.

By the 1970's, during the emergence of an active and vocal feminist movement in the West, the concept of WID as a policy, emerged. Attitudes towards women in developing countries were changing as studies and experience revealed their contribution to the productive process. Equality was to be achieved through a top-down approach by

providing political and economic autonomy to women. Although achieving a general acknowledgement from policy-makers that women were extremely important in the productive process and therefore to economic growth, this approach (the 'equity approach') proved unpopular mainly because it sought to change the social relationship between men and women through a redistribution of power. Politically, therefore, the approach was not acceptable, nor was it easy to implement. Although the approach gave, for the first time, effective exposure to important issues, such as rights to divorce, property and credit which can effect the role of women in the development process, it was abandoned.

During the same period, another WID approach emerged which focussed on the alleviation of poverty through methods to increase productivity of women in low income households and increase employment and income-generating options through better access to productive resources (the anti-poverty approach). This approach reflected the change in development policy from modernization to redistribution with growth and the implementation of basic needs strategies. Associated with this approach, is the recognition that education and employment programmes could also have an impact on population issues. Whilst these programmes are still being implemented, they tend to operate on a small-scale, concentrate on activities traditionally carried out by women and are of varying success. Two of the main criticisms have been that the economic viability of some projects were not ensured before project implementation, and because such projects tended to shift towards the welfare approach the other roles of women, such as their reproductive role, were not given full consideration.

With the worsening of the economic situation of the developing world in the 1980's, and the subsequent IMF and World Bank economic stabilization and adjustment policies, the WID approach shifted to an 'efficiency approach'. This argued that by improving and increasing women's contribution to economic growth and development, goals of equity would also be achieved.

Because the emphasis of such an approach was on economic development, it depended upon the elasticity of women's labour time³. There was concern that it could lead to the marginalisation of the reproductive and community management role of women.

The most recent WID approach has been the empowerment approach which relies on empowerment of women at the grass roots level, with an emphasis on women's self-reliance. It does not identify power of women in terms of domination of others but in terms of the capacity of women to increase their ability to gain control over crucial material and non-material resources and thus minimise their risks, particularly, for low income women. It is argued that this approach recognises the triple role of women which manifests itself through the formation and organization of groups.

¹ **Reproductive responsibilities are child bearing and rearing. Productive roles include income earning and subsistence production. Community management roles include Managing limited resources such as water and health services to ensure the survival of their Households.**

² **Moser, C.O.N. Gender Planning in the Third World: Meeting Practical and Strategic Gender Needs World Development Vol. 17 No.111989**

³ **That is, that their working day can be expanded in order to increase their productive roles**

2.2 Women or Gender?

Although the importance of the role of women in development has been acknowledged, the approach at a planning and operational level has been minimal. This has led to questions about the limitations of focusing on women in isolation and instead examining ways of focussing on gender. This means that, problems of women and men should be perceived in terms of socially and culturally defined roles distinguishing men from women and not as simply a biological difference. These differences primarily relate to the household division of labour in production and access to and control over, production resources and assets. In turn, these factors condition women's and men's stakes and incentives in development or project activities.

In other words, there can be no universal or unitary sociological category 'woman' and therefore there can be no analytical meaning in any universal conditions, attitudes or views ascribed to this 'woman'. Biological difference between the sexes says nothing about the general social significance of that difference. The images, attributes, activities and appropriate behaviour associated with women are always culturally and historically specific. ie. biological definitions do not provide a universal basis for social definitions. Women and men are products of social relations.⁴

Thus, gender-aware approaches are more concerned with the manner in which relationships between men and women are constructed, and because men and women do play different roles in a society, they will have different needs. Because this is subject to wide variations within and across countries and regions, they cannot be read off checklists. Recognition of these different needs is a crucial element in the success of development projects.

⁴ Moore, H L, Feminism and Anthropology, Feminist Perspectives, Polity Press, Cambridge 1988

2.3 FAO Policy on WID

FAO policy on the integration of Women in Development issues has been well documented. The purpose of this section is to present a brief chronology of the major developments.

Until the World Conference of International Women's Year was held in 1975, FAO programmes were concentrated on increased agricultural production and little account was taken of the socio-economic effects of such policies. Whilst there were programmes for women, they tended to stress their household and reproductive roles because there was less appreciation of the extent of women's contribution to food production and the economic aspects of development⁵.

Since 1975, FAO has endorsed a number of UN resolutions on the integration of women in agriculture and rural development, as well as supporting the integration of women in rural development objectives as high priority needs, at various FAO regional conferences. In 1975, the Inter-divisional Working Group on Women in Development was established and in 1983, the Home Economics and Social Programme Service was restructured to incorporate a section to focus on women, the Women in Agricultural Production Service (ESHW).

In 1979, the World Conference on Agrarian Reform and Rural Development (WCAARD) reinforced these policies and became a major turning point in the recognition of women's role in agriculture production. WCAARD adopted the Peasants Charter of which one principle was that:

'women should participate and contribute on an equal basis with men in the social, economic and political processes of rural development and share fully in improved conditions of life in rural areas.'

In 1985, the Nairobi World Conference to Review and Appraise the Achievements of the United Nations Decade for Women (1975-85) urged governments to integrate women in all activities of development.

During the 24th Session of the FAO Conference in 1987, Resolution 3/87 requested a plan of action for the integration of women in development to be prepared and submitted to the 94th FAO Council. The plan was also requested to include a staff training programme on how to integrate women in development issues in the work of FAO.

A Plan of Action for the Integration of Women in Development was duly submitted to the 94th Session of the FAO Council in November 1988 and unanimously approved. The Plan aims to ensure that women are accorded equal rights and opportunities and their potential contribution is put to good use by their societies by augmenting the information base on women in agricultural development, formulating and promoting policies based on this knowledge and developing adequate programmes.

The Council recommended that priority should be given to training FAO staff in integrating gender concerns in FAO activities, strengthening ESHW and that all technical divisions should incorporate WID concerns in their programme of work.

⁵ Janssen, J. Women in Fisheries Development: Toward Improved Policy and Practice. Paper prepared for the FAO Fisheries Industries Division, 1986. Unpublished.

2.4 FAO Fisheries Department Policy

Since 1975, a member of the Fisheries Department has served on the Interdivisional Working Group on Women in Development which has been responsible for monitoring women's activities on development.

Recognition of the role of women in fisheries development, particularly in small scale fisheries and rural aquaculture was made at the Strategy for Fisheries Management and Development endorsed by the 1984 World Conference on Fisheries⁶. The Conference recommended that fisheries development programmes should further enhance this role.

⁶ Report of the FAO World Conference on Fisheries Management and Development Rome 27 June to 6 July 1984, FAO, Rome 1984

2.4.1 Core Group on Women in Fisheries

In 1986, the Core Group on Women in Fisheries was established within the Department, consisting of representatives from all services. The initial tasks of the group were to review ongoing and pipeline projects to determine the possibility of including women in project activities, to identify any negative impact on the women's economic activities of development initiatives, to organize or promote workshops, to identify new pilot activities and to sensitize counterpart experts and decision makers in recipient countries on gender issues.

It became clear to the Group that issues relating to the role of women were not systematically considered by experts preparing project documents.

Thus, with the support of the Core Group, Fisheries Industry Division produced a set of guidelines on 'Women in Fishing Communities'⁷ designed to ensure that women are adequately considered at every stage in project identification, preparation, implementation and evaluation of development activities in the field and at FAO headquarters. However, these guidelines appear to be used infrequently.

In addition, the Core Group, have also instigated the compilation of a Women in Fisheries bibliography⁸ currently being updated, studies on women in fisheries and attendance of relevant workshops attended. Although the Core Group is active, their effectiveness in integrating gender issues into the activities of the various divisions is limited due to lack of allocated funds and the absence of clear objectives within the Fisheries Department on the integration of gender concerns.

⁷ Women in Fishing Communities: Guidelines. FAO, Rome 1988

⁸ Merrikin,P.(comp.) , Women in Fisheries-An Selective Annotated Bibliography, FAO Fisheries Circular (811):34 p. 1987

2.4.2 Influence of Donors

The increasing importance placed on the inclusion of women as a special target group and more recently, the incorporation of gender issues, into FAO Fisheries projects, has partially come about through changes in donor policy.

In addition, several new donors , whose specific aims are directed towards women, have started to fund fisheries development projects. These are the United Nations Development Fund for Women (UNIFEM) and the United Nations Population Fund (UNFPA). UNFPA has consistently emphasized the importance of the role of women in population programmes and projects because improving the status of women can influence demographic variables.

2.4.3 Regular Programme Level Activities

Distinction should be made between FAO Fisheries Department field programme activities which are funded from extra-budgetary funds, multilateral and bilateral donors and regular programme activities, funded from contributions of the Member States of the Organization.

The Regular Programme Budget provides the essential and foundation support to the field programme. Regular programme activities on WID issues are undertaken by the various divisions and coordinated by the Core Group. Activities have included the funding of a bibliography on women, organization and participation of workshops and seminars on WID, production of audio-visual materials on women in fisheries, preparation of papers and studies on Women in Fisheries and the publication of guidelines on women in fishing communities.

Field programme activities include all field projects.

2.4.4 Consensus regarding Gender Issues Within Fisheries Department

There appears to be no consensus within the Department on objectives or strategies to incorporate women or gender issues into fisheries development projects. This has led to ad hoc measures being implemented. To some extent, however, this situation is no different to the incorporation of other components into fisheries projects such as socio-economic studies, systematic monitoring and evaluation and consideration for the environment. What is clear is that, despite the efforts of the Core Group on Women, the approaches used by Fisheries Department to incorporate gender issues at the field or regular programme level have been extremely variable.

3. REVIEW OF SELECTED FISHERIES DEVELOPMENT PROJECTS

3.1 Selection and Classification of Fisheries Field Projects

With the exception of two projects, only African field projects have been selected for review. At least two of the following criteria had to be satisfied to enable selection:

- position papers had been received;
- there was geographic representation in terms of east, west, central and southern Africa;
- both inland fisheries, marine fisheries and aquaculture projects were included.

Three main sources of information for the comparative analysis were used: position papers if they were available, project documents, project progress and general reports. These sources were further supplemented by discussions with project operations officers and technical officers at FAO headquarters.

Projects were then classified on the basis of the objectives stated in the project document. The following classifications were used:

- A. Projects which were designed exclusively for women. Two projects are discussed in this category, Women's Fish Processing Activities and Community Development in Sierra Leone⁹ and a project currently being formulated, Assistance to Enhance the Contribution of Women in Socio-Economic Development of Small-Scale Fishing Communities in ASEAN countries.
- B. Projects which have a women's component. These include all the integrated fisheries development projects, Integrated Development of Artisanal Fisheries in West Africa (IDAF)¹⁰, Integrated Development to Artisanal Fisheries in Yeji, Ghana¹¹, Integrated Rural Fisheries Development, Nigeria¹², Pilot Project for the Integrated Development of Artisanal Fisheries in Kabak, Guinea Conakry¹³, as well as the Regional Fisheries Development and Management Project for the South West Indian Ocean¹⁴, Aquaculture for Local Community Development (ALCOM) currently operating in the SADCC¹⁵ region and the Bay of Bengal Programme (BOBP)¹⁶.
- C. Projects which have an implicit women's component¹⁷. The projects discussed are Assistance to the Programme for the Development of Artisanal Fisheries in Cap Verde¹⁸ the Development of Small-Scale Fish Farming in the Lake Basin project in Kenya¹⁹ and the Chambo Fisheries Research Project in Malawi²⁰.
- D. Projects which have been reformulated to include a women's component at a later stage. The projects discussed are the Integrated Technical Assistance and Credit for Artisanal Fishermen in Lake Tanganyika project in Tanzania²¹ and the Development of Fishculture in project²² in Zambia.

⁹ GCP/SIL/018/DEN

¹⁰ GCP/RAF/192/DEN

¹¹ GHA/88/044

¹² NIR/87/010

¹³ GUI/87/025

¹⁴ RAF/87/008

¹⁵ GCP/INT/436/SUE

¹⁶ GCP/RAS/118/MUL

17 An implicit women's component Beans that women have not been specified as a special target group
but the women are one of the project's main target groups.

18 CVI/86/006

19 KEN/86/027

20 MLW/86/013

21 GCP/URT/066/NET

22 GCP/ZAM/038/NET

A. Projects Designed Exclusively for Women

These projects have targeted women as the main beneficiaries.

A.1. Support to Women's Fish Processing Activities and Community Development, Shenge Region, Sierra Leone

The project arose from the activities of another ongoing project in the area, the Integrated Development in Rural Fishing Villages Project at Shenge²³. This project had conducted initial baseline studies and trials with improved fish handling, smoking and marketing of fish and aspects of community development. As a result, it was felt by project staff and several support missions from IDAF that more substantial and full-time attention should be given to this aspect of the development of the fishing community predominantly undertaken by women. A project was formulated and accepted for funding by DANIDA with the long term objective of 'improving the socio-economic well-being of the women and their families in the fishing communities of the Shenge Region'. The immediate objectives of the project are the establishment of an effective system for Fisheries Division in conjunction with other agencies which can continue to improve the income generating capacity, directed attention to fish smoking and marketing activities; diversification into other economic activities; and community development activities such as health, hygiene and nutrition.

The project falls under the overall supervision of the Integrated Project at Shenge but is staffed by a Community Development Officer and an Health and Nutrition Associate Professional Officer.

According to the Project Document, the project activities were categorized into four headings: (1) activities which addressed problems identified by the fisherfolk themselves (2) activities identified and agreed to by fisherfolk and project jointly, (3) activities towards income enhancement or generation with particular reference to women and (4) training of national staff and villagers. The strategy was therefore to focus on women in fishing communities and rely on inputs from them to direct the fisheries related and income generating activities of the project.

