

CROSS CURRENTS

Navigating Gender and Population Linkages for Integrated Coastal Management



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Navigating Gender and Population Linkages for Integrated Coastal Management¹

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I. Strengthening Integrated Coastal Management-Gender-Population Linkages

Although integrated coastal management (ICM), gender and population organizations share a common interest in sustainable and equitable development of coastal areas, each group views the coast through a different lens:

- *For ICM practitioners, **coasts are threatened ecosystems*** where participatory planning, policies and institutions will lead to sustainable economic development and the protection of unique biological resources.

For example, human activities threaten 60 percent of the world's coral reefs.

- *For gender specialists, **coasts are settings of inequality*** in which men, women and their children have different levels of access to productive resources, resource decisionmaking and leadership opportunities.

For example, women comprise 2/3 of the world's illiterates—contributing to their exclusion from decisionmaking at many levels.

- *For population specialists, **coasts are sites with high birth rates***, increasing numbers of economic and ecological migrants, rapid urbanization and globalization and tenuous food security.

For example, by 2025, 75 percent of the world population will live within 150 km of the coast.

For coastal managers and donors, there are four main advantages to greater collaboration with organizations working on gender and population issues:

- Improved governance and planning. The success of coastal planning depends on good information, broad-based partnerships, transparency, expanded citizen access to information and coastal decisionmaking bodies. To understand the social landscape as clearly as the ecological landscape, coastal managers need accurate information. They need new data collection methods to determine how men and women access and use resources and make local decisions, in addition to understanding the gender impacts of large-scale coastal trends such as shrimp mariculture, coral mining and bomb fishing. To build constituencies for a coastal plan or behavior changes, coastal managers need to be inclusive and partner with other groups that are working for better lives and sustainable development for all coastal residents. Coastal managers also need to create opportunities and build civil society capacity for expanded participation in coastal governance.

- More sustainable resource use and management. Pressure on coastal resources results from actions at many levels by many groups including but not limited to poverty-based local communities, local and foreign tourists, and the commercial sector. At the household level, gender-based strategies can help to reduce poverty and influence family planning by coastal households. Gendered knowledge about using coastal resources can help coastal managers find solutions to unsustainable coastal use. When coastal managers understand gendered resource use patterns, they are in a better position to predict the impacts of coastal management and development policies and plans. For example, women collect subsistence and commercial products from mangrove areas. When these areas are used for shrimp mariculture or tourism development, household food security is likely to be affected.
- Greater capacity for ICM innovations. Coastal managers typically seek out different science perspectives to find innovative solutions. Local stakeholders contribute in finding these solutions. However, the profession of coastal management could benefit from greater gender, social and disciplinary diversity. In addition, ICM would benefit from expanded partnerships with those nonenvironmental government agencies and civil society organizations with overlapping interests. At the local level, leadership capacity building for women and non-elites may also help to bring new ideas to ICM.
- New opportunities to leverage donor funds for ICM. Funding levels for ICM programs are inadequate and this is unlikely to improve in the next decade. As a result, coastal managers need to leverage other funds wherever possible and find synergies with other organizations that are supporting related work. It is up to coastal managers to educate gender and population donors about why funds should be directed to coastal areas and related ICM activities.

II. International Commitments Related to ICM-Gender-Population Linkages: Rio, Beijing and Cairo

International conventions and action plans influence the priorities of donors and national governments. For example, following the 1992 United Nations Conference on Environment and Development (UNCED) in Rio de Janeiro, several donors used Agenda 21 to reorient their funding priorities. ICM funding significantly increased because of recommendations in Agenda 21's Chapter 17 on Oceans, Seas and Coasts.

However, Agenda 21 and other United Nations action plans have tended to compartmentalize ICM, gender and population issues. Unfortunately, Agenda 21 was largely unsuccessful at mainstreaming gender and social equity issues into its natural resources chapters. More typically, the approach is "add women and stir"—for example, Chapter 17 mentions women four times. Women's issues tend to be stereotyped and are relegated to a segregated chapter near the end of the document (Chapter 24—Global Action for Women Towards Sustainable and Equitable Development). In a similar way, Chapters 4 (Changing Consumption Patterns) and Chapter 5 (Demographic

Dynamics and Sustainability) address consumption and demographic issues rather than mainstreaming these issues into other chapters.

Women and Chapter 17 of Agenda 21: Relevant References

17.15:	Women should be included in nationally sponsored training and education opportunities.
17.81(a):	Coastal planners, when addressing <i>small-scale</i> artisanal fisheries, should take women's interests into account and, <i>where appropriate</i> , their representation (emphasis added).
17.93(b):	Women should be included as a subject of national and regional training curricula on equitable participation.
17.94(b):	Women should be included in technical support to local fishing communities.

The Cairo Plan of Action from the International Conference on Population and Development (1994) and the Fourth World Conference on Women Platform for Action (1995) shift the focus to gender issues but do not address ICM or other ecosystems. In the Beijing Platform of Action from the Fourth World Conference on Women (1995), environment and population issues are addressed and fisheries are mentioned briefly, but coastal-specific issues are absent.

To move ahead on ICM-Gender-Population linkages in the next decade, specific recommendations from Rio, Beijing and Cairo documents provide guidance. Chapter 5 of Agenda 21 highlights the need to increase awareness of the fundamental linkages between demographic dynamics and improving the status of women, particularly through women's access to education, primary and reproductive health care programmes, economic independence and their effective and equitable participation in all levels of decisionmaking.

These links are also reinforced in the environment chapter (Chapter C) of the Cairo Programme of Action. This document recommends the following environmental programs for governmental and nongovernmental organizations (NGOs):

- *Demographic Data.* Better integration of demographic data into environmental planning, decision- and policymaking processes and promotion of more sustainable resource management
- *Policies and Programs.* Modify unsustainable consumption and production patterns through economic, legislative and administrative measures
- *Poverty Links.* Direct activities toward poverty eradication, particularly income-generation and employment strategies aimed at the rural poor and those dependent upon fragile ecosystems
- *Decisionmaking Participation.* Take measures to enhance the full participation of relevant groups, especially women at all levels of population and environmental decisionmaking

Chapter K in the Beijing Platform for Action reinforced these ideas with three strategic objectives related to women and the environment and attention to gender:

- K1: *Decisionmaking*. Involve women actively in environmental decisionmaking at all levels
- K2: *Policies and Programs*. Integrate gender concerns and perspectives in policies and programs for sustainable development
- K3: *Data Collection and Research*. Strengthen or establish mechanisms at the international, national and regional levels to assess the impact of development and environmental policies on women.

Women comprise 50 percent of the world's population, but they comprise just 10 percent of all legislative representatives and less than 4 percent of all Cabinet Ministers.

In addition, the Beijing Platform for Action also underscores the importance of women's access to health care—including reproductive health care—education and training and economic opportunities.

III. Persistent Challenges for ICM: Gender Equity, Demographic Dynamics and Leadership Diversity

Ten years after Rio:

- Many coastal managers do not clearly understand how gender issues affect coastal management, how to design programs and policies that address gender differences and who can help them achieve this.
- Many coastal plans acknowledge growing coastal populations and household food insecurity, but they do not include plans for programming and partnerships related to gender-sensitive family planning.
- Many coastal institutions continue to make important coastal management decisions without the perspectives and leadership of female stakeholders and professionals.

IV. Charting a New Course for ICM: Promising Early Results

Improving governance and planning: Who decides?

Collecting relevant gender information. Planners can borrow tools from gender analysis to work with women and men to collect information on gender differences in resource use, access to decisionmaking and community priorities. It is important not to stereotype men's and women's interests. Information must be collected and also must be incorporated into coastal plans and projects. For example, a United States Agency for International Development (USAID)-funded project made a point of including women in

participatory data collection in Xcalak, Mexico. However, community women stopped participating in project activities when their community priorities were not selected.²

Building coastal constituencies and ICM advocacy capacity. Food security has been a key “hook” for expanding coastal constituencies. In the Philippines, a USAID-funded coastal management project found that food security concerns helped local government units to take action on ICM issues and better integrate these activities into their local planning processes.³ In some places, issues like food security, livelihood and health are stronger initial motivations for coastal constituents than ICM. Alternative incentives may be even more important in newly-formed coastal communities with mostly relatively new residents and a very heterogeneous communities.