The project has focussed on a selected number of villages and progressed in the introduction of improved fish processing and marketing activities. Income enhancement and generating projects have been started in a variety of activities such as soap production, groundnut and cassava cultivation. A survey of credit to identify needs was quickly undertaken and revolving loan funds for agricultural inputs and medical drugs have been set-up. Community development activities include the provision of water wells.

As the project has only been operational for one year, the impact of activities is difficult to assess at such an early stage. Although this project works closely with another project, impacts will be hard to quantify. It is significant to note that the project document provides no inputs for monitoring and evaluation of the project impact.

A.2 Proposed Project: Assistance to Enhance the Contribution of Women in Socio-economic Development of Small-scale Fishing Communities in the ASEAN Region

This proposed project is discussed briefly here because it provides another example of a women-specific project. The project, still under consideration, has a development objective to improve the socio-economic conditions of small-scale fishing communities with particular emphasis on women and to develop a community based mechanism for small-scale fishery development with the active participation of women. It is proposed that once critical gaps in the socio-economic knowledge about the communities have been identified, target women groups can be identified and self-reliant groups organized in order to strengthen their economic base and framework for linking themselves with formal service institutions. This approach recognises from the outset the importance of collecting baseline socio-economic data on gender specific issues, as well as recognising that women are considered an important engine in improving the conditions of fishing communities. The project is also important because, if funded, it will be the first FAO Fisheries project in the region which focusses on women without being part of a wider fisheries project.

B. Projects with a Women's Component

Within this category there are two types of project, the integrated development projects adopted by IDAF in West Africa and BOBP in the Bay of Bengal region, and projects where women have been identified as a special target group, such as ALCOM in Southern Africa and SWIOP in the South-West Indian Ocean. Each of these projects will be discussed in more detail after a brief explanation of integrated development projects.

B.1 Integrated Fisheries Development Projects

The evolution of the integrated approach to fisheries development projects arose from the failure of production-oriented development strategies. FAO began to reconsider fisheries development policies in the light of these changes. Alternatives were explored by two regional programmes in the Bay of Bengal and the South China Sea, which looked at greater people's participation in the identification and design of projects as well as the concentration on a 'basic needs' approach. This 'basic needs' approach, involved the incorporation of social and economic factors and aspects, whether they were directly fishery-related or not, such as adult literacy programmes and provision of potable water supplies. The approach, which had been already adopted in agricultural projects, thus concentrated on integrated rural development within fishing communities and relied on the participation of all members of the community, including women, to identify their needs.

It was realised that, by its very nature, such an approach was a long term process. Experience has also shown that it has only been successful under certain conditions and cannot necessarily be replicated every where, nor may it be appropriate in every development situation.²⁴ For example, in some parts of West Africa it was found that where there was a lack of social cohesion combined with a lack of resources, and thus the absence of an 'economic engine' to fund community development activities, such an approach was more difficult²⁵.

There is, however, still some debate about the meaning of an integrated approach. To some, it means vertical integration whereby all sub-sectors of the fishery, resource assessment through to consumption are included, whilst to others, integration means

horizontal integration where interventions are made which are important to the community and may include non-fishery related activities. To others the approach may mean both horizontal and vertical integration.

²⁴ Internal Study on the Integrated Approach to Small-Scale Fisheries Development, information paper presented at the Eleventh session Fishery Committee for the Eastern Central Atlantic, CECAF/XI/88/Inf.4 June 1988

²⁵ *ibid.*

B.2. IDAF IN West Africa

In 1983, the Regional Programme for Integrated Development in West Africa was established. The main objective of the regional programme was to assist interested countries in West Africa in the development and management of their small scale fisheries to achieve optimum social and economic benefits through a community centred approach. This approach was to be made operational through micro-projects in communities which would receive managerial, technical and logistical support from a Fishery Development Unit (a multi-disciplinary team of highly trained national and international experts). A model project in Benin was the first micro-project established which also had the purpose of field-testing programme strategies and training small-scale fisheries development personnel.

One of the most important strategies of IDAF has been to implement socio-economic baseline studies of communities, taking into account gender-specific issues, before project activities take place. Micro-projects have now been initiated in Guinea, Nigeria, Ghana and Sierra Leone. Three of these projects are discussed in more detail below.

B.3. Pilot Project for the Integrated Development of Artisanal Fisheries in Kabak, Guinea Conakry

The development objective of the project is the establishment of development priorities in the fishery sector, the enhancement of fish production for consumption in the interior and the economic improvement of the artisanal fisheries population.

As part of the immediate objectives which included assisting 600 fishermen and their families to increase productivity and profitability in the fishing sector, special assistance was to be accorded to women for fish processing and other income-generating activities. The three year project became fully operational in 1988.

Credit forms an important component of the project and is considered to be a significant factor in generating village level participation in the project activities. However, the problem in finding a women extension officer led to the project having difficulties in identifying the credit needs of women. Thus, despite the project having a mandate to give special attention to women, they found it difficult to do so without appropriate staff. A national expert to work on women's affairs for the Fisheries Development Unit was eventually recruited during the end of 1989, and has been working steadily with women's groups, particularly in the organisation of credit.

The strategy of the project with regard to gender issues, tries to take into account the special needs of different sections of the community through a highly participatory approach and tries to ensure that credit is accessible to all on equal terms. Although the credit component has become a significant part of project activities, it has not been operational long enough to assess its impact on the community. There are plans to monitor and evaluate the project impact on the village economy in the three villages where the project is operating.

B.4 Integrated Rural Fisheries Development Project, Nigeria

This three year project arose as a follow-up to previous projects. The project became operational in October 1988 and has a development objective to maximize the supply and use of fishery resources in an effort to achieve self-reliance in the food sector. The project is located in two areas and builds on a previous FAO project. The immediate objectives are the realisation of government plans to develop two Rural Fisheries Development Centres (Uta Ewa, Akwa Ibom State and Koko, Bendel State) under the Artisanal and Inshore Fisheries Development Project²⁶ into model Integrated Rural Fisheries Development Complexes with all necessary fishery infrastructure and modern amenities for the community. As part of the community development component, the project document states that 'special emphasis' should be given to encourage the participation of women and open opportunities for them to be beneficiaries of the project or to occupy positions as extension personnel in the rural fisheries development centres. Apart from the full time socio-economist post, provision was made for three months consultancy for a specialist in women and artisanal fisheries.

The project faced severe delays in the arrival of experts during which time, IDAF carried out baseline socio-economic surveys which revealed that women also carry out fishing, a factor not mentioned in the project document. Further in-depth socio-economic studies specifically investigating the role of women in the fishing community and their needs and activities were also carried out upon the arrival of the socio-economist expert. The delay in project implementation has meant that the socio-economic surveys have preceded other project work which should have a positive impact on project implementation.

However, due to differences in project direction between the donor, project staff and government, the current project is now awaiting revision in order to reach a compromise. It is therefore difficult to assess the impact of the project strategy on the enhancement of women nor on the selection of the priority areas to be established by the revised project.

²⁶ NIK/77/001

B.5 Integrated Development of Artisanal Fisheries, Yeji, Ghana

The development objective of this three year project is, in consonance with the Government's policy, to increase domestic food supplies through a more effective fisheries resource exploitation, create employment opportunities and improve living conditions for the rural population. The immediate objectives are the establishment of a Community Fishing Centre (CFC) with basic facilities and services to meet the needs of 50,000 fisherfolk, preparation of management plan for operation of a CFC on a self-sustaining basis, and integration of additional women and youth into fisheries and related income generating activities through training.

However, for reasons beyond the immediate control of FAO, background technical and socio-economic surveys were not carried out before the project workplan had been devised. Once they were implemented, the project had to be revised in the light of the findings which have indicated that the project budget was insufficient for the project plan of operation to be carried out. The original objectives of the project were therefore revised in August 1990, 20 months after the project commenced, in order to scale down the project to a manageable size within the budget allocated. The current project document, significantly less ambitious, still relies on the application of an integrated approach. One of the immediate objectives in the revised document is to have women and youth integrated into fisheries and related income-generating activities through direct or indirect training programmes. This objective is meant to be achieved by

identifying the disadvantaged members of the community, the areas of specialization, and liaising with community leaders and NGO's to promote appropriate training programmes. However, project inputs do not provide specialists for this objective and related activities to be carried out. For this project, it therefore appears that although the mandate to have project activities targeted for women exists, the funds to do so, do not.

B.6 The Bay of Bengal Programme

The Bay of Bengal which has been operational since 1979, covers seven countries²⁷ and has a main objective of helping member governments improve the conditions of small-scale fisherfolk. Pilot activities are used as a means of developing strategies through the integrated approach.

During the first phase of the programme (1979-86), the focus of activities was on technological development to enable a better quality of life for fisherfolk communities. However, the Programme found that to achieve this objective other issues also had to be addressed such as credit, income-generating activities for women and community development issues. Socio-economic studies were undertaken in several communities to understand and assess their needs. The results of these studies formed the basis for a meeting which tried to assess the role and status of women and to generate project ideas. As a result, income generating projects for women in Thailand, Bangladesh and Sri Lanka were initiated and projects for the development of extension services to enable 'women's development' as well as non-formal education programmes were undertaken in India.

The income-generating projects, which consisted of organizing women into groups, extended their mandate to include education and health care units. The projects were managed by counterpart fishing agencies, BOBP extension staff, hired social workers and community development officers. Most of the enterprises failed due to lack of markets and the unsustainability of such approaches used by the project. It was also found that there was a lack of information regarding the status and dynamics of women in fishing communities in order to address their needs with appropriate activities.

The project to develop extension service activities involved the identification of women in fishing communities to be trained as 'link workers' in order to organize women's groups in income generating activities, to 'link' them to government departments and give them access to development schemes. The programme was partly successful because it created a range of different activities but as it expanded the quality of the programme declined. This has been attributed to a lack of government transport and staff as well as difficulties in 'linking' with other government departments because the institutional mechanisms to do so, were not in existence.

The second phase of the BOBP (1987-91) has seen a major shift in the programmes' objectives towards target-oriented effort aimed at the development of small-scale fisherfolk communities through a participatory approach. The emphasis has thus changed from focussing on parts of the community to focussing on the community as a whole. Women's needs were to be met as and when they arose within the framework of the community. Current projects cover a wide range of activities involving women, from prawn seed supply in Bangladesh, organization of women fish vendors in India, credit provision in Sri Lanka, health care and nutrition services in Thailand.

As a result of BOBP's experiences, the project feels that the best way to address the needs of women is the community participation approach as adopted in the second

phase of the programme, but they recognise a need to further study the impact of new technologies on women.

²⁷ Bangladesh, India, Indonesia, Malaysia, Maldives, Sri Lanka and Thailand.

B.7 Regional Project for the Development and Management of Fisheries in the Southwest Indian Ocean

A preparatory phase of the project began in 1981, and two further operational phases commenced in 1983-1990. The emphasis of the project has been to provide assistance to member countries²⁸ in strengthening their national institutional capabilities in fisheries. The direct beneficiaries of the project are stated to be central government fishery administrations and affiliated support institutions. The project document notes that the 'participation of women in fishery-related activities within the region has been negligible', although the project document does not provide any data to verify this statement and a study on gender specific needs was not carried out during project formulation. The document also states that in the process of project identification and preparation, the project will endeavour to promote the role of women in fisheries development.

The strategy of the project during its operational phase can be summarised as follows. Because the emphasis of the project has been on institution building, beneficiaries were largely government employees, which in some countries, were women. The project considers that the needs of female participants are integrated with those of male participants. It has enhanced the capabilities of 4 women fishery biologists and proposed 3 projects which are specifically targeted to women's needs, of which two are in Tanzania (including Zanzibar) where women play a more active role in the fishery. The remaining project proposal is located in Somalia.

²⁸ Comores, Kenya, Madagascar, Mauritius, Mozambique, Seychelles, Somalia and Tanzania

B.8 Aquaculture for Local Community Development (ALCOM)

ALCOM is an inter-regional programme currently concentrating activities in the SADCC countries²⁹. According to the project document, the overall objective of the preparatory phase (1986 -1990) was to elaborate effective strategies, policies and methodologies for assisting rural people in improving their quality of life through the development of aquaculture. As part of this process, the methodology was to ensure that women of the target group should share significantly in the benefits of the development programme. These objectives of methodology development, testing and demonstration were to be realised through small pilot projects through the SADCC region.

The first activity of the programme was to initiate desk studies on the socio-cultural, biological, environmental and technical aspects of rural aquaculture as a preliminary step in the identification of problems to be dealt with in practical pilot activities. Several aspects concerning the integration of women were highlighted in these desk studies and constraints identified which were likely to affect women's involvement in aquaculture. As a result of these studies and in consultation with participating governments, 6 target areas were identified for ALCOM activities, one of which was the role of women and youth. No specific budget was allocated to this issue, as ALCOM has always stressed the need for a multi-disciplinary approach.

Pilot project preliminary formulation missions were carried out, usually succeeded by baseline socio-economic and technical studies. These studies have confirmed that the areas selected reflect the general trend in rural areas of most of the SADCC countries, where there is a high proportion of de-facto female-headed households as a result of male migration. This has meant that the inclusion of women as beneficiaries has been a

foremost priority, although the feasibility of including women in such activities has so far only been investigated in Zambia.

There are five pilot projects currently in their operational stage, located in eastern and northern Zambia, Botswana, and Mozambique. In eastern Zambia, the project is located in an area of limited opportunities for, and practically no history of fish farming, whilst the project in northern Zambia is located in an area where conditions are more suitable and has had a longer history of fish farming. The project in eastern Zambia has provided equal access on information about fish farming to men and women, although no women has pursued the activity. Follow-up studies have led to the conclusion that women probably do not take up fish farming because attempts have been made to integrate fish farming into the traditional household structure and existing division of labour; female-headed households cannot free enough labour for the construction of a pond; and in some cases, prevailing norms may prevent women from being innovators. Finally, the study concludes that age is as important as gender in differentiating adopters and non-adopters and therefore categories of women also have to be identified. A similar study is now being carried out in northern Zambia (where there are some women fish farmers), in order to test both the methodology used as well as the conclusions.