Expanding civil society access to coastal governance. Gender and population issues bring new civil society partners to the table for coastal governance at local, national and international levels. However, capacity building may be necessary to make effective use of this access. For example, the Tambuyog Development Center in Palawan, Philippines, provided leadership, public speaking, advocacy and environmental awareness training for rural women engaged in coastal management activities.⁴

Participatory planning does not automatically recognize inequalities and differences between men and women. This recognition can be called a “gender lens.” Optics for this lens include: power imbalances within communities, intra-household and intra-family relations, different constraints to participation, different abilities to participate and perceptions about the benefits of participation. (adapted from: Woroniuk, B. and J. Schalkwyk. SIDA Equality Prompt #10: Participatory processes and equality between women and men, November 1998)

Changing resource use and management: Who uses what resources?

Predicting policy impacts. Few policies have gender-neutral impacts. Without policy analysis and gender-related information on resource use and access, household demographics, migration, markets, employment and decisionmaking, it is more likely that coastal policies will have a negative impact on women in general, and on those households headed by women. For example, in Bangladesh, a female coastal parliamentarian succeeded in getting a proposal passed—under the government land distribution program for landless peasants—that gives land jointly to husband and wife and to female-headed households. As a result, women’s status increased, land grabbing declined and coastal women improved the land by planted trees and crops.⁵

² (Source: Rubinoff, Pam. Case study abstract on URI/CRC’s Mexico Project in Xcalak. In: Diamond, Nancy. 2001. *Mainstreaming Gender, Population and Leadership into Coastal Management Programs: Women in Integrated Coastal Management and Leadership Development*, Summary of Workshop Proceedings. July 12-13, 2001. Coastal Resources Center, University of Rhode Island. Narragansett, Rhode Island, USA)

³ (Source: CRMP-Philippines. 1999. Coastal resource management for food security, Bookmark, Makati City).

⁴ (Source: Tambuyog Development Center 1999. Engendering community-based coastal resource management. Final Technical Report for PROWID to the Centre for Development and Population Activities.)

⁵ (Source: Ahmed, Nilufar. 1993. Stresses and storms: the case of Bangladesh. INSTRAW News 19: 23-27, 32-37.)

A pro-active coastal policy, one tuned to gender and population concerns, is likely to include some attention to the following issues:

- Making access to coastal land and water resources more equitable and increasing women's tenure security
- Adopting non-discrimination guidance and procedures for expanding access to coastal planning by different social groups, including women
- Promoting technology and collateral arrangements that do not exclude women
- Requiring collection and reporting on changes in gendered access to extension training, enterprise opportunities and decisionmaking, particularly for the poorest coastal households
- Coordinating coastal planning activities with family planning/reproductive health planning, particularly at the local level

Using gender-based knowledge for management. Female resource users often possess different knowledge about marine, coastal and estuarine biodiversity than men. In many countries, it is mostly women who are engaged in inland fishing. In Africa, women fish in rivers and ponds. In parts of India, women net prawns from backwaters. In Laos, women fish in canals. In the Philippines, women fish from canoes in coastal lagoons.⁶

Work in the fishing industry is generally thought to be gender-segregated. Woroniuk and Schalwyk (1998) refer to studies that indicate that women tend to be more engaged in post-harvest activities, particularly for smaller-scale fisheries. As a general pattern, men are believed to be the community members who fish off-shore or in major inland water bodies, whereas women tend to fish or collect mollusks closer to shore. However, most fisheries researchers are men, most of their informants are males and they often observe fishing activities only during the hours when men are working. In addition, in mixed ethnic communities, women from one ethnic group or a particular age group may fish off-shore and swim, whereas other women in the village do not do these activities. (Source: Woroniuk, B. and J. Schalwyk, December 1998. What gender issues are relevant in coastal zone areas? www.oecd.org/dac/gender/pdf/tipsheets).

Partnering with population organizations and agencies. Typically, there is very little overlap between coastal managers and population organizations. Most of the efforts to date have been initiated by organizations working on population/reproductive issues. More documentation of examples where ICM programs have coordinated efforts with local, national or international organizations is needed.

Promoting innovation through diversity of leadership: Whose ideas?

Identifying women's professional organizations as potential partners. Looking at coastal areas and ICM through a "leadership lens," it is important to understand who has power, who makes decisions and who leads. Also important is what institutional, educational and cultural barriers get in the way of community and professional women being involved in coastal decisionmaking. In many countries, professional women network for their own professional development and to expand their capacity for leadership. Also, women network to advocate gender-sensitive policies, to carry out programs with

⁶ (Source: Gender and Food Security: Fisheries, Available from: www.fao.org/gender/en/fish-e.htm)

community women or to mentor younger women and girls. Organizations such as the Kenya Professional Association of Women in Agriculture and Environment (KEPAWAE) can help expand female professional perspectives and leadership in ICM.⁷

Partnering with specialist networks for gender and other social issues. These new partners have been occasional consultants or regular advisors to ICM projects. In most instances, both sides would benefit from an exchange of training. In Indonesia, a USAID-funded ICM project tapped gender specialists from the national and local university, and a similar project in Tanzania worked with a network of national gender experts on policy-related issues.⁸

Leveraging new sources of funding for ICM: Who pays?

Expanding linkage work with an existing donor. Bilateral and multilateral environmental projects have often received co-funding from both environmental and gender divisions. Agency environmental strategies increasingly address both population and gender issues (e.g., World Bank's new Environmental Strategy at: [http://lnweb18.worldbank.org/essd/essd.nsf/globalview/chapter1.pdf/\\$file/chapter1.pdf](http://lnweb18.worldbank.org/essd/essd.nsf/globalview/chapter1.pdf/$file/chapter1.pdf)). In addition, there is growing private foundation interest in both environment-gender and environment-population linkages.

Reaching out to new donors. ICM professionals may need to adjust their language and reshape their rationales to attract non-traditional ICM funders from the gender and population sectors. Proposals should not just focus on community-based household economic and food security concerns, but should also explore the more systemic gender and population issues involved in coastal-related policies.

Reaching out: Who takes the initiative?

Overlapping agendas, complementary capacities. At the national level, the Integrated Population and Coastal Resource Management Initiative (I-POPCORM) of PATH-Philippines, Inc., found the Department of Natural Resources to be very supportive of their efforts to link ICM, gender-sensitive population programming and food security. In addition, there were many more potential local partners among the environmental NGOs than the less-widespread health NGOs.

⁷ (Source: Oyieke, Helida. Case study abstract on KEPAWAE. In: Diamond, Nancy. 2001. *Mainstreaming Gender, Population and Leadership into Coastal Management Programs: Women in Integrated Coastal Management and Leadership Development*, Summary of Workshop Proceedings. July 12-13, 2001. Coastal Resources Center, University of Rhode Island. Narragansett, Rhode Island, USA)

⁸ (Source: Personal communication, Ian Dutton for URI/CRC-Indonesia and Mark Amaral for URI/CRC-Tanzania)

An integrated project that links ICM, gender and population might include the following:

- Partnerships, at the local and national levels, with gender and population civil society groups and government agencies
- Joint advisory committees with ICM, gender and population specialists
- Cooperating with population and gender partners on collection of baseline data, selection and monitoring of gender equity indicators, use of research methods and sharing secondary data sources
- Joint activities focused on how to incorporate baseline/monitoring data into local and national ICM planning
- Social marketing conducted to identify motivations for existing and potential coastal constituents and providing support for civil society networking and advocacy for sustainable ICM
- Develop short-term incentives and pilot activities, for both women and men, to encourage them to adopt sustainable ICM practices
- More accessible coastal decisionmaking processes or institutions, at local and national levels and related capacity building for the previously disenfranchised, including women
- Joint communication and education activities using an “options approach”—alternative economic development, family planning, etc.

V. The Costs of Inaction

A number of problems arise when certain groups of people are not consulted or included in decisionmaking. Unresolved conflicts can effectively stop projects and planning processes, resulting in lost time, money and opportunities. Excluded groups and individuals withdraw from project activities and their ideas and productive resources are no longer accessible to projects. These groups and individuals can and often do indirectly and directly sabotage management plans and projects by continuing unsustainable practices.