ALCOM studies have always included gender concerns, but consideration is still being given to methods of how to reach potential female fish farmers, if this is found to be a viable activity.

29 Angola, Botswana, Lesotho. Malawi, Mozambique, Namibia, Swaziland, Tanzania, Zambia and Zimbabwe

C. Projects which have an implicit women's component

The projects described briefly below have been classified as projects which have an implicit women's component because, although they have no special consideration for women in their objectives, they have, as a result of their objectives and activities, reached a significant number of female beneficiaries.

C.1 Assistance to the Programme for the Development of Artisanal Fisheries, Cape Verde

The development objective of this three year project (1987-91) is to assist the Government of Cape Verde in its efforts to develop the artisanal fisheries sector. The project aims to help the government define a strategy and a methodology in order to permit the effective execution of diverse development projects in the artisanal fisheries sector. The immediate objectives of the project include the introduction of new fishing technologies, technical assistance for the implementation of an effective programme in the distribution and commercialization of fish and fish products and the organization of training courses. No specific mention is made of women or gender-specific issues.

The project has incorporated gender-specific needs by virtue of the fact that a sexual division of labour exists within the fisheries sector, as men are fish catchers whilst women are fish processors and traders. The project has addressed the needs of women in the fish processing sector through training and commercialization activities. Fish processing and fish harvesting are given equal weight in project activities and although only 25% of the total training budget is spent on informal training for women, this has been because the materials cost are relatively low compared to other training activities. The project has also actively been encouraging the involvement of other agencies and institutions in the fish processing and marketing sector.

In 1990, the project plans to emphasize the integration of fishwives³⁰ and priority will be given to activities that will affect the economic well-being of the entire community with financial support being given to a few enterprises. In addition the project is assisting a national research institution to update socio-economic data on fishwives and is undertaking new surveys comprising gender concerns.

In terms of project impact, the project considers that it is too early to draw conclusions although the project has noticed changes in the role of women in decision-making regarding resource management and it is expected that further changes will occur.

³⁰ Fish trader and not necessarily wife of a fishermen

C.2 Development of small-scale Fish Farming in the Lake Basin, Kenya

This four year project (1988-91) arose from earlier projects dating back to 1981. The development objective of this project is to increase small-scale fish culture production by rural farmers in the Western Region of Kenya. The immediate objectives of the project are to strengthen the Lake Basin Development Authority fish culture extension service, increase the production and distribution of fingerlings and increase the production of fish by rural fish farmers from rehabilitated/improved ponds and new ponds.

Although the project document does not specifically address gender issues it is considered that they have been implicitly addressed. This is because individual women and women's groups are active fish farmers in the area so that project extension activities have treated women as one of the important target groups. Women make up 10 % of all fish farmers in the project area (417 women). As part of this policy, a female member of the national technical staff has been sent for aquaculture training in Israel. However, because there are currently no female fish farming extension specialists, the project has also appointed female technical staff who work with the male fish farming extension specialists. Nutrition issues are incorporated into extension activities.

The project has found that the main constraints faced by all fish farmers, including women, are lack of management and technical expertise, markets and working capital. It is also felt by the project that more studies should be undertaken on the activities and role of women in the fisheries sector to allow follow-up actions on on-going activities and to provide a basis for future activities. The project also feels that women's groups have the greatest potential for fish farming development and that these groups, which are often involved in other economic activities, should be strengthened with the help of relevant government agencies and NGO's.

C.3 Chambo Fisheries Research Project in Malawi

This two-year project was designed to provide the government with a management plan for the artisanal and commercial Chambo (tilapia) fisheries of the south-east arm of Lake Malawi. The activities of the project include stock assessment, biological and socio-economic research.

Although women were not identified for special consideration, the research has included gender-specific aspects. The socio-economic research to be carried out is intended to enable assessment of the social and economic impact of a new management strategy and includes surveys concerning the socio-economic situation of female headed households, nutrition and labour allocation surveys, income and expenditure surveys which should include the contribution of women to fish processing and fish trading in the project area.

D. Projects were reformulated to include a women's component at a later stage

This section briefly describes two projects where women's activities were incorporated at a later stage of project implementation.

D.1 Integrated Technical Assistance and Credit for Artisanal Fishermen in Lake Tanganyika

This project has been operational in phases since 1983 and is a follow-up to earlier projects. From 1983, the emphasis of the project has gradually shifted from assistance in developing fishing methods and improved fish processing techniques to more integrated development assistance and the provision of credit to the artisanal fishery sector. All project activities were earmarked to include both men and women but after the early phases of the project, the project was reformulated because it was felt that women were not receiving an equal share of the project benefit, especially with regard to access to credit.

During the first phase of the project, women were mainly involved through trials with improved fish smoking/drying technologies and reforestation activities. At the end of this phase, a survey was carried out to assess the role of women and identify further possibilities for women's involvement. Evaluation missions in 1985 and 1987 concluded that not enough attention had been paid to the processing component of the project and although women had evolved as an active target group there was a need for closer involvement of women in all project activities (fisheries development, improved nutritional status of fishing communities, environment) and that the credit scheme should be extended to poorer sections of the community, including women. Furthermore, the 1987 mission also recommended the recruitment of a female extension/training Associate Professional Officer, whom was never recruited. However, in mid 1989, a national WID officer was appointed to the project. Her duties included assessment of credit needs of women, organization and monitoring of women's groups in fishery-related activities, support of the study on the nutritional status of fisherfolk and implementation of a village level programme on nutrition.

Another evaluation mission in 1989 concluded that women and youth do not constitute specifically poorer sections of the community and therefore priority should change to upgrading and establishing fish processing businesses. It was recommended that credit should be made available to non-fishing but fisheries-related activities particularly for women. The mission also concluded that the appointment of the WID officer had meant that the project had actively begun to organize and assist the participation of women.

Women have now gained access to credit for fishing gear and equipment, and it has been observed that for the future, a fund set aside for women's groups would be a more effective way to sustain access to credit for women. The project has also set up a cash loan scheme which provides start-up capital to women for enterprises related to fisheries such as processing and marketing. Income earned in all these activities has been reinvested into further income-generating activities. Credit is also being extended to women for forestry activities.

Training in improved processing methods continues to be undertaken by the project and workshops have been held. In addition, a need has been identified for training in basic business skills. A workshop has also been held on the integration of women in development programmes attended by different women's groups and resource persons.

Since the change in emphasis of the project and the appointment of a WID officer, the project is considered to be having a positive impact on women but creating opportunities to improve their economic situation through improved access to credit as well as enhancement of their role as decision makers in the fishery through ownership of gear, boats and processing equipment.

The recommendations of a recent evaluation mission to assess the WID component project's included further support of the WID programme, the appointment of a women credit officer and extension officer at the national institution dealing with credit, intensification of the socio-economic monitoring component, the appointment of two female extension workers to act as counterparts and assistants to the WID officer and further training for these staff.

D.2. Development of Fishculture in Zambia

As a follow-up to a previous project started in 1980, this project has been operational since 1987. The main objective of the project is to develop fish culture in Zambia, although over the years, the project has altered its emphasis from technological development to training and extension. The inclusion of women has never been a direct objective of the project but the recommendations of an evaluation mission in 1989, stated there was a need for a study to be conducted on the involvement of women and nutritional aspects of fish culture. This was undertaken later that year.

The findings of the study have indicated that despite the fact that approximately 30 - 40% of rural households are headed by women, there are currently few women fish farmers. It was observed that the project provides extension or advice to a negligible amount of women fish farmers and recommendations were made to provide more extension to wives of fish farmers, as they are often responsible for the management of the pond. However, concern was expressed as to the sharing of benefits from the pond under that situation.

A workshop for women fishculture extension workers was recently organised by the project to investigate the problems faced by female fish scouts and in order to train participants in socio-economic aspects of fish culture and practically-oriented role playing to actively involve women in fish culture extension.

4.CONCLUSIONS

Since 1975, FAO has developed a number of policy recommendations concerning the integration of women, and more recently, gender concerns, in their activities. For FAO Fisheries Department, the recommendations of the 1984 World Conference on Fisheries led to the initiation of a number of activities, although no coordinated approaches or strategies were developed at the regular programme level. For field programmes in Africa, the projects described above considered in their objectives and subsequent activities, the involvement and participation of women to a greater or lesser degree. Some have set out to include women, others have included women simply because they were significant numbers of them in the sector, others have later realised that neglecting women was inhibiting the success of the project, whilst others believed that women could not legitimately be included in the target group. A comparative analysis of the approaches used-by the projects reviewed in the preceding section is difficult because documentation varies from project to project. What is clear is that, because WID objectives have been a relatively new inclusion into FAO general policies and therefore project objectives and activities, there have, as yet, been no tried, tested and guaranteed strategies to include gender concerns.

The following section discusses the most important issues which have arisen out of project experiences and regular programme activities concerning the integration of gender issues.

4.1 Information needs, monitoring and evaluation

A recurrent theme running through all written discussion on the integration of gender concerns is the need for basic socio-economic information (including gender issues) about the sector.

This information should enable a better understanding of gender concerns within the sector, as well as enabling the development of more appropriate project activities which incorporate all members of the community through the identification of the special needs of groups within the community. In addition, the information should enable the selection of socio-economic indicators from which projects can be monitored and evaluated.

The experience of BOBP has also demonstrated that attempts to include women are more successful if information is available about the community in which the project intends to operate. Furthermore, experience by IDAF in West Africa and ALCOM in Southern Africa have shown the value of collecting baseline socio-economic information before project workplans are finalised.

Most of the projects reviewed in this paper have designed activities to incorporate women into project activities, with or without the necessary socio-economic information. In general, those projects which have a better understanding of the socio-economic environment of the project, have had greater success in understanding the reasons why different sections of the community (including men and women) have not been reached by Project activities. They have therefore been able to reorient the project, where necessary. However, in most cases projects do not carry out effective monitoring and evaluation of their activities. Such procedures are valuable for the success of different strategies.

4.2 The Role Of FAO

Since 1975, FAO has acknowledged, at the policy level, the important role of women in food production, but have had little success in determining strategies to reach them through their project approaches. Within FAO Fisheries Department, efforts to actively incorporate gender concerns in regular and field programme activities have been on an ad hoc basis because there has not been an effective system developed to consider the issues. The Core Group on Women was established in direct response to this need and has played a significant role in highlighting gender issues, producing publications and guidelines as well as advising on gender issues in fisheries and aquaculture development. However, their efforts have been limited, largely because the group receives no allocated funds and relies, to a large extent, on the commitment of their individual members -none of whom are gender specialists. Forward planning has therefore been difficult so that outputs have been piecemeal and irregular.

At the project operations level, there has been little consideration for developing operational systematic approaches or strategies to consider gender concerns at all stages of the project cycle, particularly during project identification and formulation. In some cases, this has led to the need for projects to be reformulated at a later stage. This problem should be partially alleviated by gender-awareness workshops currently being held at FAO headquarters for all professional staff.

Finally, there are few linkages between divisions dealing with forestry, agriculture, fisheries and ESHW. Experiences gained in agriculture and forestry in attempts to integrate and enhance gender concerns in field projects are not shared on a formal basis, despite the frequent overlap of these activities at the field level. Coordination should be the role of the ESHW division, but apparently because of lack of staff, they are unable to fulfill this role effectively.

4.3 The Role of National Sectoral Policies and Institutions

Time did not permit the examination of fisheries or aquaculture sectoral policy objectives in the countries where projects were reviewed, but the importance of including gender-specific issues, where relevant, in sectoral plans has to be recognised. This would enable more successful design and implementation of projects. IDAF and BOBP have also found that one of the main problems facing the implementation of a horizontally integrated approach has been the lack of institutional linkages between appropriate government departments.

4.4 Project Approaches: The Participatory Approach

The preliminary conclusion from the IDAF and BOBP experience appears to be that the integration of gender concerns and the enhancement of women within fisheries development should not be treated as a separate component, but should be part of a community-participatory approach involving the whole community. However, IDAF has found that such an approach is not always applicable, and is conditional on the socio-economic structure of the communities in the project area as well as the availability of an economic resource which can fuel the 'engine' of community development. The replicability of this approach has not been tested thoroughly and it is still too early to assess its sustainability.

4.5 Project Approaches: The sub-sectoral approach

Some projects have found that women can be incorporated into project activities by addressing their needs through focussing on sub-sectors of the fishery which mainly

involve women, such as processing or marketing. The project in Cape Verde and to a certain extent, the project in Kenya are examples, of such an approach. This strategy focusses on improving the sub-sector(s) as a whole and identifying the 'special needs' of different groups within the sub-sector. In countries where women are an active part of the fishery sector, this approach may be a more effective way of ensuring that women have access to project benefits.

4.6 Isolation of women and the concept of an homogenous woman?

The current tendency at all levels of fisheries and aquaculture development has often been to assume that 'women' are a homogenous group which can be isolated and concentrated upon. Project experience has clearly shown that this is not the case. Whilst in retrospect, this may be considered an obvious observation, it was partially caused by the pressure from donors to include a 'women's component', combined with a lack of basic socio-economic information about the target communities. In addition, in some cases, project staff did not have the adequate funds and/or expertise to incorporate gender concerns, nor the inclination or commitment, to address such issues. BOBP dealt with the question of whether women should be isolated and treated as one component of a project or whether they should be included in the mainstream of project activities. Their experience as well as other field experience in forestry and agriculture has shown that women-only projects may be satisfactory under certain circumstances³¹ but otherwise such projects tend to isolate women.

³¹ Such as when there are strong taboos against unrelated Males and females working together, or the effects of past discrimination need to be overcome, or where women request a measure of self-reliance to avoid conflict or competition with men.

4.7 Staff

Related to the concept of the homogenous women, have been attitudes towards staff recruitment. Whilst enhancing the participation of women has, in some programmes and projects, been greatly helped by the appointment of appropriate and experienced staff, a common misconception has been to hire female specialists in other disciplines and incorporate WID issues within their terms of reference. This 'it takes one to know one' policy obviously does not always apply and such a strategy can only be effective when these female staff have relevant experience and/or training in such issues.

4.8 Fisheries and Aquaculture

Broadly speaking, and using examples from field projects described above, aquaculture and fisheries development projects in Africa often operate within a very different set of circumstances. In addition, unlike fisheries, rural aquaculture in Africa has been a relatively recent development and in many cases, the involvement and participation of communities has been very limited. Also, whilst fishery-related activities may be the main economic activity in coastal communities, rural aquaculture is usually a secondary economic activity.

The majority of rural aquaculture development projects are in inland areas and involve agricultural communities. Strategies to enhance the participation of women will, in most circumstances, be linked to those employed by agriculture development projects. An exception to this is coastal aquaculture, which may involve fishing communities, although there is currently little small-scale coastal aquaculture development taking place in Africa.

Under certain circumstance, strategies used to enhance the participation of women in aquaculture might be applicable to projects where fishing is introduced in an area where previously there has been no history of fishing (eg. newly constructed dams).

5. RECOMMENDATIONS

The project experiences described above have shown that methods to enhance the participation of women or to include gender concerns in programme and project activities are gradually being developed, but the process has been slow. Changes have to be brought about at all levels of policy-making, from international agencies such as FAO, the national sectoral level down to the project level. The following recommendations are intended to form a basis for further discussion and refinement.

1. **information needs.** Information must be made available on gender concerns (eg. baseline socio-economic data, sexual division of labour, time allocation, male/female rights and access to factors of production etc.), before policies are made and projects planned and implemented.
2. **National sectoral policies.** National sectoral policies and reviews should, where appropriate, consider the contribution of women in the sector, and acknowledge their role in helping to achieve sectoral objectives.
3. **FAO Headquarters capabilities.** At FAO headquarters, staff should either be trained (which has begun) and/or experienced staff employed to deal with gender issues. Funds should be allocated under the regular programme to coordinate these activities. Part of the regular programme activities under this component should also be to effectively screen project documents to ensure that relevant gender issues and special needs of particular groups are taken into consideration, appropriate staff and budgetary resources put into place. A group of officers who have appropriate skills or knowledge about the country/area where the project is to be located should also be included in such analysis. There should also be greater cooperation and exchange of experiences between the various divisions (eg. agriculture, forestry, ESHW) at FAO headquarters on strategies developed on the integration of gender concerns.
4. **Project identification and formulation.** Strategies to incorporate gender concerns at the project identification and formulation stages must be developed so that they can be implemented in a practical way. There are likely to be a number of strategies, depending on the socio-economic environment and flexibility should be built in to the system. The experiences of FAO, as well as multilateral and bilateral donors, NGO's, national institutions (not only in fisheries) should be involved in such a process. Regional or sub-regional workshops, which include representatives of the project's target group, may be an effective way of developing these strategies.
5. **Project objectives and implementation.** Project documents and annual workplans should have clear objectives and strategies concerning the integration of gender concerns in their activities. The best approach to achieve these objectives, such as the sub-sectoral approach or the integrated approach, should then be determined.
6. **Community support.** The importance of gaining the support of both men and women within the community has been recognised as a necessary pre-requisite for project success. Projects which isolate women, except in particular instances have proved untenable and such a policy, unless in certain circumstances, should not be pursued.

7. **Project staff.** Trained and experience staff have contributed to the ability of projects to incorporate and consider gender concerns as well as 'special needs' of groups within the community. The temptation to employ a 'woman' to deal with 'women' in the community should be avoided, unless they are suitably qualified. Emphasis should therefore be placed on training staff and/or hiring experienced staff.
8. **Consideration of differences between fisheries and aquaculture.** It is considered that the differences between rural aquaculture and fisheries are important enough to justify advocating that strategies for the enhancement of gender concerns in projects may have to be formulated differently for the aquaculture sector. It should also be realised that these strategies may not be mutually exclusive.

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APPENDIX 4

**SUMMARIES OF CASE STUDIES PRESENTED AT THE WORKSHOP ON
ENHANCED WOMEN'S PARTICIPATION IN FISHERIES DEVELOPMENT**

**Victoria Falls, Zimbabwe
4-7 December, 1990**

ROLE DE LA FEMME DANS LA PRODUCTION AQUACOLE - Experience du projet de developpement de la pisciculture en milieu rural (Cote d'Ivoire)

WOMEN'S ROLE IN AQUACULTURE PRODUCTION - Experience of the Development of Fish Farming in Rural Areas Project (Ivory coast)

**By Mrs. D.A. Ziehi, National Director,
PNUD/FAO/MINEFOR/IVC/87/001**

Introduction

The majority of the population in the Ivory Coast lives in rural areas and is engaged in agricultural production. Women play an important role in food crop cultivation but a minor one in cash crop cultivation because they rarely take part in the decision making process.

Fish farming was introduced in the 1950's but it was only when the Development of Fish Farming in Rural Areas Project started in 1978 that fish farming began to take off.

Status of women in aquaculture

Although they participate in almost all activities apart from pond construction and decision making, women represent just 2% of the fish farmers trained by the project. Many more women are interested to start fish farming either on an individual basis or in groups in order to gain some additional income.

Constraints

Women have become a special target group in the third phase of the project (1987 - 1990). In October 1988 a study was carried out to identify the constraints women are facing in fish farming and to propose solutions. The following problems were identified:

- (1) Most women lack information on fish farming;
- (2) Women lack access to capital. The majority of the women can only save small amounts of money. Although they form informal savings and loan associations with friends, in general the sum saved is small and has to be repaid quickly. Also the system does not allow for much flexibility in the case of unexpected expenditures. Other sources include traditional credit which is easy to obtain but interest rates are high (50% to 100%) and bank credit, which requires guarantees and the endorsement of the husband or male parent thus making it difficult for women to obtain.
- (3) Women have difficult access to land because they must obtain the agreement of their husbands first.
- (4) The majority of rural women wished to receive assistance from female extension officers but the majority of project personnel are male.
- (5) Men are reluctant to give important posts to women. In the fisheries service, it is also difficult to attract women to field jobs due to the conflict with household duties.

Project Activities for women

In July 1990, the project provided fish farming training to 25 community workers who work with women in rural areas.

A special scheme for increased technical assistance to model fish farmers has placed emphasis on introducing women into the scheme. It is hoped that a core of experienced women fish farmers will emerge to influence other women to take up the activity.

The project has also developed a pilot credit programme for commercial fish farming together with the Banque Nationale pour le Developpement Agricole (BNDA). Originally, the Bank required collateral and a guarantee on the salary of a close relative which made it impossible for women to obtain loans. After the intervention of the project, the bank no longer requires these two conditions in order to lend money to women, and they currently make up 20% of beneficiaries.

The project also provides technical assistance to women's groups and assists in the identification of sponsors.

Fish farmers have also wanted to start farming catfish, (Clarias spp.) but the availability of fingerlings is limited. Currently women in the west of the country catch live catfish when the streams dry up. The fish is then transported to villages, stocked in depressions and sold for a good price. Fish farming of catfish therefore looks like a promising proposition for these women as well as fish farmers in general.

Recommendations and future options

The construction of storage ponds for catfish fingerlings, managed by women's associations has been accorded a top priority.

Model fish farmers who have received a training course, have now become resource persons to other fish farmers. This system should enable the development of a core group of female fish farmers.

Transfer of fish farming information to women in rural areas should be improved.

The establishment of groups will be encouraged because they improve access to production factors and credit.

THE INTEGRATION OF GENDER ISSUES IN FISH FARMING IN CHIBOTE AREA, LUAPULA PROVINCE, ZAMBIA

By E.H. Mbozi

Aquaculture for Local Community Development Programme
GCP/INT/436/SWE

Introduction

The purpose of the case study was to determine the factors that either encourage or impede the ownership of fish ponds by women. It was carried out in Musunda Bule village and Chibote centre in Chibote Area.

Introduction of Fish Farming

A missionary first introduced fish farming in 1987 with a project aimed at benefitting the male youths of the area. The youths received equipment and fingerlings from the missionary and a training course from the Department of Fisheries (DoF). Adult men in the area then started to take up fish farming after they saw fish reproducing in the youths' ponds. Women, however, did not start their own ponds because fish farming was:

- introduced as a male activity
- viewed as a male activity
- fingerlings were expensive to buy

In 1989, the DoF, together with ALCOM introduced the idea of fish farming for women in Musonda Bule and followed up with an extension slide show for the residents of the village. Women constructed fish ponds and then DoF/ALCOM returned with fingerlings for sale.

Inputs, gender and fish farming

Because women have to carry out domestic chores and agricultural work, labour and time are not available to them to the same extent as men. Fish farming requires additional time and labour which a woman may not have. One alternative is to use family or hired labour, the former being preferable because no payment is required. In Bule, family labour was used to construct ponds. In Chibote centre, family labour is not so easily available because fields are further away. Hired labour would have to be used but charges are high so that most women are not able to afford it.

Land for fish farming in Bule is not in short supply but in Chibote centre a shortage of land may soon become a constraint to fish farming. It is likely in Chibote centre that one person would dig a lot of ponds in order to secure more land. As labour to dig ponds is a constraint for women anyway, a scramble to construct more ponds is likely to disadvantage women more than men.

Hoes and shovels are usually used to construct ponds. Although there are no specific norms concerning the use of this equipment, it is generally used by men during pond construction. In Bule, borrowing of equipment from the youths for the construction of ponds was easy because everyone was related; in Chibote it was not so easy and even more difficult for women because they would be borrowing equipment for use by someone else.

Before November 1989, government supplied fingerlings were in short supply, so the youths were the most important source. As demand was high, prices were also high and women did not have available resources to buy them.

According to farmers, fish feed is not a problem and requires no extra time to prepare. Men and children usually feed the fish in ponds owned either by men or by women. If ponds are on the way to the fields, women may also feed the fish.

In Chibote centre, women's knowledge about fish farming was gained from observation, whilst in Bule, women had benefitted from a slide show on fish farming.

Pond Construction

Many respondents, both men and women, considered pond construction to be the most difficult part of fish farming. The help of the spouse (male or female) and other labour was usually enlisted.

Decision-making in Fish Farming

Fish pond owners take joint decisions with their spouses on fish consumption and sale of fish but decide for themselves whether they will start fish farming, the distribution of the fish and its' proceeds. However, the use of husbands decide on task allocation. This means that if the man feels that there is another activity in the household which requires a women's attention, then fish farming will likely be relegated to second position.

Societal Attitudes

Lack of knowledge combined with the way the programme was introduced in Chibote led to a negative societal attitude towards fish farming. Although women participated in pond construction in Bule, in Chibote, women maintained that it was a man's job and that there was a negative attitude towards female participation in fish farming. They thought this attitude would change if the DoF and/or ALCOM would teach people, if a husband would assist his wife or if women started digging ponds at the same time as each other.

Impact of Fish farming on the status of Women in Bule

It is still too early to determine the impact of fish farming on the status of women. However, women have said that while they own their pond, all members of the household benefit from them. Ownership of a pond means that they are free to use the fish in their pond for consumption, sale or for friends and relatives, without asking permission. However, their lack of power to decide the labour contributions of the family might have a negative effect on the benefits of fish farming.

Women's Clubs and Fish Farming

Generally women were interested to work in clubs which were defined as a support group for mobilizing the essential requirements - labour, equipment and fingerlings for individually owned ponds, similar to the traditional system of labour mobilization. Women identified problems which can occur in groups such as members not working as hard as each other, everyone wanting to be leaders, no one wanting to work together and difficulty in finding time to work together because of household duties.

The women considered that the ideal size for a group would be 5 people as this gave the advantages of being able to meet together easily (ideally they would be neighbours), it would be easier to cooperate, it would be easy to construct one pond for each member, and they could all start fish farming at the same time because the ponds would be constructed relatively quickly.

Conclusions

When women are not early beneficiaries of a programme, it is possible that the society will define fish farming as a male activity. In addition, the involvement of women as fish pond owners is likely to be impeded or encouraged by:

- the ease of access to land;
- the other demands on women's time and labour;
- the cost of mobilizing other labour for pond construction;
- the exposure of the benefits of fish farming and the availability of equipment and fingerlings.

**WOMEN'S GROUP IN AQUACULTURE - A case study in the Lake Basin
Development Authority Region, Kenya**

By R. slamet Prayitno, CTA/Fish Farming Extensionist

Development of Small Scale Fish Farming in the Lake Basin - Phase II, KEN/86/027

Introduction

The purpose of this case study is to assess the present status, progress and problems of women's groups in fish farming and the project impact in enhancing women's participation in fish farming development.

Status of Women's Groups and their Activities

Women mostly practice fish farming in women's groups. In 1989 there were 211 women's groups dealing with fish farming in the Lake Basin Development Authority region. Eight women's groups in two Districts, Kisumu and Kisii, were used for the case study. One of the difficulties in data collection was to get accurate production figures for cost and benefit analysis, due to the lack of records. The women's groups studied were established between 1975 and 1989.

Membership is not restricted to women only. Often male members carry out the hard manual labour, give advice and establish contacts with agencies for financial assistance. The size of the women's groups varies from 22 to 45 members.

Each member has to pay a membership fee of Ksh 5 or 10, depending on the agreement of the group. After establishing the group, they register at the District Office of the Department of Social Services. The registration fee is approximately Ksh. 75 - 100. The registration of women's groups gives them access to technical guidance and assistance of the Government.

Some women's groups have received funding (grant) from the Rural Development Fund, UNICEF or CARE. The grant can be given in the form of equipment or in cash.

All women's groups have a similar organization pattern: a Chairperson, Secretary, Treasurer, and 6 to 11 Committee members. Some of the groups have a Vice Chair person and a Vice Secretary. Often a Chairperson is an elderly or respected man or woman. All groups meet on a regular basis (weekly or fortnightly). Two groups in Kisumu District have monthly meetings with 9 other women's groups. This is called a 'merry-go-round'. At every meeting each group subscribes Ksh. 50 and they rotate the total monthly contribution between each group.