Similarly, when planners and policymakers make decisions based on information and perspectives from only half of the population, additional problems are generated. Resource threats and the scope of poverty will be inadequately understood. Unsustainable practices will continue and unique biological resources will be lost for future generations. ICM solutions will not include all possible ideas and innovations. ICM plans and policies are likely to have negative economic and social consequences for the women who were not consulted. Projects may have to pay more to have studies re-done at a later time and expensive project revisions may need to be undertaken. In addition, professional women will “vote with their feet” and contribute their ideas and talents to more-receptive environmental sectors.

Case studies of programs in which gender considerations have been clearly integrated into environmental programs is currently being developed by the World Conservation Union (IUCN). Such documents will provide much-needed, practical, “how to” examples for those of us struggling to better mainstream considerations of gender, population and leadership into environmental program.

Although local women in the Philippines were trained to collect household data, they ignored household women in initial interviews and focused on the household males. They were told to return for a second set of interviews and to talk to women. They found that 21 percent of the women were involved in fish capturing activities. Women had important and different knowledge about resource management than men. (Source: Quist, Cornelia. ICSF Magazine Sobre el Genero en la Pesca. No. 2. India, November 1999)

VI. Oceans and Coasts at Rio+10: An Action Agenda for Participants

The upcoming World Summit on Sustainable Development (WSSD) will not re-open Agenda 21 for revision but will assess current conditions, identify persistent and new challenges and prioritize further action. Focusing on the persistent challenge of integrating ICM with population, gender and leadership-related issues, we submit the following forward-looking questions for consideration by the working groups, national governments, civil society and donors. Annex 1 provides WSSD recommendations for national governments, civil society and donors.

VII. Conclusion

By better understanding ICM-Gender-Population linkages and partnering with gender and population organizations, coastal managers benefit in four main ways:

- Governance and planning can be improved by understanding and acting on these linkages.
- Coastal management is likely to become more sustainable when gendered resource use and knowledge is better understood.
- The profession of coastal management will have the capacity to be more innovative when more voices are heard and more women occupy leadership and decisionmaking roles.
- Finding new partners and donors can better leverage scarce ICM funds.

The costs of not making ICM, gender and population linkages are steep and action is needed now. Although the global community has recognized the importance of environment, gender and population linkages in the action agendas for Rio, Cairo and Beijing, there has not been enough collaborative or synergistic work among ICM, gender and population organizations. The time has come to explicitly spell out ICM, gender and population linkages, recognize promising experience to date and articulate a linkage action agenda for the next ten years. The action agenda must address how new partnerships, shared analytical tools and training and targeted cross-sectoral funding will be achieved. If ICM is to make its full contribution to equitable sustainable development, then coastal managers must team with others to find ways to better integrate gender equity and population concerns into their plans, programs and policies.

Key Questions for Working Groups Addressing Gender and Population Linkages for Integrated Coastal Management

<p><i>Harmonizing International Agreements</i></p> <ul style="list-style-type: none"> • What progress has been made in harmonizing ICM work with agreements made at the Fourth World Conference on Women (Beijing) and the International Conference on Population and Development (Cairo)? • How can information about Beijing and Cairo agreements be better targeted to coastal managers? • How can the ICM community get involved in preparations for Beijing+10 (2005), Cairo+10 (2004) and other international meetings for related issues (e.g., Durban 2003–World Conference on Protected Areas)? 	<p><i>Targeting Donor Aid</i></p> <ul style="list-style-type: none"> • How much support have ICM donors provided for cross-sectoral linkages with gender, population and other issues (e.g., democracy/governance)? • How can donor ICM funds be better leveraged with funding from gender and population donors? 	<p><i>Assessing and Managing the Marine Environment</i></p> <ul style="list-style-type: none"> • How much attention and resources have been given to the gender and population impacts of climate change in coastal areas? • Which civil society organizations working on gender and population issues are involved in discussions on ICM and global climate change?
<p><i>Emerging Issues and Governance Improvements</i></p> <ul style="list-style-type: none"> • What have been the gender and population impacts in coastal areas of globalization, and in particular, tourism? • How have the impacts of coastal industry and business affected women and men differently—e.g., employment, resource use, displacement, etc.? • What are the resource impacts of increasing numbers of economic migrants who come for jobs? • Have women gained more access, and gender issues more notice, as a result of the expanded role of civil society in coastal governance? 	<p><i>Integrated Ocean and Coastal Management</i></p> <ul style="list-style-type: none"> • At global, regional and national levels, are female professionals equitably represented in ICM and IOM leadership, and how is their capacity being build to take on leadership roles? • What types of capacity building related to population/consumption issues are needed by international, regional and national ICM leaders? • From local and national levels, what practical experiences and lessons learned are available about linking ICM, gender and population issues and partners? • What positive ICM results have been achieved as a result of program or policy linkages between ICM, gender and population? • What have been the gender, population and other social impacts of Exclusive Economic Zones and other major development activities such as tourism? 	<p><i>Sustainable Fisheries and Aquaculture</i></p> <ul style="list-style-type: none"> • What have been the gender, population and other social impacts of fisheries policies and programs? • What have been the gender, population and other social impacts of aquaculture programs and policies? • How have the perspectives of civil society organizations, including gender and population groups, been taken into account in fisheries and aquaculture policies and funding?