The main activity of the women's groups is agriculture, followed by animal husbandry, fish farming and sometimes handicrafts. Fish is used for home consumption as well as for sale.

The benefits of women's groups, as expressed by the women, are that they enhance the status of women through cooperative actions, exchange of information, learning together and from each other and through the generation of increased incomes.

Fish Farming Activities

The women's groups studied have one to three fish ponds of sizes varying between 136 m² and 674 m² in which Tilapia nilotica is raised. Fish ponds were constructed between 1982 and 1989. Members (male and female) constructed the ponds together and received technical advice from the Fish Farmers Extensionist (FFE). Inputs like inlet and

outlet pipes are purchased through contributions of the members or with aid from other sources. Sometimes they hire casual labour.

The land on which ponds are being built, is usually donated by one of the group members' husband. The District Development Committee (DDC) sometimes donates land to women's groups. Generally speaking, women do not own and inherit land in Kenya. As long as the fish ponds are operational, women's groups have full right to use the land.

All matters concerning fish pond operations are discussed in the regular group meetings. Sometimes Committee Members or the Fish Farming Extensionist assist in solving problems.

The project gives assistance to the women's groups in terms of technical advice on fish farming, short training courses, supply of fingerlings as well as lending of basic equipment for pond construction and a net for harvesting.

The majority of the members stated that their primary aim was to gain an additional income and secondly to have easy access to cheap fish. There is no difficulty in the marketing of fish, as Tilapia is in high demand. The money raised either goes back into the group's fund or is distributed equally amongst the members.

All women's groups wanted to increase contributions from members and expand their activities through buying dairy cattle, a maize grinding mill and increasing horticulture activities.

Constraints

The women's groups interviewed are facing a number of constraints:

- a lack of technical and managerial skills;
- a lack of funds or capital for increasing their activities; and
- a lack of cheap fish farming inputs such as fertilizer and fish feed.

TOWARDS A GENDER ORIENTED FISH FARMING EXTENSION PROGRAMME

By C.W. Kos, consultant to FAO

Aquaculture for Local Community Development Programme

GCP/INT/436/SWE

The case study included a literature review on gender issues in agricultural extension services, 8 interviews with fish farming families in Lusaka District, Zambia and 6 interviews by means of a questionnaire and a discussion with Fish Scouts.

In fish farming families gender constraints are found to exist. Transfer of information on fish farming from husband to wife is found to be non existing, or only on the subject of fish feeding. Wives of farmers who want to have their own fish pond are either denied the possibility by their husbands, or receive no cooperation from them.

The knowledge on gender issues of male and female Fish Scouts is good except that they expect transfer of information to take place within the household. The attitude of Fish Scouts towards gender issues is positive. However, in practice they mostly deal with male farmers, as the head of the household.

The majority of Fish Scouts in Zambia is male. The preference of fish farmers and their wives for Fish Scouts is predominantly gender neutral. Hence, there are possibilities for bringing about changes in the fish farming extension programme with the existing extension service. However, it is found that Fish Scouts seldom extension visits alone. They often accompany senior extension officers, who play a more important role in the fish farming extension service. The attitude of senior extension officers towards gender issues is not known.

In the population of fish farming families in Lusaka District which was studied, there were no female-headed households, although in Zambia 26% of all households are female-headed. Apparently this group is difficult to reach by the existing fish farming extension programme.

Based on the results of the study five target groups of a gender-oriented fish farming extension programme are identified:

- male farmers
- wives of farmers
- senior extension officers
- Fish Scouts
- female heads of households

The goals and elements of an action plan of the extension programme are based upon these target groups. The extension programme should ensure that:

- husband and wife have equal access to information on fish farming, and have equal chances to start fish farming;
- senior extension officers are aware of the various roles of men and women in fish farming and are able to identify and appraise the obstacles women are facing;
- Fish Scouts and senior extension officers are equipped with skills to develop and use extension methods to increase participation of wives of farmers and female farmers.

A special study on how to involve female-headed households in fish farming extension is recommended.

CASE STUDIES OF SOCIO-ECONOMIC ACTIVITIES AND NEEDS OF FISHERWOMEN IN SELECTED FISHING COMMUNITIES IN NIGERIA

**By F. Osei-Opere, Community Welfare Officer/Socio-Economist
Integrated Rural Fisheries Development Project NIR/87/010**

Development Objective

The development objective of the project is to maximize the supply and use of fishery resources in an effort to achieve self-reliance in the food sector. Special consideration is given to welfare programmes to improve the living conditions of fisherfolk particularly as they relate to women and children.

Socio-Economic Studies

In realisation of women's multiple roles, a detailed study was carried out in order to understand the nature of women's economic activities and identify problems, needs and aspirations of women with the aim of redirecting project activities to address these. The studies were carried out in villages under the two project centres: Ogheye and Orere in Bendel State and Uta-Ewa and Iko in Akwa Ibom State.

Fishing

Although men are mainly involved in fishing, some women in three of the four villages are involved in fishing with traps and/or gill nets. Women are also engaged in the collection of periwinkles and clams from mangrove swamps.

A significant number of women in all four communities own some form of fishing gear such as canoes (30%), outboard engines (6%), nets or hook and line (28%) and traditional traps (11%). Such ownership does not always relate to an active involvement in fishing. The equipment is usually hired to fishermen for fishing or to transport fish bought from trawlers. Payment is generally given in fish and is made according to the contributions of the woman versus the fisherman.

Processing

Processing of fish is carried out by women. Fish is smoked using two different kiln types, one inside the house and the other outside the house. Women were asked about the problems they encountered with their kilns and although there were significant variations between villages, the most common problems were that the kiln capacity was too small, that it was easily damaged or that they did not have enough money for improvement.

Inputs required for fish smoking can be a problem for women, particularly availability of firewood but also availability of material used for the smoking racks. Finally, women whose husbands fish with another woman's fishing equipment also find it difficult to gain access to a supply of fish to smoke.

Marketing

Fish wholesaling and retailing is also predominantly carried out by women. Except for one village (Ogheye), most women who process, also market their fish. The main reasons are that this allows them to take advantage of better prices, it avoids bad debts by fish traders and they are able to purchase necessary foodstuffs for household use or for sale. With the exception of women from Uta-Ewa, which is near a main marketing centre, women spend a long time travelling to and from the marketing centres and there are difficulties in the getting space on transport boats during the peak fishing season.

Profitability

Most women believe that fish smoking and trading is profitable and that it is the only way to make a living. When asked how they would use extra profits to improve their business, most women would invest in activities that gave them greater access to fish either through buying fishing inputs or purchasing more fresh fish. In two villages, women also wished to improve their smoking kilns. A very small proportion of respondents wished to invest in non-fishery related activities. For example, respondents in the village of Uta-Ewa are more aware of other potentially more profitable business opportunities, because they are closer to town.

Sources of Capital

Most women raise their capital through fishing activities, personal savings and mutual saving societies (Osusu). Loans are usually received from cooperative or welfare societies which require no collateral. Of the few women that took out loans, all were satisfied with the interest and repayment terms but said that they would like to have access to larger loans. There are also informal credit systems in operation for the purchase of fresh fish and women extend credit to their customers.

Cooperative Societies

Evidence so far indicates that women's participation as members in fishermen's cooperative societies has not been favourable as women are not placed on the priority list of beneficiaries for fishing inputs received from government. The women themselves identified a lack of effective leadership, ignorance of cooperative rules, lack of trust amongst members, poor accountability of the executive, quarrels among female members and non-payment of loans as the main problems of the societies. Most women want activities of the societies to be re-oriented and emphasis placed on the provision of loan facilities and welfare programmes. More than half the women said they would be willing to undertake joint economic ventures with others particularly in fishing and fish trading but were sceptical of how the money would be handled.

Living Conditions

None of the communities have a good source of fresh water. Health facilities vary according to the proximity of the clinics. Very few children have been immunized. The most prevalent health problems identified by women are malaria, persistent diarrhoea, skin and eye infections. During group discussions with women on living conditions they were asked how they would use extra money to improve their living conditions. The following four areas were identified: improvement of housing, basic needs of the household, education of children and purchasing of electrical items such as radios and cassette decks.

Project Interventions

The project is involved in supporting the formation of cooperatives and the provision of health and water facilities.

Women have been encouraged to form their own cooperative societies and the project has held workshops on registration requirements, book keeping and cooperative rules and management. Some were organised at village level such as book keeping and others, such as management, were for cooperative secretaries.

Through a collaborative effort, there is now a regular immunization programme to all fishing settlements under the Uta-Ewa centre. A pit latrine was also constructed at Uta-

Ewa which will serve an estimated 10% of the population. Two piped water outlets have also been provided for use by the community and the local primary school.

Future activities will include the introduction of improved smoking kilns and subject to the provision of funds, it is envisaged that a comprehensive family health programme with primary health care services will be initiated. Also women will be assisted through a Revolving Loan Fund to improve their fishing activities and engage in alternative income generating activities, where feasible and desirable.

THE ROLE OF CREDIT SCHEMES ON THE PARTICIPATION OF WOMEN IN FISHERIES ACTIVITIES ALONG LAKE TANGANYIKA

**By V. Bashemererwa, Women Development Officer,
Integrated Technical Assistance and Credit for Artisanal Fishermen in Lake
Tanganyika GCP/URT/066/NET**

Main Development Objectives of the Project

The project, based in Kigoma, has been operational since 1983. The main objective is to increase fish production and improve the standard of living of fishing communities in the area. One of the strategies used to achieve these objectives is the provision of a comprehensive and need oriented credit scheme operated by the Cooperative and Rural Development Bank (CRDB).

Project Approaches and strategies for the Integration of Women in the Project

In order to ensure the active participation of women in the project, two Women Development officers (a National Expert and her counterpart) were employed. Their responsibilities include the identification of the short and medium term credit needs of women, preparation of lending programmes, identification of credit worthy projects and cooperating closely with CRDB on loan disbursements and recovery.

In addition, the officers are responsible for organising support for and monitoring of, women's groups in fish processing and marketing and introducing elementary bookkeeping, management and training in nutrition.

Women's credit needs were identified through socio-economic surveys. The surveys also identified groups and individuals which were credit-worthy. Based on the findings, fishing gear, working capital and other equipment were issued to the women on a trial basis.

The Australian Special Fund for Women

The fund, worth 4 million Tanzanian Shillings (Tshs) has been issued twice - in 1988/89 and 1989/90. Twenty-six women have taken out loans of an average size of 100,000 Tshs at an interest rate of 13% per annum and a repayment period of 36 months. The activities sponsored include animal husbandry, poultry, pig farming, fish processing and marketing, tailoring, village canteens, charcoal trading, saw milling and groceries.

Local FAO Seedling Account

Under this account, FAO sells plant seedlings for afforestation and the income generated has been used to sponsor women's groups. Thirty-five women's groups (average size 22 people) have received on average, 30,000 Tshs totalling 1.1 million Tshs. The activities sponsored include fishing, fish processing and marketing. The repayment period is 6 months and no collateral is required.

FAQ/Netherlands Revolving Fund

Credit is provided for a number of essential inputs in the harvesting sub-sector such as boats, outboard engines, netting material, lanterns, ropes and various spare parts. A Revolving Fund to enable continuity of the scheme has been set up, linked to an external project account. The loans are paid in equal installments for 36 months at an interest rate of 15%. The total size of the fund is currently US \$ 350,000. Twenty individual women and 7 women's groups have so far benefitted.

Evaluation of Project Activities

The involvement of women in fish production, processing and marketing has been enhanced through the consideration of women as a group with special social and economic needs. This has been achieved by employing Women Development Officers and through participatory approaches.

Women have demonstrated their ability to be good borrowers in the Revolving Fund and the ownership of fishing gear and equipment, receipt of working capital is expected to improve their incomes. So far, the approach adopted by the project has led to the following observations:

- group loans have stimulated group organisation and management
- it appears that women are gaining confidence in their ability to raise and utilize loans
- the relationship between women and village leaders, male business colleagues and lending institutions has improved.

Conclusions

It is anticipated that by increasing the availability and size of loans together with improved training opportunities, the socio-economic status of women in the area will improve.

It is also envisaged that the current system will lead to sustainable and workable credit systems after the project has ended.

WOMEN IN FISHERIES: CASE STUDIES (Zimbabwe)

By S. Chimbuya, Department of National Parks and wildlife Management

Introduction

Fisheries and to a lesser extent, aquaculture are generally considered male activities in Zimbabwe.

Two case studies of women in fisheries have been carried out: a businesswoman involved in the Kapenta fishery on Lake Kariba and a study of a women's cooperative which failed.

Case Study 1

Rosalina runs a Kapenta (Limnothrissa miodon) fishing business fishery of Lake Kariba. She started with a single boat but has built up her fleet to five boats. Her company employs 15 fishermen and 10 fish processors, all of whom are men.

Her entry into the fishing business started when her husband learnt how to make fibreglass boats and fish in a dam using hook and line. She was responsible for marketing the fish. As fishing proved to be a lucrative activity, she decided to expand by exploiting the bream fishery on Lake Kariba by providing fishing boats to fishermen in return for their catch. Rosalina became a 'middleman' in the fish marketing business. Further investigations revealed that the Kapenta fishing business was more profitable and she applied for a licence to catch and market Kapenta.

After obtaining a licence, she approached finance houses for a loan to start her business but was turned down because she did not have sufficient collateral. She was then forced to ask her husband to be guarantor in order to secure a loan. He is also a minority shareholder in her company. On reflection she sees the benefits of working with her husband because he is able to run the engineering aspects of the business.

Case study 2

The Sizigondo Women's Fishing Cooperative was initiated by one woman, Mrs Simela, in an effort to assist women fish mongers to secure a steady supply of fish from Lake Mayfair. Because the women were unable to carry out production activities Mrs Simela diverted some of her farm labourers into fishing. They became employees of the cooperative. The cooperative was responsible for the purchase of fishing boats and nets as well as the wages of the fishermen.

Total membership was 12 and the administration and management of the cooperative was vested in Mrs Simela. The cooperative was not registered and had no written constitution. The members of the cooperative were from different socio-economic backgrounds and only had one thing in common, economic gain. At weekly meetings members would share their processed fish and pay their contributions.

The fishermen became dissatisfied with the rate of net replacement which led to reduced fishing effort and lower catches. They also began to sell to women outside the cooperative who were prepared to pay higher prices. In turn, the women were unhappy at the low production and began to leave the cooperative. The cooperative collapsed although Mrs Simela continued in the fishing business by regrouping the fishermen, appointing a manager and taking a share of the monthly proceeds.

The failure of the cooperative was largely because it was wrongly perceived, lacked institutional support and lacked cohesion because members were from differing socio-economic backgrounds.

IMPROVING MARKETING CONDITIONS FOR WOMEN FISH VENDORS IN BESANT NAGAR MARKET: DOCUMENTATION AND LESSONS LEARNT

By BAY OF BENGAL PROGRAMME/ GCP/RAS/118/MUL

Introduction

Orur and Olcot Kuppam are twin fishing villages on the beach front of the Besant Nagar area of southern Madras. Rapid expansion of the mechanized fishery and acute pressure on fishery resources have led to diminishing catches of the kattumuran fishery in the two villages. Their problems have been accentuated by their proximity to an urban centre and the villages have remained relatively neglected and isolated and have not been able to avail of the vast opportunities the city has to offer.

In 1987, while BOBP was doing technical trials of their beach landing craft at the sea front of Orur and Olcot Kuppam, they were approached by the villagers for help to deal with their numerous difficulties.

Activities

A participatory survey of village needs and problems was carried out by a BOBP community worker. Among other observations, the community worker noticed that the women were buying very little fish from the auctions of the beach landing craft landings - it was the first time the people talked about the problems they faced with marketing because of the lack of a proper facility.

A poster exhibition was held in the village in early 1988 in which the problems that came out in the participatory survey, like alcoholism, poor housing, low levels of literacy, diminishing catches and lack of alternative employment were highlighted in order to provoke discussion. The marketing problem began to emerge as a priority issue.

A women community worker was appointed to work on the marketing problem with women fish vendors and began meetings with the women.

By the end of 1988, roles were clearly defined for the market. The Corporation of Madras (CM) would construct the market, the women would run it and BOBP would assist in market design and training of the women to manage it.

Problems arose with the site selected and the women pressed the CM for a new site on which the market was finally constructed. During training, the women discussed and agreed to become a registered society. In August 1990, the fish market was handed over to the women.

Regular Weekly Meetings

Initially, BOBP found it difficult to attract the women's interest in regular discussions. However, once the discussions began shaping up into concrete reality, enthusiasm began to build up and the meetings became an important forum. One result of the meetings was that the women started a common development fund to meet group expenses and to give small loans to members of the group at a nominal rate of interest. This fund played an important role in making them function as a group.

Training

BOBP organised eleven one day training programmes which were aimed at getting the women to function as a group, communicate, discuss, analyse problems and work out solutions. Each training session was planned in such a way that its contents were based on the women's current concerns and the level of development of the group. The

methods chosen were role playing, simulation games, structured exercises, field visits, case studies and street plays.

Formation and Growth of a Group Through a Participatory Approach For BOBP, working with these communities was essentially an experiment to test the participatory approach. Forming a group is a slow and painful process which requires a great deal of time. Various processes in the group developed in different ways:

Leadership: It took a very long time for any definite leaders to emerge which was a positive factor because it forced different people to take responsibilities each time. The women finally chosen as leaders were people whom everyone trusted - literacy was also considered an important factor.

Democracy: Although the BOBP facilitator knew it was important to introduce democratic principles, in reality it was very difficult for people who came from different frameworks to participate in sharing power. Women felt that literacy was a major factor on the extent to which women exercise their control over events.

Decision-making: BOBP found that if the group is not allowed to make mistakes, it is definitely hindered in its growth. However, it is important that the facilitator is there to help the group through a crisis.

Participation: The difficulty lay in getting the women to realize that the community worker is only there as a guide and they would have to find solutions themselves.

Empowerment: At the beginning of the group formation, there was a strong feeling of powerlessness. BOBP has learnt that is not possible to overcome this feeling just by putting the group through a hypothetical situation. Whilst training helped, the group had to go through an actual situation before they felt capable of doing anything on their own.

Trust: There is only a certain degree to which group members are able to trust each other. The level of trust is often influenced by cultural factors and thus limits the extent to which collective action can occur.

Conflict: The group has still not reached a stage where they can resolve conflict through discussion in a rational manner. They still need a mediator.

Conclusion

The market has been handed over to the women and now the main concern that lies ahead is whether they will be resilient enough to cope with the ups and downs of an organisation.

FRESH FISH KIOSK, PLACONDJI-COTONOU, BENIN

By D.Tempelman, community Development officer

Integrated Development of Artisanal Fisheries in West Africa, GCP/RAF/192/DEN

Introduction

The overall objective of the Integrated Development of Artisanal Fisheries programme is to assist interested countries in the development and management of their small-scale fisheries to achieve optimum social and economic benefits through a community-centred approach. Within this general framework, the Model Project in Benin (MPB) undertook a pilot function by adopting a participatory approach and the integration of fishery related activities. The MPB began in mid-1984 and finished at the end of 1989, whereas funding for the Regional Programme is to date assured until the end of 1993.

Preparatory Assistance

Placodji is an urban area, located next to the port of Cotonou. Preliminary contacts with women in Placodji indicated that they were interested in starting small-scale businesses in order to improve their financial situation. The weak economic position of women in Placodji was compounded by a general lack of managerial skills to maintain a family budget or the accounts of a small business.

In collaboration with the area Social Centre, the community organiser of the project (who speaks the local language) initiated a course on basic principles of management in October 1987. Some 25-30 women of different literacy levels participated. Course material was based on the active participation of the women.

An accelerated numeracy course was included in the general course for individuals without any schooling. Six of the eleven illiterate women participated and only one dropped out. She was replaced by someone else who managed to catch up with the help of extension workers.

Setting-up the Kiosk

It was not the initial intention of the course to set up a fresh fish kiosk. However, because the fishing technology section of the MPB was having problems marketing the increased volume of fish brought in by fishermen doing practical training at sea, it was proposed that the women from Placodji would market the fish. During discussions on how to integrate these two activities, the idea of a fresh fish kiosk was born.

The management course was slightly re-oriented to prepare the women for their new tasks. The operational details of the kiosk were decided step by step as and when particular situations come up - allowing the women to fully participate in this process.

The MPB provided for the installation of the kiosk and purchase of equipment (=US \$1200) as well as the initial working capital (US\$ 175). The women had to reimburse the MPB for the working capital and some of the equipment.

The kiosk became operational in June 1988, and 11 women, including the 6 women who attended the literacy course, wanted to work in the kiosk. They were divided into 2 groups working alternate weeks.

Results

Initially fish was purchased from the fishing technology section of the MPB at the official price. However, a month after operation, the experimental fishing and training course was stopped, for a number of reasons. This meant that the women had to obtain fresh fish on the open market at prices higher than the official price. No real problems arose during the peak fishing season, but during the low season, women were unable to gain access to fish as they were new to the business and at times the kiosk was closed for lack of fish. However, the kiosk remained open until January 1990, when the scales and weights were stolen. The time it took to solve this problem, coupled with a poor supply of fish meant that the kiosk did not reopen until June 1990.

Gross returns were highest in the first six months of operation and it was during this time that the loan was paid back to the MPB. Throughout 1989, returns were greatly affected by problematic fish supply, the consequent fluctuations in the purchase price of fish and the serious deterioration of the Benin economy. Coupled with a low turnover and the need for more ice to keep fish fresh, costs were also increasing.

Problems Encountered Within the Group

By the end of 1988, 5 women had left the group. Part of the reason for their departure was that individual returns were low (US \$ 10 - 13/month). In some ways, the reduction of group size to six women was beneficial as individual returns remained relatively constant despite a reduction in overall returns.

Tension in the group had arisen when unauthorised borrowing of money from the cashbox by members of one sub-group took place. They were suspended from working in the kiosk for one month. For this reason a solidarity fund was initiated in January 1989 from savings of women to cater for emergencies and to benefit all women equally.

Increasing amounts of fish sold were not recorded and this problem was solved by holding the women who weighed the fish responsible for any non-recorded fish sales.

A group spirit did not automatically arise when the women started to work together and the more out-spoken women tended to take advantage of the less-outspoken women. In addition, the semi-literate women lacked confidence in their tasks and so after 4-5 months schedules were made to distribute tasks evenly.

Although the selling of fish on credit was not allowed it took place and by the time the kiosk was forced to close in January 1990, there were substantial outstanding debts. The women ensured project staff that they wanted to restart the kiosk and that they would try to recover the debts. Reclaiming the debts wasn't very successful and after 6 weeks the women were asked to come up with another solution. The group decided that those women responsible for selling on credit would be personally responsible for the debts and would have to repay them from their future benefits.

Concluding Remarks

In retrospect, and based on gross returns, eleven women may have been too many for the kiosk. The decision to involve a particular number of women is complex and cannot be solved by just looking at the returns. Consideration has to be given to the amount of the preparatory assistance which could not have been arranged for just 5 women and the difficulty in anticipating the number of women that may withdraw.

Some of the factors affecting the reduction in the returns were difficult to foresee. However, lower benefits may mean that one reaches a poorer target group, as these levels of returns may not be attractive enough for women better off.

The most crucial moment in the learning process of the group was when they had to deal with the outstanding debts and theft of equipment. They expected another loan from the project but were forced to find a solution for themselves. It was a major achievement that the women themselves found a way out and managed to buy a new scale and weights from their own savings.

Finally, the project has no idea about the effects of the general management training on those women who did not join in the kiosk. For those who worked in the kiosk, remarkable changes have taken place in their attitudes and capacity, especially in the women without any previous schooling. This new confidence and the changed attitudes are basic preconditions for any further development of the women.

THE ROLE OF WOMEN IN FISHERIES

By C.S.P. Msege and R.K. Waya, Research Officers, Tanzania Fisheries Research Institute

Introduction

The study was carried out in order to provide a better understanding of the role of women in fisheries. Interviews were conducted with women at markets and landing beaches in Kyela, Ludewa and Mbinga districts of Tanzania. Interviews were conducted during the wet and dry season. During the wet season, a total of 111 fishermen, 34 fish processors (31 women), and 61 fish traders (19 women) were interviewed. During the dry season, 129 fish catchers (including 93 women), 40 fish processors (29 women) and 59 fish traders (34 women) were interviewed.

Fishing

In Kyela district, during the wet season, women are not engaged in fishing but concentrate on crop cultivation. However, during the dry season, women fish in ponds and rivers when the water is low enough to enable catching fish with traps, hands or spears. Often this kind of fishing is carried out in a group, with men, women and children. The fish caught is used for household consumption.

In Ludewa district, a few women fish using boats and gear owned by their husbands. No woman owns gear or a boat. The fish caught is usually sold to fish mongers at the beach.

In Mbinga district, no women are involved in fishing, probably because there are many crocodiles and because, unlike the other two districts, there is a traditional belief that women bring bad luck to fishing boats.

Processing

There are three methods used to process fish: sundrying, hot-smoking and frying. In Kyela district, the most common processing method is frying. Large fish, such as Bagrus spp. and Clarias spp. are cut up into small pieces, fried and sold at markets, bars and clubs. In Ludewa and Mbinga districts, women buy fish from the beach and process them by smoking.

In all three districts, E. sardella is sundried after washing and boiling.

Marketing

Fish marketing is the greatest single source of income for women. In Kyela district, women sell fresh and processed fish at markets. In Ludewa district, women sell processed fish to passengers from the lake's ships but because of transport problems, they are unable to take fish to distant markets. In Mbinga district, women often club together in order to hire vehicles to take their processed fish to distant markets.

ENHANCED WOMEN'S PARTICIPATION IN FISHERIES DEVELOPMENT IN MALAWI

By Dr. J.G.M. Wilson

**Fisheries Extension Advisor, Malawi-German Fisheries and Aquaculture
Development Project (GTZ)**

Introduction

The main project goal is to improve the utilisation of local resources for fisheries and fish production. The Programme, which has been running since May 1987, is based on Lakes Chilwa and Chiuta, in the Southern Region of Malawi. These lakes yield between 15-30,000 tons of fish per year, of which over 60% is smoke dried and about 30% sun dried, with only about 10% sold fresh.

Introduction of smoking kilns

The Project has concentrated on improving fish smoking methods by promoting the construction and use of smoking kilns. These kilns are an adaptation of the Ivory Coast kiln and are made in mud bricks, burnt bricks, stone or flat iron sheets, the latter being portable and therefore particularly appropriate to the fisherman living out in the marsh (Typha swamp) which covers over 1/3 of Lake Chilwa, or who migrate with fluctuations in the lake level and the fish catches.

All these kilns, of which there are now over 400 on 80 different fish landing beaches, have been constructed by the fishermen and fish processors themselves and are privately owned. They are either used by the owner or rented to other fish traders - which in itself generates a substantial source of income.

These kilns offer many advantages over the traditional methods of smoke drying ("roasting") on a wire mesh over an open fire:

- Fuelwood consumption (and cost) is reduced to approximately 1/3.
- The quality of the product is much better resulting in faster sales, higher prices (up to double) and greatly reduced losses from spoilage by mould or insects.
- The fish is dried much more quickly (especially if it was previously sun-dried), and much larger quantities can be processed at one time, thus streamlining the trader's business.

Above all, the improved kiln eliminates the severe physical stress and hardship from the heat and smoke imposed by the traditional method, which also requires constant attention for long hours, and is thus particularly unsuitable for women.