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Key Questions for Working Groups Addressing Gender and Population Linkages for Integrated Coastal Management (cont.)

<i>Marine Biodiversity and Protected Areas</i>	<i>Capacity Building</i>	<i>Regional and Small Island Perspectives</i>
<ul style="list-style-type: none"> • How can gendered knowledge be used to protect critical habitats and reduce conflicting human activities? • What are the gender impacts of reducing the access of community residents to marine protected areas? 	<ul style="list-style-type: none"> • What lessons have emerged from efforts to integrate social scientists and social science perspectives into ICM? • How can training programs ensure gender equity? • How can gender and population partners be more involved in ICM capacity building activities and <i>vice versa</i>? 	<ul style="list-style-type: none"> • How are population and consumption issues addressed in ICM planning by island states and small island nations? • How are gender issues addressed in tourism development? • How are gender and population specialists incorporated into regional bodies for ICM and oceans governance?

Annex 1:

World Summit on Sustainable Development: Action Agenda for National Governments, Civil Society and Donors

Recommendations for National Governments

For ICM-related policies and programs, national governments can take several steps. They should find opportunities to mainstream population and gender stakeholders into existing policy advisory panels. Environment ministries can tap these groups for a new gender mainstreaming advisory panel that has an oversight function for all policies. Government also needs to systematically identify all legislation that needs to be drafted or reformed to encourage broader partnerships with population and gender stakeholders for coastal decision-making and programs. To ensure broad-based participation in policy-making, governments can expand legal literacy for both women and men. In addition, governments will need to build gender research capacity and routinely collect and monitor gender-related data for ICM programs, at the local and national level. To promote links between ICM, gender and population issues, national governments should consider earmarking sources of funds for linkage activities.

To ensure female leadership for coastal decisionmaking at the national and local level, governments can use quotas, capacity building activities and educational reforms. Governments can also look for additional opportunities to support the greater involvement of professional women in national, regional and international scientific fora.

Recommendations for Civil Society

Civil society organizations, working on ICM, gender and population issues, must seek out new opportunities to collaborate on advocacy for compatible coastal concerns (e.g., food security, sustainable livelihoods, etc.) and to lobby for greater budget allocations for these concerns. Both advocacy and field activities will be improved by further efforts by universities and other research institutions to better document project experiences with ICM, gender and population linkages. At the field and international levels, civil society organizations can develop and disseminate methodologies that capture coastal gender and population dynamics. They can also find new ways to move gender-specific insights up from the local level to the policy level.

Recommendations for Donors

Within donor organizations, several actions can be taken to promote ICM, gender and population linkages. Funding mechanisms can be adapted to better support cross-sectoral programming. Grant conditionalities can be used to require grantees to justify why ICM activities will only involve or benefit one sex and not the other. Conditionalities on loans for economic development (e.g., tourism) can be used to avoid or mitigate negative environmental, gender and population impacts. Support for ICM capacity building assistance can be used to build constituencies and advocacy capacity for ICM among civil society partners, including gender and population groups.

ICM donor funds can be further leveraged and synergies built when ICM project activities are co-located with population and gender-focused programs or joint activities are organized around common sustainable development themes such as food security, poverty reduction, etc.