In 1988, on Lakes Chilwa and Chiuta only 16% of the fish traders were women and the proportion who processed the fish themselves was even lower.

Project activities for women

The project has since focused on women in the development of the fishery. Since January 1990, 25 women's fish smoking clubs, with a membership of about 350 women, have been established around Lake Chilwa and Chiuta. Two clubs have been lent improved plank canoes by the project at their request, in order to improve their access to fish supplies by renting to the fishermen. This also generates revenue for the club, both to purchase their own plank canoe and to build more smoking kilns and fish smoking houses. This scheme is now being extended to more clubs. In addition 10 clubs will also build fish stores, for their own use and for rent to other fish traders. Each club has also

been assisted to set up its own tree nursery for fuelwood production, and sale of seedlings, the tree species being selected for their suitability for fish smoking.

Project impacts

The women who have adopted fish smoking have clearly gained considerably, not only in financial terms but also in status and self confidence.

The Promotion of Women Project (GTZ) in Malawi has also been assisted to establish 4 women's fish smoking clubs at Makanjila on the south-east shore of Lake Malawi. These clubs have further developed their own services and credit with great success and this will be promoted among the women's clubs on Lakes Chilwa and Chiuta.

The motto of the women's fish smoking club is :

"Tigwiradi Nchito - we mean business!"

ROLE OF WOMEN IN THE DEVELOPMENT OF FISHERIES OF LAKE KIVU

By Lina Many

MINAGRI/UNDP/FAO - RWA/87/012

Introduction

The Fisheries Development Project on Lake Kivu (Rwanda) is now in its third phase. It started modestly in 1979, following what proved to be a successful introduction of a clupeid Isambaza (Limnothrissa miodon) from Lake Tanganyika to Lake Kivu in 1959. Its main objectives are the rational exploitation of Lake Kivu fisheries resources in order to increase the protein supply and create employment and revenue opportunities.

Due to rather unique circumstances such as no previous fishing, a virtually monospecific fishery and no local tradition to consume the fish, the project staff has been called on to intervene in various areas of fisheries development. Fisheries biology, (fishing and postharvest) technology and marketing were the main areas of intervention.

Considering the fact that the project had to develop a market for an introduced and thus previously unknown fish species a considerable effort was necessary in order to establish the market. Consequently, the project mounted an intensive promotional programme, based on nutritional education and cooking demonstrations for schools, health centres, local restaurants etc.

The project provided credit to the fishermen and is establishing the basis for fisheries administration and management. Local personnel are continuously being trained in all areas of fisheries development.

The women in Rwanda

The Rwandese nucleus family consists of the husband and his wife (or wives since the practice of polygamy exists, although lately diminishing) and their unmarried children. It may also include unmarried brothers or sisters and the old. Inheritance is patrilinear. After the marriage, the wife lives with her husband and their children belong to the man's family. The husband must pay a dowry to the family of the bride in order to legitimate the marriage. As long as this is not paid, the woman can take her children back to her own family.

The social position of women is inferior to that of a man. Women have little or no influence on decision making. Women cannot inherit land from their husband nor from their own family.

Farm labour within the family is divided by sex, Banana cultivation, cashcrop production and animal husbandry is done by the men and food crop production is done by women.

Study of women marketing Isambaza in Gisenyi (Rwanda) and Goma (Zaire)

This study was executed by the economist of the project (FARHANI, 1990). Daily observations of 10 women over a period of 2 months were made. Main objectives of this study were to:

1. to conduct a technical analysis of the small-scale fishtrade;
2. to determine the profitability of marketing Isambaza
3. and to compare Rwandese and Zairese fishwives in the bordering villages of Gisenyi and Goma.

Isambaza is bought per kilo for a fixed price and paid for in cash. Sometimes Isambaza is bought by these women on exterior markets for a relatively low price: these Isambaza are very small and are caught with very fine nets. The fish is transported in a bucket or on a laminated wooden plate, which the women carry on their heads. Women of the same market determine the price of Isambaza every morning and they all sell them at that price. Depending on the supply and demand, the price changes from day to day. The average daily amount bought by the fishwives is 17,1 kg. The fish which is not sold the same day is either smoked (in Goma) or dried (in Gisenyi) for better conservation.

Survey findings

Based on the actual data obtained from the interviews, average net earnings per women per day of Gisenyi and Goma women are 183, 55 and 185,48 FRW respectively (80 FRW = 1 US\$) . According to Farhani, (RWA/87/012/DOC/TR/227) , given that respondents often underestimate earnings, the realistic estimate of the net earnings per women per day were found to be in the order of 298,58 FRW for Gisenyi women and 452,49 FRW for Zairese women. Comparing these findings with the fact that daily minimal wage for general agricultural work is at 100 FRW, small-scale Isambaza trading has proved to be profitable. Zairese women obtain higher profits than Gisenyi women mainly due to lower operating and purchasing costs, longer experiences in fish trading and marketing and an established market for fish.

General observations and recommendations

The Fisheries Development Project on Lake Kivu was designed to be a 'typical gender-neutral' project. There is no special consideration for women stated in the project objectives. However gender specific fisheries activities have been developed: Isambaza is fished by men (an estimated 2300 fishermen on the lake) and the processing and marketing is done exclusively by women (for the whole lake, an estimated number of 3500 women are involved in the processing and marketing circuit).

Socio-economic and cultural information on the project's women beneficiaries are unknown. Such information collection can be included in future project activities, which will enable to assessment of the socio-economic impact of project activities on these on these of women beneficiaries.

INTRODUCTION AND ACCEPTABILITY OF THE CHORKOR SMOKER IN NIGERIA

**By J.O. Bolaji, Chief Fisheries Economist, Federal Department of Fisheries,
Nigeria**

Introduction

The Federal Department of Fisheries carried out two case studies on fish processing before and after the introduction of the Chorkor smoking oven. The studies were carried out in Igbekki/Ode-Omi in Ogun State (a maritime state) and Ipata in Kware State (an inland state).

Case Study One

Igbekki/Ode-Omi is an isolated fishing community, accessible only by boat. The fish landing beach is 7 kilometres away from the village and is generally reached by foot. The main fish landed are small pelagics, of which 'bonga', Ethmalosa spp. predominates.

The government built a fish smoking centre near the beach equipped with traditional drum type smoking kilns. Smoking of fish usually takes 7-9 hours. The main disadvantages of the oven were high fuelwood consumption, high maintenance costs, poor working conditions due to heavy smoke and high post harvest losses.

The Chorkor smoker was then introduced as an alternative to the traditional smoking kiln by the government. Before the introduction, women were organised into cooperative societies in order to utilise the new ovens communally. The women actively participated in the construction of the oven and local carpenters were employed to construct the smoking trays.

Initially, the women were dubious of the benefits of the Chorkor smoker but after adapting the smoker to their requirements they saw the advantages and readily adopted it. In addition, they have worked out a system for processing fish together as a group. Each women labels her own tray and they all contribute to the costs of firewood. They pay a nominal rent into a common fund and charge rents to other women processors outside the group who wish to use the oven. These funds are used for maintenance of the oven and for replacement trays.

The women can now handle larger quantities of fish over a shorter time period and they claim that they are economically better off. However, their ability to smoke greater quantities of fish means that they require more capital to purchase fish. They have now requested the Department of Fisheries to assist them in obtaining loans as cooperatives from the Peoples Bank, a bank which does not require collateral.

Case Study 2

Ipata fishing community is located along the banks of the Niger. About 3 0% of the women in the community are involved in canoe fishing with nets and traps. Women smoke fish by coiling the fish and holding them together with sticks before arranging them on traditional smoking kilns.

The women of Ipata were already organised into cooperative societies by the State Fisheries Division when the Chorkor smoker was introduced. They actively participated in the construction of the Chorkor smoker but during smoking trials the women bluntly refused to change their way of coiling fish before smoking because they felt that their customers would find it unacceptable. However, they easily adapted the Chorkor smoker to suit their needs.

The Chorkor smoker has now been accepted and the smoking centre has been developed into a smoked fish market. People also come from neighbouring villages to smoke fish. In recognition of these successes, the local government authority has acquired and fenced off a large area of land to develop the centre into a modern fish market and have formally requested the Department of Fisheries to assist them with the construction of more ovens.

Some women processors have also started to construct a one chamber oven in their back yards.

The women processors also need more working capital and efforts are now underway to assist them to obtain loans from the Peoples Bank.

Conclusion

The Chorkor smoker is acceptable to both small and large-scale processors in both communities. Women of both communities agree that the Chorkor smoker saves wood which is becoming increasingly scarce. The oven also saves time and produces a better quality product which can command higher prices.

The United Nations Fund for Population Activities has now indicated it's interest and support for providing women in rural fishing communities with some basic needs that may increase their socio-economic well-being. A project proposal, which includes further introductions of Chorkor smokers, a loan scheme, health care centres and a non-formal education for sites in four states has now been submitted.

APPENDIX 5

THE INSTITUTIONAL FRAMEWORK FOR INTEGRATION OF GENDER ISSUES

Introduction

Methods to integrate gender issues have to be developed within the institutional framework in which the development process operates. For FAO fisheries and aquaculture development activities, this framework has four main agents: communities, FAO, national governments and donors. Sometimes, linkages between these agents can be weak, but the role of each agent is described below.

Communities

The key agent within this framework is 'the community', which should be responsible for the identification of their development needs. Communities convey these needs to governments, FAO and donors through channels such as the extension service or existing field projects. Equally, results of other development activities are transmitted back to communities through these same communication channels.

FAO Member Governments

FAO member governments provide the formal channel for linking communities with national planning structures and with development assistance through field projects and activities.

Government administrative structures, development policies and priorities also provide the overall environment in which field projects operate. Results of project activities are fed back to governments from the communities, the projects themselves, donors and by FAO.

FAO Fisheries Department: Regular Programme

The FAO Regular Programme is planned and implemented through the decision making processes of FAO member governments, the Committee on Fisheries and the FAO council and conference. The FAO Fisheries Department sets priorities based on the views and recommendations of the Committee on Fisheries and regional fisheries bodies (such as CECAF, WECAF) which reflect member government development priorities in the fisheries sector.

Regular Programme resources come from member government contributions. These funds are mainly directed towards supporting field activities and take the form of policy advisory services, technical support to member countries, technical and operational backstopping. In addition, most field projects are conceived, identified and formulated through Regular Programme activities. Regional fisheries bodies and regional offices also come under the Regular Programme.

The Core Group on Women in Fisheries acts as the coordinating mechanism for Regular Programme gender-related activities in the various divisions of the Department of Fisheries at FAO headquarters. The Group also serves as a consultative body and aims to ensure that gender issues are properly addressed in regular and field programme activities. However, the Group's functions are limited because it has no specific budget allocation and relies on the commitment of a few individuals and disbursements of Regular Programme funds, allocated to the various divisions within the Fisheries Department.

Finally, the Inter-Departmental Working Group on Women in Development (IDWG/WID), helps to facilitate linkages on gender-related activities between other departments in FAO such as forestry and agriculture.

FAO Fisheries Department; Field Programme The Field Programme is a direct result of the interactive decision making processes between governments, FAO Regular Programme activities and donors. The programme plays a key role in implementing strategies for fisheries and aquaculture management and development. Funding for field projects comes from two main sources: donors and the contributions of FAO member countries.

National, regional and global projects are usually formulated by counterpart governments, with the assistance of FAO. They are then planned and executed within the context of national development policies and priorities.

Results of field activities are fed back to FAO and reflected in the Programme of Work and Budget and whilst field projects often play an important role in identifying development opportunities and formulating future project ideas. Within this process, global and regional programmes play an important and catalytic role because of their specialized geographic and subject knowledge base.

Donors

Donor-funded projects are executed by FAO through the Field Programme. Of the total project budget, 13% is retained by FAO headquarters for backstopping and administration of these projects.

Results of, and experiences learnt from, field activities are fed back to donors as part of the monitoring and evaluation process. These results contribute to decisions made by donors concerning future funding policies and priorities.

Consequently, donors' funding policies will often have an impact on the design and approaches of field projects. Over the last few years, many donors have included "Women in Development" as a priority area for funding, which has been reflected in the activities of a number of field projects in the fisheries and aquaculture sector.

APPENDIX 6

WORKING GROUP GUIDELINES

AQUACULTURE WORKING GROUP

The project entitled "Development of Fish Farming" aims at promoting fish farming in rural areas. The first phase started in 1987 and ended in 1989. This phase was successful in terms of number of people who have taken up fish farming. However, all fish farmers were male. Therefore, the following section was included in the project document for the second phase (1990 - 1992) of the project :

"the project should ensure that women will also share significantly in the benefits of the fish farming development project."

A socio-economic study, carried out in the beginning of 1990, revealed the following information.

Female-headed households

35% of the households in the project area are headed by women. Several of these women have shown interest in fish farming.

They can be subdivided into three categories (in order of importance):

- Permanent female-headed households where the head is either divorced or widowed;
- de facto female-headed households which are female headed due to male migration, desertion or unmarried motherhood;
- periodically female-headed households which may be one of several units attached to an adult male through polygynous marriage, or households where male migration is on a seasonal basis.

Categories of fish farmers

There are basically two types of farmers who adopted fish farming: small-scale farmers (selling less than 50% of their crops) and semi-commercial farmers (selling more than 50% of their crops but not all)

The small-scale farmers grow local maize, beans, groundnuts, sweet potatoes, pumpkins and they often have a small vegetable plot. They keep less than 15 chickens, an average of 5 goats and some may have 1 or 2 cows. The land is allocated by the village headman. In this sector women are responsible for food production and also have to work on their husband's cash crops since they can not afford to hire labour. The major objective of the current pond owners is to produce fish for local sale (which does not exclude that part of the fish which is actually consumed.)

The semi-commercial farmers are often retired civil servants who settle as farmers in a settlement scheme outside their home area. They have title deeds to their land. They concentrate on the cultivation of cash crops for which they usually employ hired labour. Besides assisting their husbands with the cultivation of cash crops by supervising labour, women are responsible for subsistence farming. No workers are being hired for food crops. Fish is mainly produced for the district market.

Access to and control over resources

Land. The ethnic groups which inhabit the project area are matrilineal of origin. However, nowadays ownership and inheritance of land often follows the male line. Women can obtain usufruct over land. Title deeds are practically always issued to men.

Labour and time. Work in the households is divided according to sex. The domestic role is assigned to women. Men and women both spend time in agriculture although there is a tendency that men concentrate on cash crops and women on food crops.

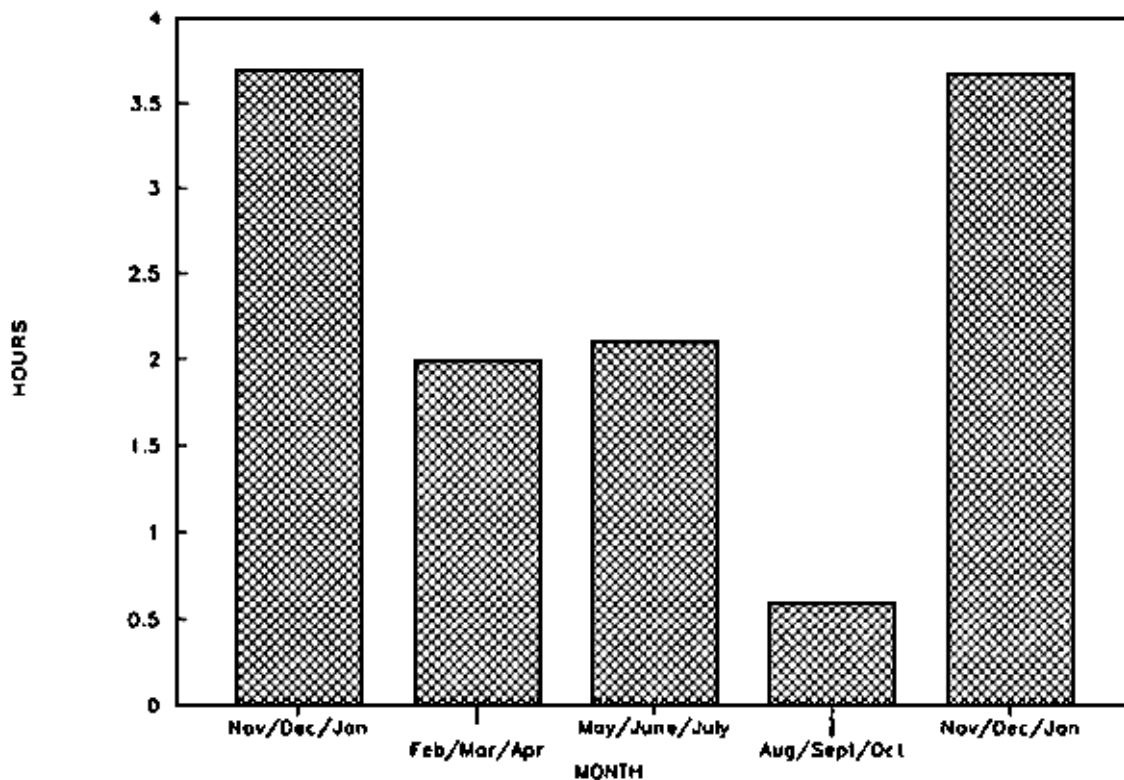
Table 1: Average time spent on various activities by sex (in hours per day) of a small scale farmer.

Activity	Men	Women
Domestic duties	0.5 hrs	4.5 hrs
Agriculture	2.5 hrs	2.0 hrs
Leisure	5.0 hrs	3.0 hrs

Generally speaking, labour and time are thus not available to women on the same basis as men.

The seasonality of the labour inputs in agriculture is represented in figure 1.

Figure 1: Average number of hours spent per day on agricultural activities according to season.



Equipment. Hoes are easily available in villages but not every one owns a shovel or a wheelbarrow. The few persons who own these tools do occasionally lend them out. Semi-commercial farmers do own these tools and sometimes have access to mechanized labour.

Fingerlings. Ideally, the first batch of fingerlings is supplied by the Department of Fisheries at a (subsidized) government price. Afterwards fish farmers are supposed to keep their own fingerlings for restocking. Because the supply of fingerlings is limited there is a long waiting list which has induced a lively informal trade in fingerlings costing 10 times the price of Government fingerlings.

Capital. Small-scale farmers in general and women in particular have little capital available.

Fish feed and fertilizer. Small-scale subsistence farmers use on farm by-products either to feed their fish or as inputs for composting. Semi-commercial fish farmers buy manure from neighbouring farmers and/or purchase maize bran and mill sweepings from the grinding mill (the fish farmer has to provide transport).

Knowledge on fish farming. Semi-commercial farmers usually find it easier than small-scale farmers to contact extension officers. Moreover, the extension service usually works with men as heads of households therefore women have little information on fish farming. Transfer of information within the household seldom takes place.

Tasks allocation in fish farming

Men usually excavate ponds. Often the wife and children participate in transporting dirt. Semi-commercial farmers often hire labour for pond construction. Feeding and fertilizing can be done by men, women or children or in the case of semi-commercial farmers by their worker(s). Hooking fish for home consumption is usually done by men or children. The whole household assists during the harvesting (complete drainage) of the pond. Marketing of fish can be done by both men and women.

Decision making in fish farming

The decision to start fish farming is usually taken by the owner (men in this case) in consultation with his wife. The owner allocates the tasks but in case he is absent, the wife will take decisions concerning feeding and fertilizing. The decisions to take some fish for home consumption and when to sell fish, are made jointly. The owner may give his wife a share of the money received, depending on her assistance in fish farming activities.

Fish farming extension service

The majority of the extension officers is male. The budget of the Department of Fisheries only allows for the recruitment of few extra women.

TOPICS FOR DISCUSSION

1. Identify the different target groups for the 'Development of Fish Farming' project. What criteria were used to distinguish the target groups? Why?
2. What are the needs (e.g. fish for home consumption. Fish for barter, money) of the different target groups.
3. Carry out a constraint analysis from a gender perspective (what are the specific problems of female target groups in starting fish farming; possible conflicting interests between different target groups and specific problems of women in these conflicts; constraints in management of fish farming)
4. What other information may be needed?
5. What are the opportunities for women and/or the project to solve these problems?
6. Formulate strategies to ensure the reinforcement of women's participation in fish farming.

FISHERIES WORKING GROUP

Fisheries Sector Development Objectives

- (1) increase national fish production.
- (2) increase the economic and social benefits of the fishery in the artisanal sector.
- (3) enhance the role of women in fishing communities.

Proposed project site

The fishing community is located in a coastal area, 200 km from the capital. Three small towns are 60 -100 km away by a dirt track.

Population

A recent census carried out during the dry season gave the total population as 1250 inhabitants distributed as follows:

Adult males	300
Adult females	300
Boys <15 yrs	400
Girls <15 yrs	250

Earlier studies have indicated that the population decreases by 25% during the rainy season mainly due to migrant fishermen returning to their home villages.

There are two main ethnic groups, the Exe and the Zed. The Exe form 60% of the population and the Zed account for 40% of the population. Both groups are involved in all aspects of fish catching, processing and marketing but there is some conflict between them and they tend to live in geographically distinct areas in the village.

The Household

The village is characterised by the following household types:

- (1) Households of owners of the pelagic boats. These are generally large households where the boatowner has two -four wives, depending on the wealth of the household head. The economic activities of the household are all centered around fishing and some crew members and their families may also live in the same compound.
- (2) Households of crew members. In these smaller households, fishing is also the main economic activity and the wife of the crew member may be a small scale fish processor or involved in another economic activity, such as petty trading.
- (3) Households of owners of small boats. These are small, poor households carrying out similar activities as those in (2).
- (4) Non-fishing households involved in a number of economic activities - usually small, poor households.
- (5) Female-headed households (FHH). There is considerable variation within this household type:
 - de jure FHH who are widows of large boatowners and
 - oversee the fishing operation;
 - de jure FHH who are large-scale fish traders;

- de jure FHH who have no access to a supply of fish
- and are involved in small-scale economic activities.

Economic Activities

The village is a permanent settlement and fisheries and fisheries-related activities form the predominant economic activity.

Nutritional Status

The nutritional status of adults and children is generally good, wealthier families tend to eat twice a day and poorer families eat once a day.

Fish Production

There are three currently under-exploited fisheries:

- (1) Small pelagic fishery using ring nets from large canoes. Half of these canoes are motorized and there is a trend towards motorization. All those actively involved in the fishery are men. It is a year-round fishery with a four-month peak season.
- (2) Demersal fishery caught from small dugout unmotorized canoes (crew size 1-3) using passive fishing gear such as gill nets and hook and line. Fish catchers are all men. It is a year-round fishery.
- (3) A shore-based fishery catching octopi and crustaceans from the rocky intertidal areas. Harvesters are all women. It is a year-round fishery.

Fish Processing

Apart from locally consumed fresh fish, all fish is smoked on traditional smoking ovens. Crustaceans and octopii are dried. The smoking process depends on where the fish is marketed. At local, small markets, only fish that has been smoked for one day is sold, while at the distant markets fish that has been smoked for 2 -3 days is sold. Although most processors are women, a few men are also involved.

Fish Marketing

Fish marketing is mainly carried out by women - often both processors and traders. There are also a number of men involved in larger scale fish marketing.

Fisheries-related activities

Net menders, boatbuilders, fuelwood collectors are all men. Fish carriers (beach to processing area) are young women and girls.

Non-fisheries related activities:

A significant proportion of the community is engaged in economic activities which are not directly related to fishing. These occupations either provide essential services to the community eg. shopkeepers, tailors, bakers, traditional midwives and healers, or provide subsistence income needs for large numbers of the poorer members of the community such as petty trading, selling cooked foods, agriculture. Most of those involved in the latter are women.

All households have vegetable gardens which are tended by women, and maize farming which is undertaken by men. Vegetable gardens and fields are on average, 2 km from the village.

Household Budgets

The majority of husbands and wives maintain separate business accounts. They organize their own businesses independently and are responsible for all decisions and expenditures on their economic activities.

Household expenses, including school fees are divided between husband and wife with each having clearly defined responsibilities. Husbands are generally expected to pay for the building and maintenance of the house and the majority of school fees, whilst wives are expected to pay for food and day-to-day household expenses.

However, women from poorer households have less control over the income earned from their own economic activities because these households have so few resources that anything earned by husband or wife goes immediately to pay for household expenses and food.

Community Services

There is a mobile clinic which visits the village once a week. A primary school is located in a village 5 km away. There are sufficient hand pumps supplying fresh water although during the dry season there can be a scarcity of water.

Credit

There are a few sources of informal credit. Savings associations (for both men and women) play a minor role in financing economic activities. Wives of boatowners, large-scale processors and traders frequently lend money to fishermen/boatowners for daily operating expenses and the money is repaid with free fish or fish at a reduced price.

Fishermen provide fish to processors on short term credit who repay once they have sold their smoked product. The processors may also provide small advances to fishermen. Fish traders (wholesalers) may extend short-term credit to their customers, repaid in cash once the fish has been sold.

There is no institutional credit available.

The Status of Women : Economic Activities

Fish catchers and processors; These are generally wives of the demersal fishermen or come from small female-headed households. Fishing is a part-time activity and is usually combined with subsistence agriculture. Fish, crustaceans and octopii are sun-dried and sold at local markets or to fish traders.

Large-Scale Fish Processors; These are usually wives of owners of the pelagic boats who are involved in large scale processing of fish. Often they hire other women to help in the processing of fish.

Small-scale fish processors; These women process small amounts of demersal and pelagic fish for sale at local markets. They may undertake other economic activities such as petty trading. Access to fish is sometimes difficult as they are often unable to extend credit to fishermen. They sell at local markets or to fish traders.

Large-scale fish traders; There are two types of trader: those that come from the village and those that come from outside the village from other towns to buy smoked fish. They bring other foodstuffs and items for sale in the village. Many have kinship links with catching and/or large-scale processing households in the village and a few of these traders are also boat and gear owners, who receive a share of the catch as rent. They may also hire women in the village to process fish for them and pay them in cash.

Petty traders; Usually no access to a supply of fish and can be involved in a variety of income-generating activities.

Constraints

The following constraints have been observed:

- (1) Fishermen from the smaller boats are limited in their catching capacity by lack of gear and a limited fishing range. The pelagic fishery is facing increasing costs due to increased capitalisation and is passing these costs onto the beach price of fish.
- (2) Increased capitalisation of the pelagic fishery has meant that fishermen require larger amounts of credit to cover fixed and variable costs. Fish processors are finding it increasingly difficult to give sufficient credit, and large scale fish traders are stepping in. This secures them greater access to fish supplies at the expense of autonomous processing enterprises.
- (3) With more women becoming employed as fish processors, there may be a decline in women's income, well being and nutritional status of household.
- (4) Problems in fish processing: high spoilage rate, health hazards and shortage of fuelwood requiring processors to spend more time looking for wood.
- (5) Shortage of fuelwood is also causing serious deforestation in the areas around the village.
- (6) Small-scale processors and traders are finding it difficult to raise enough working capital to buy fresh fish.
- (7) Fish trading is clearly the most profitable economic activity in the sector, and more people are interested in taking it up, including men. However, increasing fish production may decrease prices but increase workloads of traders and processors.
- (8) Expansion of the fishery may lead to increased pressure on the support services of the community.

TOPICS FOR DISCUSSION

1. Select the different target groups for a proposed project. What criteria were used to distinguish the target groups and why?
2. What are the perceived needs identified of the selected target groups?
3. Identify the constraints (from a gender perspective) of the different target groups?
4. What are the opportunities for the project to solve these constraints?
5. What further information is needed?
6. Formulate strategies to ensure that the participation of women, and the role of gender issues is enhanced.